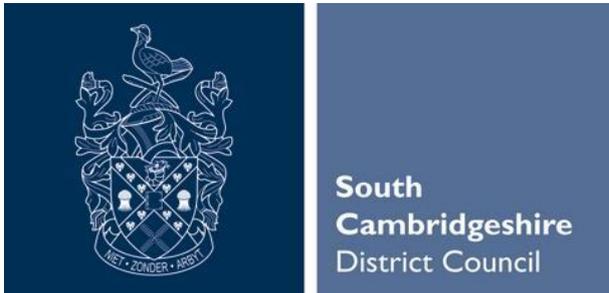


**SC8/SCDC**



Examination into the Soundness of the  
South Cambridgeshire Local Plan

**Matter SC8 – Promoting Successful  
Communities**

South Cambridgeshire District Council

September 2016



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## **Introduction**

1. This statement sets out the Council's response in relation to the Inspectors' Matter SC8 relating to Promoting Successful Communities.
2. All the documents referred to in this statement are listed in Appendix 1, and examination library document reference numbers are used throughout the statement for convenience.
3. As a result of considering the Inspectors' questions, the Council is suggesting a number of proposed modifications to policies in Chapter 9: Promoting Successful Communities of the South Cambridgeshire Local Plan. These modifications are referred to in the responses to each question, and are also all listed in Appendix 2 for convenience.

## **SC8A Policy SC/1: Allocation for Open Spaces**

### **Overview of open space allocations**

4. The Submitted Local Plan includes a small number of land allocations for open space. A number of these were carried forward from the adopted Site Specific Policies DPD where, following consultation, it was considered they should remain in the development plan. In addition a number of new allocations were included where put forward by Parish Councils.
5. The adopted Site Specific Policies DPD 2010<sup>1</sup> includes a number of land allocations for open space – Policy SP/14 Allocations for Open Space. They are located in areas where open space assessments have identified a shortfall against standards. Their progress is monitored in the Annual Monitoring Report carried out annually by the Council.
6. The Council asked a question during the Local Plan Issues and Options consultation in 2012<sup>2</sup> as to whether each of the existing open space allocations in the adopted development plan should be carried forward into the emerging Local Plan. If there was support from the relevant Parish Council they were included in the Proposed Submission Local Plan. Apart from the proposed open space allocations included in the Local Plan the Council did not specifically identify sites for open space within villages. A further question was asked during this 2012 consultation as to whether other areas should be allocated in the Local Plan<sup>3</sup>. As a result some new sites were included in the Submitted Local Plan.
7. The Council does not operate any recreation grounds or related sports facilities instead given the rural nature of the district with some 105 parishes it is the Parish Councils who have traditionally run and maintained open space within South Cambridgeshire.

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<sup>1</sup> RD/AD/120 Site Specific Policies Development Plan Document – Chapter 4 Policy SP14 Allocations for Open Space - page 45.

<sup>2</sup> RD/LP/030 Issues and Options Report July 2012 – Issue 90 Question A page 181

<sup>3</sup> RD/LP/030 Issues and Options Report July 2012 – Issue 90 Question B page 181

The Council has encouraged the provision of additional open space to meet future needs of parishes through agreements from planning applications for development in villages. Whilst the plan can allocate open space, delivery will be a matter for the Parish Council or other bodies. During stakeholder participation at the beginning of the plan making process, the Council highlighted the opportunity for the Local Plan to identify sites, particularly as Neighbourhood Planning was in its infancy. It is right that the Local Plan should seek to facilitate locally lead development proposals under the spirit of localism to meet local aspirations. These sites were published for consultation in the Local Plan Issues and Options 2 Report: Part 2 - South Cambridgeshire Further Site Options<sup>4</sup>.

8. Since the Local Plan was drafted the Council is aware that neighbourhood planning has evolved across the country and interest is growing locally with ten neighbourhood areas now designated. This is seen as an important way of engaging local communities in considering what and how facilities could be provided in their local area. The Council consider that finding land suitable for open space is an issue that could be progressed through a Neighbourhood Plan process. The Council is keen for local communities in the district to prepare plans and would be willing to support them if they want to find suitable sites for open space.
9. The Council will be inviting those Parish Councils where objections have been submitted on the proposed open space allocations within their parish to attend the examination hearings as part of the Council's team. This will give them the opportunity to present their case/views to the Planning Inspectors regarding their open space allocation.

### **SC/1i**

#### **Allocation 1(a) Over: Is there justification for all of the land to be allocated for open space?**

10. The Ginn Trustees, owners of the land, have objected to the proposal for open space on this site as they do not consider that there is a need. They have proposed that as a compromise half of the site should be allowed for housing and the remaining land be used for an extension to existing playing fields.
11. The objector considers that the site has been allocated for many years without any proposals being made by either the District or the Parish Council and feel that there is a need to resolve the situation.
12. The Recreation and Open Space study<sup>5</sup> identifies that there is a shortfall of open space within Over when using the recommended standards in the Local Plan. This study identifies a shortfall of 1 hectare for sport; 2.12 hectares for play space and 1.16 hectares for informal open space. The site is ideally placed for an extension of the existing recreation ground and would meet much of the shortfall. The suggested

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<sup>4</sup> RD/LP/050 [South Cambridgeshire District Council - Issues and Options 2 Report: Part 2 – South Cambridgeshire Further Site Options](#) – Chapter7

<sup>5</sup> RD/CSF/060 Recreation and open space study (July 2013) Technical appendix A – Over  
<https://www.scambs.gov.uk/content/recreation-and-open-space-study-july-2013>

compromise would imply that the site be used for playing fields rather than for more general open space requirements identified in the study. It could meet some but not all of the identified need in Over.

13. Over Parish Council (PC) has provided supporting evidence to the Council on this matter which is included in Appendix 3 of this statement. Over PC is keen to retain the allocation of this land in the Local Plan as they consider it to be in the best location to serve the village and that other alternative sites on this scale do not exist within the parish. This site is suitably located east of the Recreation Ground so that facilities can be shared within the existing Community Centre. Another site away from such facilities would never justify the provision of a pavilion with changing facilities.

#### **SC/1ii**

**Allocation 1(d) Swavesey: Would the allocation result in an over concentration of open space in the northern part of the village? Is there a reasonable prospect that the site would be deliverable during the lifetime of the Plan? Should alternative options for expanding the area of open space adjacent to the village green be explored?**

14. The Recreation and Open Space study<sup>6</sup> identifies that there is a shortfall of open space within Swavesey - 1.58hectares for sport; 2.05 hectares for play space; 0.73 hectares informal open space and 0.30 hectares for allotments. Swavesey Parish Council supported the inclusion of the allocation for open space in the Local Plan recognising that the village does not meet the standard for provision for sport, play and leisure space as identified in the recreation study.
15. The landowner has objected to the site being included in the plan, having been rolled forward without any consideration being given to alternative sites.
16. Subsequent to Submission of the Local Plan the Council is currently working with the Parish Council (PC) and Swavesey Village College to consider an alternative site in the southern part of the village. Planning permission was granted on appeal for 30 dwellings at 18 Boxworth End, which included the potential to deliver an area of 2.5 hectares of open space. This would be considered through the planning obligations negotiated for this development.<sup>7</sup> This land is adjacent to the playing fields of the village college and would contribute towards the identified shortfall of open space. It would provide an area of open space to the southern end of the village which would be of benefit to the residents of this part of Swavesey.
17. Swavesey PC has provided supporting evidence to the Council which is contained in Appendix 2 of this statement. The PC at its meeting held on 22 August 2016 unanimously agreed that it no longer supported the continued allocation in the Local Plan of the site identified as 'Land north of the recreation ground' within their village as the situation with regard to future open space in the village has changed since the Council last commented on this open space allocation. The land being offered to the

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<sup>6</sup> RD/CSF/060 Recreation and open space study (July 2013) Appendix A: Swavesey  
<https://www.scambs.gov.uk/content/recreation-and-open-space-study-july-2013>

<sup>7</sup> RD/CSF/220 Appeal Ref: APP/W0530/W/15/3139078 -  
<http://plan.scambs.gov.uk/swifftlg/MediaTemp/1134633-638339.pdf>

PC as part of a S106 obligation for the new housing development at Boxworth End will provide new open space in the southern end of the village giving, in their view, a better distribution of such land in the village- not all concentrating all in one area.

18. It is therefore proposed to delete this allocation from the policy, subject to consideration by members in November 2016.

### **Policy SC/1: Allocation for Open Space**

1. Extensions to existing recreation grounds:  
~~d. Land north of recreation ground, Swavesey — 2.16ha.~~

#### **SC/1iii**

**Allocation 1(e) Great Shelford: Would this allocation address any shortfall in open space provision identified in the Council's Recreation and Open Space Study (2013)? Is there a reasonable prospect of this site being delivered in the lifetime of the Plan?**

19. The Recreation and Open Space study<sup>8</sup> identifies that there is a shortfall of open space within Great Shelford and Stapleford apart from sports and allotments provision. The site was proposed by Great Shelford Parish Council (PC) during the Issues and Options consultation in the summer 2012<sup>9</sup>. (Rep 41130) There was support from 55 representors and no objections received for its inclusion as open space during the Issues and Options 2 consultation in 2012/13.<sup>10</sup> It is proposed to meet an identified shortfall of open space provision in Great Shelford.
20. The landowners through the Proposed Submission consultation in 2013 have indicated that they would not support the PC's aspiration and have no intention of releasing the land.
21. Great Shelford Parish Council (PC) has provided supporting evidence to the Council which is contained in Appendix 3 of this statement. In this they have set out the history dating back to 1979 of the PC trying to negotiate the purchase of the land known as 'The Grange Field' which has had a complicated ownership. The PC consider that the need for additional open space within the village is more pressing as the population of the village has grown. There have been numerous exchanges of correspondence between the PC and the owners to reach an agreement to purchase the site.
22. This site has many advantages as it is ideally located adjacent to the current recreation ground. The pavilion was rebuilt in 2014 and any extension to the playing field area would be able to share these facilities along with the car parking.
23. Great Shelford Parish Council with Stapleford Parish Council is in the early stages of preparing a joint neighbourhood plan for the two parishes.

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<sup>8</sup> RD/CSF/060 Recreation and open space study (July 2013) Appendix A: Great Shelford and Stapleford <https://www.scambs.gov.uk/content/recreation-and-open-space-study-july-2013>

<sup>9</sup> RD/LP/030 Issues and Options Report July 2012 – Issue 90 Question B page 181

<sup>10</sup> RD/LP/050 [South Cambridgeshire District Council - Issues and Options 2 Report: Part 2 – South Cambridgeshire Further Site Options](#) ( chapter 7 Recreation and Open Space - Site Option R3)

**SC/1iv**

**Allocation 2(g) Histon: Is the site in an appropriate location for use as open space in terms of amenity and highway safety considerations given its proximity to neighbouring residential development and the B1049?**

24. The Site Specific Policies DPD<sup>11</sup> included a number of open space sites allocations within Histon and Impington. During the Issues and Options consultation in 2012<sup>12</sup> the Parish Council indicated that the majority of these sites would not be deliverable and therefore were not carried forward into the current emerging Local Plan.
25. The Recreation and Open Space study<sup>13</sup> identifies that there is a shortfall of open space within Histon and Impington. The Parish Council put this site forward during the Issues and Options consultation in the summer 2012<sup>14</sup> and it was consulted upon in the Issues and Options 2 document in 2012/13<sup>15</sup> where 48 representors supported the allocation with only two objections and 14 comments. No other sites were proposed within the village, which reflected the history of exploring alternatives which proved not to be deliverable, and the Parish Council was willing to pursue this site as one suitable for an open space.
26. In responding to the representations<sup>16</sup> that were made during the Proposed Submission consultation in the summer 2013 the Council noted that the site has received seven objections from local residents concerned about the location of the open space on the edge of the village, on a busy road and on the impact it may have to adjoining residents. The Council considers that there is potential to address these issues through appropriate site design and siting of any facilities.
27. The land is owned by Cambridgeshire County Council who did not make any representations during the Proposed Submission consultation in the summer 2013. The Council considered it appropriate to ascertain the County's current position as regards this land and have been informed that the site is currently no longer available for open space as it is still under consideration for future use for educational purposes. It follows therefore that while this potential future use remains unresolved, the land cannot be committed to open space purposes.– See Appendix 4 of the County Council's statement.
28. Histon & Impington Parish Council has provided supporting evidence to the Council indicating that although they are aware that the County Council is not currently in a

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<sup>11</sup> RD/AD/120 - [South Cambridgeshire District Council Site Specific Policies Development Plan Document](#) – See Policy SP/14 Allocation s for Open Space page 45

<sup>12</sup> RD/LP/030 South Cambridgeshire District Council Issues and Options Report July 2012 – rep 47252

<sup>13</sup> RD/CSF/060 Recreation and open space study (July 2013) Appendix A- Histon and Impington <https://www.scams.gov.uk/content/recreation-and-open-space-study-july-2013>

<sup>14</sup> RD/LP/030 Issues and Options Report July 2012 – Issue 90 Question B page 181- rep 47253

<sup>15</sup> RD/LP/050 [South Cambridgeshire District Council - Issues and Options 2 Report: Part 2 – South Cambridgeshire Further Site Options](#)

<sup>16</sup> RD/Sub/SC/060 - [South Cambridgeshire Draft Final Sustainability Appraisal Report and HRA Screening Report](#) – See page A792 in Annex A the Audit Tables for Chapter 9 Promoting Successful Communities.

position to make the proposed open space site available to them, no other sites are considered to be available within the village framework of Histon and Impington. The Parish Council considers on balance that it would wish to keep the open space allocation of Bypass farm in light of the potential for the site to become available during the plan period as a result of it not being required for educational purposes.. The site may become available in the future and it is the only site in the Local Plan within the area to meet the identified shortage of open space. See Appendix 3 for the PC's statement.

29. The PC has indicated in their statement that an alternative site is to be considered, but even if this site were achieved there would still be a need for more open space within the area.
30. The Parish Council is preparing a neighbourhood plan for their two parishes and this could be an appropriate vehicle to consider different options for sites for open space that could get support from both the local community and a willing landowner.

#### **SC/1v**

##### **Has the Council given consideration to the need for a recreation ground site allocation in Dry Drayton?**

31. Dry Drayton is recognised in the Recreation and Open Space Study<sup>17</sup> as having a lack of open space and this was highlighted by the Parish Council in the Local Plan Issues and Options consultation in 2012<sup>18</sup>. During the Proposed Submission consultation the Parish Council submitted a request that a site be found in the village. No specific site has been put forward for inclusion in the plan. The Council did not consider that the submission of the Local Plan could have been delayed in order to work with the Parish towards finding a suitable site for open space within Dry Drayton.
32. The Parish Council has given some consideration to preparing a Neighbourhood Plan and this could provide the appropriate means by which a suitable site could be found within the village for a recreation ground.

#### **SC/1vi**

##### **Has the Council carried out any evaluation of the potential site abutting the existing recreation ground in Fulbourn?**

33. In preparing the Local Plan the Council has not specifically identified sites within villages recognised as having a shortfall of open space against the standards proposed for new developments but rather encouraged the relevant Parish Council to suggest sites. The potential site abutting the existing recreation ground was therefore not considered.
34. No specific site has been put forward for inclusion in Fulbourn and the Council did not consider that the submission of the Local Plan could have been delayed in order to

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<sup>17</sup> RD/CSF/060 Recreation and open space study (July 2013)

<https://www.scambs.gov.uk/content/recreation-and-open-space-study-july-2013>

<sup>18</sup> RD/LP/030 Issues and Options Report July 2012 – Issue 90 Question B page 181

consider finding a site in Fulbourn. However the Parish Council has given some early consideration to preparing a Neighbourhood Plan and this could provide the appropriate means by which a suitable additional site for open space could be found within the village.

**SC/1vii**

**Has the Council given consideration to the need for an informal recreation area in Graveley?**

35. In preparing the Local Plan the Council has not specifically identified sites within villages recognised as having a shortfall of open space but rather relied on the relevant parish to suggest sites.
36. Consultation was carried out in 2014 in Graveley regarding parish proposals to be considered for inclusion in the Local Plan regarding proposed housing sites one of which included provision of a green area for the village to meet local needs<sup>19</sup>. This housing site at Manor Farm was rejected by the local community and therefore was not included in the local plan and as a consequence the green space it included was not allocated in the plan either.
37. The Parish Council may wish to give consideration to preparing a neighbourhood plan and this could provide the appropriate means by which a suitable additional site for open space could be found within the village.

**SC/1viii**

**Does the policy taken account of the Accessible Natural Greenspace Standards referred to in paragraph 3.11 of the Cambridgeshire Green Infrastructure Strategy?**

38. The policy does not take into account the Accessible Natural Greenspace Standards (ANGSt) as this is a policy allocating sites for village recreation and open space.
39. Natural England has suggested that the policy should refer to the ANGSt standards which is not appropriate to a village open space allocation policy. However Policy SC/7 seeks to secure open space for sport, play and informal recreation to meet the needs generated by new developments. In the supporting text to this policy in paragraph 9.30 reference is made to the provision of 'green infrastructure' which will be achieved through Policy NH/6.
40. The ANGSt standard deals with larger strategic green infrastructure, including consideration of access to sites of up to 500 ha or more. A partnership of local organisations in 2011 produced the Cambridgeshire Green Infrastructure Strategy. This used the ANGSt standard to consider the existing situation, and guide where future provision and investment in Green Infrastructure should be focused. Policy NH/6 (Green Infrastructure) provides a framework for enhancing this wider network, including using potential funding secured from development, based on actual opportunities present in the District. The provision of Green Infrastructure is appropriately addressed in the plan, and specific reference to the ANGSt standard is not required.

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<sup>19</sup> RD/H/070 [Parish Council-led proposals in Graveley evidence base](#)

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Statement by South Cambridgeshire District Council  
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41. It is noted that the ANGSt are shown on the Natural England website has having been archived on 05/06/2014. Clarification is being sought from Natural England on the current status of the standards.

## **SC8B Policy SC/2: Health Impact Assessment**

### **SC/2i**

**Should the first line of the policy require new development to have a positive impact on the health and wellbeing of new and existing residents or does it seek to acknowledge that this will always be the case? Should the word “will” be replaced by “shall”?**

42. The Policy is intended to ensure that by their location and design new developments have a positive impact on health. Unless the development process includes appropriate consideration of health implications this is not always the case.
43. The Howard Group has objected to the wording of the policy suggesting that as the policy as written accepts that ‘new development will have a positive impact on the health and well being of new and existing residents that there is no need for an assessment to demonstrate this. In their view it adds to the cost of the development and pressure on the Council.
44. Health Impact Assessments (HIA) are designed to check whether a proposal might reinforce health inequalities, or inadvertently damage people's health in its widest sense. Health impact Assessment is a process recommended by the World Health Organisation, and the Department of Health. One of the core planning principles set out in paragraph 17 of the NPPF<sup>20</sup> is to “take account of and support local strategies to improve health, social and cultural wellbeing for all and deliver sufficient community and cultural facilities and services to meet local needs”.
45. Health Impact Assessment to accompany planning applications is legitimate to ensure developers address all the relevant issues and provide a sufficient level of information to fully assess the impacts of the development on health objectives. HIA can be integrated with other forms of appraisal, such as EIA. Guidance is available for the preparation of HIAs by the Department of Health.
46. An SPD on Health Impact Assessments (HIA) was adopted by the Council in March 2011<sup>21</sup> which provided additional detailed guidance on the implementation of the adopted policy which includes the requirement for major developments to submit an HIA.
47. The Council has successfully implemented a similar policy in the existing LDF but recognises that by replacing ‘will’ by ‘shall’ the intensions of the policy is more clearly recognised and more grammatically correct. Therefore a modification should be made to this effect so that the first line of the policy would read as follows:

**“New development ~~will~~ shall have a positive impact on the health and wellbeing of new and existing residents.”**

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<sup>20</sup> RD/NP/010 [National Planning Policy Framework](#)

<sup>21</sup> RD/SPD/120 [Health Impact Assessment Supplementary Planning Document](#)

**SC/2ii**

**Does the policy conflict with paragraph 122 of the National Planning Policy Framework (the Framework)? Would the policy place an unnecessary burden on applicants having regard to paragraph 173 of the Framework?**

48. The policy does not conflict with paragraph 122 of the NPPF, and does not place an unnecessary burden on applicants having regard to paragraph 173 of the Framework.
49. The Council considers there is a need to provide such a policy in the plan as it provides a method of considering the impacts of development on the health of everyone in the community. The NPPF<sup>22</sup> recognises the importance planning has in creating healthy communities. Indeed there is a section in the NPPF dedicated to 'Promoting healthy communities' (section 8 – page 17). In paragraph 69 it states that 'The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities.' The Planning Practice Guidance further emphasises the links between planning and health. 'The built and natural environments are major determinants of health and wellbeing'<sup>23</sup>. The policy is not therefore in conflict with paragraph 22 of the NPPF as consideration of health is a planning issue.
50. NPPF para 122 seeks to avoid duplication of control of emissions or other pollution control regimes. Whilst pollution may be an issue for consideration through HIA, the process is much wider, and would not seek to duplicate these other regimes.
51. HIA does not add an unreasonable policy burden that would threaten viability or be contrary to the spirit of paragraph 173 of the NPPF<sup>24</sup>. In the adopted HIA SPD<sup>25</sup> the Council has considered the work required by an applicant as regards preparing an HIA and has indicated that its preferred approach is that a HIA could be integrated with other similar assessments such as an Environmental Impact Assessment (EIA) to avoid duplication where methodologies are similar and there is an overlap in the evidence gathering and used in both assessments. The Council is supportive of reducing unnecessary burdens on applicants by promoting that these assessments be carried out where possible together to reduce duplication.
52. The policy has been amended from a similar one included in the adopted Development Control Policies DPD<sup>26</sup> to allow for two levels of HIA depending on the scale of the development proposed so that smaller developments need now only carry out a rapid HIA. The Council considers that by offering this two tier option whereby smaller schemes do not have to carry out a full HIA the burden is reduced for the applicants of smaller schemes and that this has regards to the viability issues in paragraph 173 of the NPPF.

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<sup>22</sup> RD/NP/010 [National Planning Policy Framework](#)

<sup>23</sup> NPPG - Paragraph: 002 Reference ID: 53-002-20140306

<sup>24</sup> RD/NP/010 [National Planning Policy Framework](#)

<sup>25</sup> RD/SPD/120 [Health Impact Assessment Supplementary Planning Document](#) – see page 9 paragraph 2.10.

<sup>26</sup> RD/AD/110 [South Cambridgeshire District Council Development Control Policies Development Plan Document](#)

**SC/2iii**

**What will be the scope of the proposed SPD?**

53. An SPD on Health Impact Assessments (HIA)<sup>27</sup> was adopted by the Council in March 2011 which provided additional detailed guidance on the implementation of the adopted policy requiring HIA for major developments. This SPD will be reviewed to reflect the changes made to the new policy SC/2 where there is now a two tier level of assessment. Also the revised SPD will include new toolkits which are now available to do assessment work. An internal review has been carried out by the Council on the HIA process and the lessons learnt from this will be used to further revise the SPD.
  
54. The scope of the SPD is within the scope of Town and Country Planning (Local Plan) (England) Regulations 2012 regulation 5(1)(a)(iii). It will supplement how the Council's Local Plan policies should be implemented, and achievement of the environmental, social and economic objectives for the area.

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<sup>27</sup> RD/SPD/120 [Health Impact Assessment Supplementary Planning Document](#)

**SC8C Policy SC/3: Protection of Village Services and Facilities**

**SC/3i**

**In the interests of completeness, should paragraph 1 of the policy make reference to all of the local services and community facilities indicated in the 4<sup>th</sup> bullet point of paragraph 28 of the Framework?**

55. The policy has been reviewed from a similar one included in the adopted Development Control Policies DPD<sup>28</sup>. As a result of the review additional services have been included in the list in paragraph 1 of the policy. The list gives an indication of the sort of village services that will be covered by the policy. If these services were to be lost it would cause an unacceptable reduction in provision within the village and could result in local residents having to look elsewhere for services thereby reducing the sustainability of their village.
56. Like bullet 4 of Para 28 of the NPPF<sup>29</sup>, the examples of village services provided is not intended to be exhaustive. The Council would not object to the few examples of services listed in the NPPF that have not been included in the plan so far being added. These services are sports venues, cultural buildings and places of worship.
57. The first paragraph of Policy SC/3 should therefore be amended to read as follows:
- 1. Planning permission will be refused for proposals which would result in the loss of a village service, including village pubs, shops, post offices, banks and building societies, community buildings, and meeting places, sports venues, cultural buildings, places of worship or health facilities, where such loss would cause an unacceptable reduction in the level of community or service provision in the locality.**

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<sup>28</sup> RD/AD/110 [South Cambridgeshire District Council Development Control Policies Development Plan Document](#)

<sup>29</sup> RD/NP/010 [National Planning Policy Framework](#)

### **SC8D Policy SC/4: Meeting Community Needs**

#### **SC/4i**

**Is the policy consistent with the adopted Northstowe Area Action Plan (NAAP)? If not, should the policy contain exclusion in respect of previously adopted AAP?**

58. Policy SC/4 seeks to ensure that new developments make provision to meet community needs. It builds on policies included in area action plans through the last round of plan making.
59. The overall principle of policy SC/4 is consistent with Northstowe AAP policy NS/9, in that they both seek to make provision to meet community needs. They both seek to ensure the full range of community needs are considered, that they are phased to be delivered when they are needed, that they are appropriately located in town, district or local centres.
60. Clarity has been sought by the Homes and Community Agency as to the role of the existing policies in the adopted AAPs as opposed to the community needs policy in the submitted plan (SC/4). The Northstowe AAP<sup>30</sup> will remain part of the statutory development plan for South Cambridgeshire alongside the Local Plan. The Proposed Submission Local Plan clarifies at Appendix B that only Policy NS/3 (1g) of the Northstowe AAP is superseded by the Local Plan. Within the AAP, Policy NS/9: Community Services, Facilities, Leisure, Arts and Culture is specific to the needs of the new town of Northstowe. The Local Plan will include more recently adopted policies and the Council will consider the appropriate weight to give to individual policies in both plans in determining any applications for Northstowe. Adding text to the policy to the effect that the Northstowe AAP takes precedence is not required in order to make the plan sound.

#### **SC4ii**

**Should the policy indicate how the Council would respond to proposals for sub-regional community, sports and leisure facilities? Is it still the Councils' joint intention to explore suitable sites for a community stadium, ice rink and concert hall or rather to consider any future planning applications for such facilities on their own merits?**

61. Having considered the need for such facilities, South Cambridgeshire District Council and Cambridge City Council do not intend to explore sites for such facilities as part of the current plan reviews, and as described in paragraph 9.18 of the Submitted South Cambridgeshire Local Plan any application would be considered on its own merits. Paragraph 9.18 provides an appropriate context should any proposals come forward. Policy SC/4 is not the appropriate policy to include consideration of sub-regional community, sports and leisure facilities as this policy relates to meeting the community needs generated by new developments within the district – it is not considering the needs at a district wide level for the provision of facilities. If sub-regional facilities were to be considered they would need their own policy and it is not the intention of the Council to have such a policy within the plan. The reasons for this decision are set out below.

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<sup>30</sup> RD/AD/130 [South Cambridgeshire District Council Northstowe Area Action Plan](#)

62. In 2005, Cambridgeshire Horizons<sup>31</sup> produced a Major Sports Facilities Strategy for the Cambridge Sub-Region<sup>32</sup>, which identified that a community stadium was a sub-regional priority.
63. In order to have up-to-date analysis of the situation, the Councils individually sought views on whether a community stadium<sup>33</sup> was needed in the Cambridge Sub-Region in their 2012 Issues and Options consultations<sup>34</sup>. Subsequently, the Councils reviewed the evidence available, to explore whether there is a need for a community stadium and what a community stadium would encompass.
64. The Cambridge Sub-Regional Facilities Review<sup>35</sup> looked at previous studies that have identified the potential benefit to the Cambridge Sub-Region of a community stadium, meeting the needs of one or more of its major sports clubs and providing supporting facilities to local communities. A community stadium could raise the sporting profile of the area, whilst delivering a community hub through, for example, the provision of sports participation and other community accessible activities and/or local business engagement opportunities.
65. Previous studies also suggest that Cambridge United Football Club would be likely to be the anchor tenant for a stadium of the scale envisaged (circa 10,000 seats). The facilities at their current site do not currently contribute to the broader range of activities that would be found in a community stadium facility.
66. No specific need was identified in the Cambridge Sub-Regional Facilities Review<sup>36</sup> requiring the provision of a community stadium, and it concludes that whether there is considered to be a need for a community stadium to serve the Cambridge Sub-Region is a subjective issue. However, the Review identifies that the right package of uses in a suitable location could deliver benefits for the wider sub-region. It was determined that there should be further public consultation on this issue. Drawing on factors identified in the Review, the Councils identified principles for a community stadium that could be applied, and these were included in the Joint Issues and Options 2 consultation<sup>37</sup>.
67. Following the first Issues and Options consultation, the Councils explored the potential of a range of site options to provide a community stadium as part of the Cambridge Sub-Regional Facilities Review, including a number of sites that were suggested in

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<sup>31</sup> Cambridgeshire Horizons was the Local Delivery Vehicle from 2004 to 2011.

<sup>32</sup> RD/CSF/010 [Major Facilities Sub Regional Facilities in the Cambridge Area](#)

<sup>33</sup> The term 'community stadium' is used to describe a sports stadium facility that delivers amenities and services to local communities beyond its core operations. These may include health, leisure and general community provisions and/or sports and education facilities, as well as local retail and other local businesses. A community stadium also aims to be accessible to the local community at all times during the day and evening, on weekdays and weekends.

<sup>34</sup> South Cambridgeshire Issues and Options Report (RD/LP/030) and Cambridge Issues and Options Report (RD/LP/240)

<sup>35</sup> Major Facilities Sub Regional Facilities in the Cambridge Area Review of Evidence and Site Options Cambridge City Council and South Cambridgeshire District Council, January 2013 (RD/CSF/020)

<sup>36</sup> RD/CSF/020 [Major Facilities Sub Regional Facilities in the Cambridge Area](#)

<sup>37</sup> Issues & Options 2 - Part 1 - Joint Consultation on Development Strategy & Site Options on the Edge of Cambridge, January 2013 (RD/LP/150)

responses to the consultation. There are major issues associated with all site options and this may mean that some sites may not be capable of being delivered<sup>38</sup>. However, it was considered appropriate to consult on these options at this stage in the process before any decisions were taken on whether a community stadium should be provided and if so where. The view of the local community is an important step in the process.

68. To deliver a standalone stadium would require around 3 hectares but, for a community stadium with additional community and sporting facilities, a much larger site would be needed. Site options have been explored within Cambridge, on the edge of Cambridge and elsewhere. There are few sites of this scale available within the built up area of Cambridge.
69. Around the edge of Cambridge and into South Cambridgeshire much of the land is in the Green Belt, which would preclude this type of development unless the need and benefit was such that it provided an exceptional circumstance to justify a review of the Green Belt through the Local Plan review or the very special circumstances required to approve a planning application.
70. The Issues and Options 2 consultation, which took place between 7 January and 18 February 2013, was split into two parts: the Part 1 document<sup>39</sup> was a joint consultation between Cambridge City Council and South Cambridgeshire District Council on options for the development strategy for the wider Cambridge area and for site options for housing or employment development on the edge of Cambridge on land currently in the Cambridge Green Belt. Through the plan making process, the Councils also sought to identify potential site options that could accommodate a community stadium if needed. A range of options were considered before nine options were identified<sup>40</sup>. All presented significant challenges, and were published for consultation highlighting these difficulties.
71. It was highlighted that the Councils had not yet made a decision regarding the need for a site, and were not promoting a specific option, but sought views on potential options in order to inform decision making. Three potential sites were identified, within or on the edge of the city, which were outside the Green Belt, three on the edge of the city in the Green Belt, and three in planned or potential new settlements.
72. Only three potential sites of the scale required were identified in South Cambridgeshire:
  - Northstowe;
  - Waterbeach New Town;
  - Land between Milton and Impington, north of A14 (Union Place).
73. New settlement options were explored at Northstowe, Waterbeach and Bourn Airfield. Northstowe has progressed too far to include proposals, and the land area in the town is needed to achieve the level of planned development. The owners of Bourn Airfield

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<sup>38</sup> RD/LP/150 Cambridge City Council and South Cambridgeshire District Council - Issues and Options 2, Part 1 – Joint Consultation on Development Strategy and Site Options on the Edge of Cambridge – See paragraph 10.9

<sup>39</sup> RD/LP/150 [Cambridge City Council and South Cambridgeshire District Council - Issues and Options 2, Part 1 – Joint Consultation on Development Strategy and Site Options on the Edge of Cambridge](#)

<sup>40</sup> See Section 10 of RD/LP/150

have confirmed that their site would not be available for this use. The promoters of the Waterbeach New Town stated that no provision has been made in the development of their site for a stadium.

74. Other promoters of new or expanded new settlements have stated that their sites could be available for this use. These sites have not been identified in the South Cambridgeshire Local Plan, and the potential to include a stadium does not justify a change to this approach.
75. The city of Cambridge is surrounded by Green Belt, the established purposes of which are to: preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre; maintain and enhance the quality of its setting and prevent communities in the environs of Cambridge from merging into one another and with the city. Green Belt would preclude this type of development unless the need was sufficient to provide exceptional circumstances to justify a review of the very special circumstances required to approve a planning application.
76. Three sites within the Cambridge Green Belt were put forward as possible sites for a stadium and they included:
- Land between Milton and Impington, north of the A14 (Union Place);
  - Land south of Trumpington Meadows, Hauxton Road, Cambridge;
  - Land south of the A14 and west of Cambridge Road (Darwin Green).
77. Two of these sites were submitted through representations proposing sites in the Green Belt. In both of these cases, significant harm to the purposes of the Green Belt would result from further development in these locations. This was confirmed by the Councils' Green Belt evidence<sup>41</sup>, including the Cambridge Inner Green Belt Boundary Study (November 2015)<sup>42</sup>. Although support was demonstrated through representations to the Issues and Options report, there was also a considerable level of objection to specific proposals, and through the wider issues and options consultation, to further development in the Green Belt.
78. North of the A14, Leonard Martin proposed during the Issues and Options consultation in the summer 2012<sup>43</sup> a site between Histon and Milton (referred to as Union Place) large enough to accommodate a range of facilities. The representations proposed a community stadium with 10,000 seat capacity, a concert hall, and ice rink, and a large and high quality conference centre and an adjoining extended hotel. This scale of development, breaching the line of the A14, would cause significant harm to the purposes of the Green Belt, particularly resulting in greater risk of coalescence with the nearby villages. It has not been demonstrated that the package of proposals would function and be delivered, or how the significant transport and accessibility constraints of the site could be overcome.
79. A site south of Trumpington Meadows was proposed by Grosvenor, who own the Abbey Stadium site. They consider they have the only deliverable and viable proposal

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<sup>41</sup> RD/Strat/210 - [Inner Green Belt Study](#) 2012

<sup>42</sup> RD/MC/030 - Cambridge Inner Green Belt Boundary Study (November 2015)

<sup>43</sup> RD/LP/030 Issues and Options Report July 2012 – Question 86B – Rep 43087

that represents a good fit to the opportunities identified in the Cambridge Community Stadium: Feasibility Study<sup>44</sup> that a community stadium could provide. It includes additional indoor and outdoor sports facilities. The proposal within Grosvenor's representation included over 400 homes, which the developer considers necessary to enable delivery. It should be noted that Grosvenor are now proposing a scheme which includes 520 homes. Evidence has not been submitted to the Local Plan examination to justify why this level of accompanying development is needed.

80. When the adjoining Trumpington Meadows site was removed from the Green Belt, the scale of the site was determined to be the most that could be developed without causing major harm to the purposes of the Cambridge Green Belt and required the creation of a new high quality urban edge and distinctive gateway development.<sup>45</sup> Extending the urban edge further south would cause the City to extend as far as the M11 motorway and thus negatively impact on the compact nature of the City and its setting. Development on this site would link physically and visually with that at Trumpington Meadows and Glebe Farm. It would extend the urban edge down a visually exposed southwest facing slope to meet the M11 corridor, extending the city southwest in the form of an isolated promontory. The land adjoining the Trumpington Meadows development has been designed to achieve a soft green edge complementing a new and distinctive urban edge. A policy for a countryside enhancement strategy for this area was included in the Cambridge Southern Fringe AAP<sup>46</sup>. Development of a stadium would form a new edge against the M11 blocking views to townscape and landscape<sup>47</sup>.
81. It should be noted that planning applications have now been submitted to both Councils<sup>48</sup>, seeking permission for improvements to the existing stadium on Newmarket Road Cambridge, with enabling development adjoining the Trumpington Meadows site as well as a range of sporting facilities referred to by the applicants as a sporting village.
82. Additional information would be required to demonstrate transport impacts can be addressed. This includes interaction with the Park and Ride site. Liaison with the Police Service on traffic and crowd management, and public safety issues will be required.
83. A third site in the Green Belt was tested, north of the site removed from the Green Belt for development through the last plan review between Huntingdon Road and Histon Road, Cambridge. This also presented development challenges that would be difficult to overcome, but in addition the landowner has clarified through the consultation that the site is not available for this use.

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<sup>44</sup> RD/CSF/030 [Cambridge Community Stadium: Feasibility Study](#)

<sup>45</sup> RD/AD/140 - [South Cambridgeshire District Council Cambridge Southern Fringe Area Action Plan](#) – see page 19. / RD/SS/100 [Southern Fringe Area Development Framework](#)

<sup>46</sup> RD/AD/140 [South Cambridgeshire District Council Cambridge Southern Fringe Area Action Plan](#)  
Policy CSF/5 Countryside Enhancement Strategy page 21.

<sup>47</sup> RD/Sub/SC/060 [South Cambridgeshire Draft Final Sustainability Appraisal Report and HRA Screening Report](#) – See pages A827 – A830 of the audit trail

<sup>48</sup> Planning application (South Cambridgeshire) for a phased development of a Sporting Village comprising new sports facilities Trumpington S/1925/16/OL/ Planning application (Cambridge City) for Abbey Stadium Newmarket Road Cambridge Cambridgeshire CB5 8LL - Ref. No: 16/1375/OUT

84. Cambridge City Council and South Cambridgeshire District Council do not consider that objective, up to date evidence of need for a community stadium has been demonstrated. A review of evidence (Major Facilities Sub Regional Facilities in the Cambridge Area - Review of Evidence and Site Options in 2013<sup>49</sup>) concluded that demonstrable need is a subjective issue, and should be tested further through public consultation, particularly as public consultation did not form part of previous studies. Public consultation did not support there being a demonstrable need for the community stadium.
85. There are potential benefits to a community stadium scheme, highlighted by the studies, but the Councils have to make a judgement on whether the need has been demonstrated, and in particular whether need is sufficient to provide exceptional circumstances for a review of the Green Belt. It is not considered that the need<sup>50</sup> is sufficient to justify a Green Belt review, particularly given the harmful impacts identified for the sites tested. In the case of the inner Green Belt boundary, this has been re-confirmed by the Councils' recently commissioned Inner Green Belt Study 2015 and its supplement which looked at the harm of development, not specifically a stadium use.<sup>51</sup>
86. Taking these factors into account, the option of identifying a site through the Local Plans was therefore rejected.
87. Since the submission of the Local Plans, the Council has recognised that further sports strategy documents were needed to address concerns raised by Sport England. The Council has worked with Cambridge City Council and Sport England to develop two sports strategies: a Playing Pitch Strategy 2015-2031<sup>52</sup> for grass and all weather pitches covering both areas; and an Indoor Sports Facility Strategy 2015-2031<sup>53</sup> to guide future provision of indoor sports halls, swimming pools and outdoor cycling facilities to serve existing and new communities in Cambridge and South Cambridgeshire. In line with the Framework, the strategies assess existing facilities, the future need for sport and active recreation facilities, and opportunities for new provision.
88. These sports strategies follow Sport England's guidance on how to undertake assessment of needs and opportunities for sporting provision in order to meet the requirements of paragraph 73 of the National Planning Policy Framework<sup>54</sup>. The development of both strategies will help to plan effectively for current and future need for sports facility provision, addressing population growth and increased participation to 2031.

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<sup>49</sup> RD/CSF/020 [Major Facilities Sub Regional Facilities in the Cambridge Area](#)

<sup>50</sup> Need as set out in paragraph 65 of this statement.

<sup>51</sup> RD/MC/030 and RD/MC/031

<sup>52</sup> RD/CSF/190 – [Playing Pitch Strategy 2015-2031](#)

<sup>53</sup> RD/CSF/200 – [Indoor Sports Facility Strategy 2015-2031](#)

<sup>54</sup> RD/NP/010 - [National Planning Policy Framework](#)

89. Both strategies have been developed in accordance with Sport England's methodology<sup>55</sup> which has involved significant consultation with pitch/facility providers and users as well as the relevant National Governing Bodies. The strategies provide an action list of where new provision should be provided on-site and how off-site contributions should be used to support new and improved provision.
90. The Playing Pitch Strategy considers current levels of active participation from clubs based within Cambridge and South Cambridgeshire, their playing pitch requirements and the facilities available for use. Peak times of play and current and future capacity has also been considered. Consideration is also given to the potential for clubs to increase the number of teams in the future, quality of facilities and the secured future of playing pitches
91. The Playing Pitch Strategy summarises the data collected as part of the assessment and identifies the strategic requirements for future provision in Cambridge and South Cambridgeshire. The Playing Pitch Strategy provides an action plan for each sport and pitch assessed, explaining what needs to be implemented to support current and future demand for pitch provision based upon the planned growth in both Councils' Local Plans. These action plans have been jointly agreed by the National Governing Bodies.
92. The strategy has identified areas where additional provision is needed, or where existing facilities in Cambridge and South Cambridgeshire require upgrading to address current or future demand. The Council will seek to address the deficiencies by securing provision of new facilities or contributions from development to provide new or improved facilities, where required to address increased usage and population growth. The Playing Pitch Strategy does not require the provision of a community stadium to address these needs.
93. The Indoor Sports Facility Strategy<sup>56</sup> identifies some need for additional provision, as well as improvements to the quality of existing facilities, and the accessibility of provision. The strategy demonstrates a need for capital investment in some existing facilities, or their replacement in the long term, to address both current and future needs in Cambridge and South Cambridgeshire. Whilst some of this investment relates to the provision of additional facilities, there is also a need for medium and long-term investment in existing ageing stock. The Indoor Sports Facilities Strategy does not identify any requirement for the provision of a community stadium to address these needs.
94. Reflecting this additional evidence since submission, the Council proposes a number of modifications to reflect the findings of the Playing Pitch Strategy and Indoor Sports Facilities Strategy. These are included in Appendix 3 which sets out the proposed modifications to the Submission Local Plan. With particular reference to the issue of a community stadium, the Council proposes a modification to paragraph 9.17 which notes that neither of the two strategies identifies the need for a sub- regional sports

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<sup>55</sup> RD/CSF/230 <https://www.sportengland.org/facilities-planning/planning-for-sport/planning-tools-and-guidance/playing-pitch-strategy-guidance/>

<sup>56</sup> RD/CSF/200 - [Indoor Sports Facility Strategy 2015-2031](#)

facility and/or a community stadium. The proposed wording to be added to paragraph 9.17 is as follows:

9.17 .....On the evidence available and the results of public consultation, the two Councils were not convinced that a compelling case exists amounting to the exceptional circumstances necessary in national planning policy for allocating a community stadium or other facilities in the Green Belt. **This position has been confirmed through the Playing Pitch Strategy and the Indoor Sports Facilities Strategy which were completed in June 2016. Neither of these strategies identified a need for the level of additional provision which would be provided in the Greater Cambridge area by a sub-regional sports facility and/ or a community stadium.**

95. This Local Plan covers the plan period to 2031. Whilst the Council considers that the Playing Pitch Strategy<sup>57</sup> and the Indoor Sports Facilities Strategy<sup>58</sup> provide robust and up-to-date information on need that supports the evidence at the time the local plans were submitted, both strategies should be kept under review to ensure that an up-to-date assessment of need and provision remains available.
96. The Local Plan provides an appropriate policy framework for considering any proposals through a planning application, which seeks to demonstrate a need. A modification is proposed to paragraph 9.18, to clarify the reference to Green Belt policy for soundness. This is detailed below, and included in the schedule at appendix 2 of this statement.

9.18 In the absence of policies in the Plan, should any proposals subsequently come forward they would be considered on an exceptional basis on the evidence at the time, ~~and if~~ **. If proposed in the Green Belt it would have to comply with the national policy and local plan policy regarding Green Belt,** ~~demonstrate there is a need amounting to exceptional circumstances, and they~~ **It would also have to** comply with the National Planning Policy Framework<sup>59</sup>, and in particular the sequential approach to town centre uses, and other policies in the Local Plan.

97. It should also be noted that the site for an Ice Rink now has planning permission, on the park & ride site north of Newmarket Road Cambridge (outside the Green Belt).

#### SC/4iii

**Is the list of community facilities and services contained in paragraph 4 of the policy indicative or exhaustive? Should the list be read in the context of paragraph 2 of the policy as the provision of some of the facilities may have to be considered at a District-wide level rather than through a single development proposal?**

98. The list in paragraph 4 is indicative rather than exhaustive, hence the use of the term

<sup>57</sup> RD/CSF/190 – [Playing Pitch Strategy 2015-2031](#) – see pages 272 – 274.

<sup>58</sup> RD/CSF/200 – [Indoor Sports Facility Strategy 2015-2031](#)

<sup>59</sup> RD/NP/010 [National Planning Policy Framework](#)

“include” within paragraph 4. It highlights the key areas of need that typically apply to large scale developments, but site specific evidence and consultation may suggest other issues that need to be addressed.

99. The policy is intended to consider all scales of new developments and the level of provision of services and facilities that are necessary for each will depend on the size of the development. Smaller developments are more likely to make a contribution to the expansion of existing facilities. The policy states in paragraph 1 that the *‘scale and range of this provision or contribution will be appropriate to the level of need generated by the development ...’*
100. Contributions for all scales of development would be secured through the Community Infrastructure Levy, and / or where appropriate Section 106 contributions. Paragraph 2 aims to ensure that for larger sites (Large-scale Major developments), where there may be a need for onsite facilities or specific provision, this is appropriately explored and addressed. The approach is consistent with the Council’s draft Community Infrastructure Levy Regulation 123 list.
101. Paragraph 4 is related to paragraph 2, although it should be noted that smaller developments may still be required to contribute to such facilities, either through CIL or S106, as indicated in paragraph 1 of the policy.
102. All of the items listed in paragraph 4 are capable of being site specific considerations for major sites, including provision for faith groups and burial grounds. The Council has experience of this from Cambourne and Northstowe.

#### **SC/4iv**

**Should the policy make specific reference to supporting the provision of facilities which would enable greater participation in football e.g. in respect of the Football Association’s disabled persons, females, youth and veteran categories; and for purely recreational purposes?**

103. The Council in responding to this question has provided answers to the two issues included within it:
  - a. Greater participation in sport
  - b. Wider recreational uses
104. Greater participation in sport - The policy does not state particular forms of sport but rather a general need for sporting facilities which could encompass the future needs of the residents of the future new developments whatever their age, gender or abilities. This remains a sound approach.
105. It should be noted that since submission of the Local Plan the Council has completed a Playing Pitch Strategy, in partnership with Sport England and working with sports governing bodies including the Cambridgeshire Football Association. Through this process an action plan was agreed regarding how to meet future footballing needs across the area, for artificial and grass pitches, and for different categories of players.

This will inform future provision secured through development. It will also inform a future review of the Open Space Supplementary Planning Document.

106. Wider recreational uses - The policy does not list open space, as this is addressed by other policies in the plan, namely SC/7 and SC/8, and Green Infrastructure is addressed by NH/6.

**SC/4v**

**Should paragraph 9.10 of the supporting text clarify that infrastructure contributions would be secured through an approved Community Infrastructure Levy (CIL) unless the CIL indicates a nil contribution where such contributions could be the subject of negotiation and included in a section 106 agreement?**

107. South Cambridgeshire District Council does not consider that the supporting text requires clarification. The reference to CIL in paragraph 9.10 is appropriately flexible to deal with changing circumstances.
108. Whether or not a particular planning application will be subject to planning obligations will be determined through the adoption of (a) a CIL charging schedule and (b) an infrastructure list published under CIL Regulation 123. Currently the submitted CIL strategy proposed by South Cambridgeshire is to exempt strategic sites from CIL. The examination of the draft charging schedule is yet to take place and it may be that the CIL examiner recommends a different CIL approach which would have an effect on the implementation of Local Plan policies. CIL guidance states that Charging authorities should keep their charging schedules under review and although there is no fixed end date it is recognised that this should be every 3 years or so to respond to changing market conditions. South Cambridgeshire District Council and Cambridge City Council have committed to starting work on a joint Local Plan in 2019. It will be a number of years before this joint plan is adopted and therefore it is likely that the CIL strategy will be revised before this new local plan is adopted. Lastly a Government commissioned CIL review is underway the results of which are to be reported to the Minister later this year. Rather than simple amendments (as seen by updated Regulations), it is expected that wholesale changes may be made and as such the local plan needs to be sufficiently flexible to take account of this.

**SC8E Policy SC/5: Hospice Provision**

**SC/5i**

**Should the policy 9 (and possibly its title) be broadened to include wider community healthcare facilities? Should the policy acknowledge the need for a hospice to be located close to an acute hospital and the increasing role of hospices in community healthcare provision as well as end of life care?**

109. The Council considers that it would be appropriate to widen the scope of this policy to consider wider healthcare community facilities. Since the Local Plan was submitted for examination a site for a hospice within the district has been found and developed. As part of the national planning for health the Cambridgeshire and Peterborough health area is currently preparing a Strategic Estates Plan which is reviewing what health facilities may be required in this wider area in the next 5 years. It is therefore an appropriate time to consider amending the policy.
110. The Cambridge University Hospital NHS Foundation Trust has suggested amending the policy and the Council is supportive of this change, subject to consideration by members in November 2016. The new policy and supporting text would read as follows:

**Policy SC/5: ~~Hospice~~ Community healthcare facility provision**

**Proposals for ~~Hospices~~ Community healthcare facilities will be supported within development frameworks.**

9.19 Hospices provide palliative care for the terminally and seriously ill. A specific site has not been identified through the plan making process, but the Council would be supportive of appropriately located and scaled proposals which will be assessed using relevant Local Plan policies. Proposals within the Green Belt would have to demonstrate exceptional circumstances, in particular why they were unable to locate outside the Green Belt. Community healthcare facilities provide a range of care services designed to support patients in the community and who might previously have been treated as inpatients or day patients in hospital. The Council would be supportive of appropriately located and scaled proposals which will be assessed using relevant Local Plan policies. Proposals within the Green Belt would have to demonstrate very special circumstances, in particular why they were unable to locate outside the Green Belt.

111. With specific regard to the Hospice, during the plan making process representations were received from the Arthur Rank Hospice stating a need for a site in the Cambridge area, and this influenced the inclusion of a policy. Subsequently a new site was found, at Shelford Bottom near Addenbrookes, which was granted planning permission and is under construction.
112. It is noted in the representation by Arthur Rank Hospice that they were seeking a site near to Addenbrooke's Hospital. South of Cambridge land outside development

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frameworks forms part of the Green Belt. It would not be appropriate for the policy to support development in the Green Belt, but supporting text outlines that proposals in the Green Belt would have to demonstrate exceptional circumstances, including a lack of available sites elsewhere. These issues were considered when the above site was permitted. The Hospice Charity has now withdrawn its representation to this policy.

## **SC8F Policy SC/6: Indoor Community Facilities**

### **SC/6i**

#### **Are the requirements for new community space provision too onerous?**

113. The requirements for new community space are not too onerous, and are a sound element of the Local Plan.
114. Indoor community facilities, including village halls, community halls, church halls and other publicly accessible facilities, play a crucial role in maintaining a sense of local identity, as well as provide a base for a variety of different groups and activities, from pre-school groups; to indoor mat bowls; to yoga; for meetings or for coffee mornings. The NPPF<sup>60</sup> states that local plans should be promoting strong rural economies and one of the ways of doing this is by promoting the retention and development of local services and community facilities in villages which includes new community spaces. (NPPF paragraph 28 – bullet 4). Planning policies should plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments. (NPPF paragraph 70 bullet 1<sup>61</sup>)
115. In 2009 South Cambridgeshire District Council commissioned a community facilities assessment. The purpose of the audit was to understand the size and condition of village halls, community halls, church halls and other publicly accessible facilities across the District.
116. It identified standard approach for indoor community space per capita that can be used when considering the needs generated by new development. In developing the standard it considered existing provision levels, good practice examples around the district, standards used elsewhere, and the views of the local community.
117. It identified a standard of 0.11m<sup>2</sup> per capita, or 111m<sup>2</sup> per 1,000 populations. South Cambridgeshire has used this standard to guide negotiations on planning obligations since January 2010.
118. The approach is entirely consistent with the NPPF. The social dimension of sustainability includes accessible local services that reflect the community's needs and support its health, social and cultural well-being (NPPF para 7). Delivering sufficient community and cultural facilities and services to meet local needs is one of the Core Planning Principles. Paragraph 70 requires Local Planning Authorities to, 'plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.'
119. The scale of requirement does not place a policy burden of sites which threatens viability (as required by NPPF paragraph 170). The viability evidence accompanying

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<sup>60</sup> RD/NP/010 [National Planning Policy Framework](#)

<sup>61</sup> RD/NP/010 [National Planning Policy Framework](#)

the plan demonstrates that taking account of other policy requirements housing sites are capable of making a S106 contribution or accommodating a CIL charge. This is reflected in practice, as the standard has been used to guide s106 contributions on many completed schemes.

#### SC/6ii

**Should paragraph 3 of the policy and/or paragraph 9.21 of the supporting text clarify that infrastructure contributions would be secured through an approved Community Infrastructure Levy (CIL) unless the CIL indicates a nil contribution where such contributions could be the subject of negotiation and included in a section 106 agreement?**

120. The Council does not consider that it needs to make changes to the plan. The reasons for this are set out below.
121. To answer this question it is appropriate to set out the effect of the draft charging schedule and Regulation 123 infrastructure list<sup>62</sup> and how they will operate as proposed in South Cambridgeshire. For developments of up to 199 dwellings a Section 106 agreement will be used to be used to secure onsite provision (and maintenance where applicable) of affordable housing, public open space, play areas, primary education, household waste bins. In addition section 278 agreements may be used by the local highways authority to secure necessary offsite highways measures. All other infrastructure is to be paid for by CIL receipts, and this would include indoor community facilities.
122. As set out in the draft charging schedule<sup>63</sup> for developments in excess of 200 dwellings (and where they are non-strategic allocations as defined by the draft charging schedule) a Section 106 agreement to be used to secure onsite provision (and maintenance where applicable) of affordable housing, public open space, play areas, primary education, household waste bins. Depending on the nature of the development it may also be necessary to secure bespoke onsite infrastructure, such as an early years facility, which would not be sought on developments below this threshold. In addition section 278 agreements may be used by the local highways authority to secure necessary offsite highways measures. All other infrastructure is to be paid for by CIL receipts.
123. On Strategic allocations a Section 106 agreement will be used for all infrastructure and a CIL exemption applies to all of the designated area.
124. On this basis (and subject to both the draft charging schedule and CIL Regulation 123 list being approved) the existence of the 200 dwelling threshold means it cannot be said that '*infrastructure contributions would be secured through an approved CIL unless the CIL indicates a nil contribution where such contributions could be the subject of negotiation and included in a section 106 agreement*'. This is because there

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<sup>62</sup> RD/T/234 [South Cambridgeshire District Council Community Infrastructure Levy Draft Regulation 123 list \(VERSION 28 APRIL TO 7 JULY\)](#)

<sup>63</sup> RD/T/234 [South Cambridgeshire District Council Community Infrastructure Levy Draft Regulation 123 list \(VERSION 28 APRIL TO 7 JULY\)](#) – see link to the Draft Regulation 123 infrastructure list.

may be circumstances where on-site provision is sought for Indoor Community Facilities.

125. It is agreed that wording could explain in more detail how the policy would operate but this would depend on the outcome of the examination of the CIL draft charging schedule. Therefore paragraph 9.21 already identifies that a contribution to Indoor Community Facilities could be via CIL, and that is sufficiently flexible to deal with changing circumstances. .

**SC8G Policy SC/7: Outdoor Play Space, Informal Open Space and New Developments**

**SC/7i**

**Should paragraph 9.26 of the supporting text clarify that infrastructure contributions would be secured through an approved Community Infrastructure Levy (CIL) unless the CIL indicates a nil contribution where such contributions could be the subject of negotiation and included in a section 106 agreement?**

126. Policy SC/7 identifies that all developments will be required to provide public open space, play areas etc. and establish the scale at which these are provided onsite. Onsite provision would be secured through a Section 106 agreement. Where an offsite contribution is appropriate, this will be secured by CIL when a CIL charge is adopted. Paragraph 9.26 already identifies that a contribution to Indoor Community Facilities could be via CIL, and that is sufficient.
127. Paragraph 9.26 also highlights that for certain developments there may be specific circumstances where it may not be appropriate to secure onsite provision but that a Section 106 agreement should still be used to secure an offsite contribution in lieu. One example of this is where a 70 dwelling development is proposed adjacent to an existing recreation ground. All parties would agree that it would not be sensible for a LEAP to be located on the new development but rather the LEAP should be provided offsite (i.e. on the recreation ground). The mechanism for achieving this would ordinarily be a Section 106 agreement although if the owner of the recreation ground permitted it a Grampian condition may be equally effective. Regardless of the mechanism it is considered that this is a pragmatic solution and should be allowed for when the case arises in such circumstances.

**SC/7ii**

**What will be the scope the proposed Open Space SPD?**

128. The Council has an existing Open Space SPD<sup>64</sup> which provides further detail on implementation of the standards for children's play space, outdoor sport, and informal open space for new developments. It also provides clear guidance on how to calculate the requirements of individual developments, and the process that applicants and officers will need to go through during the planning application process.
129. The Open Space SPD will need to be reviewed upon adoption of the Local Plan, to address changes to policies in the Submitted Local Plan, including the additional allotments / community orchards standard.
130. The scope of the SPD is within the scope of Town and Country Planning (Local Plan) (England) Regulations 2012 regulation 5(1)(a)(iii). It will supplement how the Councils Local Plan policies should be implemented, and achievement of the environmental, social and economic objectives for the area.

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<sup>64</sup> RD/SPD/060 [Open Space in New Developments Supplementary Planning Document](#)

## **SC8H Policy SC/8: Open Space Standards**

### **SC/8i**

**The policy indicates that the proposed standards are expressed as minima. Does this mean that there would be no grounds for negotiation for individual sites along the lines of the last sentence of paragraph 9.28 in the supporting text to Policy SC/7?**

131. The Council does not consider that the policy as it is currently worded would not allow negotiations to take place as would be the case when any planning application is being processed and considered by the Council.
132. Standards are typically described as minimums, to ensure adequate space is provided to meet needs generated. The Council would not support the removal of the word minimum which could weaken the policy as this establishes that if higher levels are proposed in a development these would also comply with the policy. There may be site specific circumstances which mean a lower figure is appropriate, but this could be addressed as a material consideration when determining an application.
133. It is proposed that a new paragraph after 9.31 is added to the supporting text of this policy to clarify the use of the term minimum:  
'The standards within this policy are expressed as minimum standards. Whether open space provision is required in excess of the minimum standards will be determined having regard to the particular considerations to which a development proposal gives rise, including the needs of the area, existing provision and any identified deficiencies'.

### **SC/8ii**

**Should the policy contain an exclusion in respect of previously adopted AAPs (e.g. the Northstowe AAP) which require the provision of a lower minimum standard of open space?**

134. The Northstowe AAP<sup>65</sup> remains part of the statutory development plan for South Cambridgeshire alongside the Local Plan. The Proposed Submission Local Plan clarifies at Appendix B that only Policy NS/3 (1g) is superseded by the Local Plan. Within the AAP Policy NS/9: Community Services, Facilities, Leisure, Arts and Culture is specific to the needs of the new town of Northstowe. The Local Plan will include more recently adopted policies and the Council will consider the appropriate weight to give to individual policies in both plans in determining any applications for Northstowe. A modification to the Submitted Local Plan is not required.
135. The development of Northstowe is now progressing with adoption of a Northstowe Development Framework Document, planning permission granted for the first phase and resolution to grant for the second phase. It should be noted that open space provision for the phase 2 application took account of the emerging policy, alongside the framework masterplan that had already been approved by the Northstowe Joint Development Control Committee, when determining the space for allotments and community orchards.

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<sup>65</sup> RD/AD/130 [South Cambridgeshire District Council Northstowe Area Action Plan](#)

**SC/8iii**

**As Policy SC/7 is the enabling policy for securing the level of open space provision set out in Policy SC/8 for all housing developments, does it serve any purpose to repeat the information contained in paragraph 9.26 in the supporting text of this policy?**

136. The Council does not think such a change is necessary for soundness of the plan, but would not object if the Inspector felt it provided clarification to the reader.

**SC8i Policy SC/9: Protection of Existing Recreation Areas, Allotments and Community Orchards**

**SC/9i**

**Does the absence of an up to date playing pitch assessment weaken the effectiveness of the policy?**

137. The Council has since it submitted the Local Plan for examination completed an up to date playing pitch assessment for the district, in partnership with Cambridge City Council and Sport England.
138. The Council recognised that further evidence was needed to address concerns raised by Sport England. South Cambridgeshire District Council and Cambridge City Council, in partnership with Sport England, has developed two sports strategies: a Playing Pitch Strategy 2015-2031<sup>66</sup> for grass and all weather pitches covering both areas; and an Indoor Sports Facility Strategy 2015-2031<sup>67</sup> to guide future provision and management of indoor sports halls, swimming pools and outdoor cycling facilities to serve existing and new communities in South Cambridgeshire and Cambridge. In line with the NPPF<sup>68</sup>, the strategies set out to assess existing facilities, the future need for sport and active recreation facilities, and opportunities for new provision. These studies were finalised in June 2016, and the Council therefore now has an up to date Playing Pitch Assessment endorsed by Sport England.
139. Sport England had recommended that playing fields are specifically mentioned in Policy SC/9 to link to the Playing Pitch Strategy. In order to update the Local Plan regarding the playing pitch strategy, a number of modifications have been proposed including one to Policy SC/9 and to the supporting text is proposed. These are all set out in Appendix 3.
140. Sport England had also considered that the policy should be amended to take into account the timing of any replacement open space so that there is not a loss of provision. The Council accept that this is a sensible addition and a modification is proposed to the policy and additional wording to paragraph 9.35.
141. A Statement of Common Ground with Sport England<sup>69</sup> has been agreed by the Council which sets out the modifications made to the plan to take into account the concerns in Sport England's representations to the local plan. ( Representations 60695 and 60697)

**Policy SC/9: Protection of Existing Recreation Areas, Playing Fields, Allotments and Community Orchards**

**Planning Permission will not be granted for proposals resulting in the loss of land or buildings providing for recreational use, playing fields or for the loss of allotments or community orchards except where:**

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<sup>66</sup> RD/CSF/190 – [Playing Pitch Strategy 2015-2031](#)

<sup>67</sup> RD/CSF/200 – [Indoor Sports Facility Strategy 2015-2031](#)

<sup>68</sup> RD/NP/010 [National Planning Policy Framework](#)

<sup>69</sup> RD/SCG/480 - Statement of Common Ground between SCDC and Sport England

- a. They would be replaced by an area of equivalent or better quantity and quality and in a suitable location; or
- b. The proposed development includes provision of open space, or sports and recreation facilities of sufficient benefit to outweigh the loss; or
- c. An excess of provision in quantitative and qualitative terms is clearly demonstrated in all the functions played by the land or buildings to be lost, taking into account potential future demand and in consultation with local people and users.
- d. **Where replacement open space is to be provided in an alternative location, the replacement site/facility must be fully available for use before the area of open space to be lost can be redeveloped.**

9.35 ...Many of these village facilities were assessed as part of the work on preparing both the Playing Pitch Strategy and Indoor Sports Facilities Strategy. These strategies have considered the future needs of the district for such facilities. The Playing Pitch Strategy did not find that any of the existing recreation areas were surplus to requirements and in fact all were identified as needing to be protected within the local plan.

## **SC8J Policy SC/10: Lighting Proposals**

### **SC10i**

**Is the policy in conflict with paragraph 122 of the Framework? Should paragraph 9.38 of the supporting text clarify that the reference to the 'NPPF' is taken directly from paragraph 125 of the document?**

142. The Council does not believe that this policy is in conflict with paragraph 122 of the NPPF. The policy does address planning matters, and clearly relates to consideration of the acceptable use of land and the impact of the use. The impact of external lighting is not generally the subject of control through pollution control or other regulatory regimes. Paragraph 125 of the NPPF requires that, 'By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.' The policy provides guidance regarding how this will be addressed at the local level.
143. A similar policy has been previously adopted in LDF<sup>70</sup> and has provided a valuable tool when new development proposals are submitted to Council.
144. Paragraph 9.38 provides justification for the policy, and does quote NPPF paragraph 125. A modification could be added to provide an exact reference to the NPPF. This proposed modification is included in Appendix 3.

### **SC/10ii**

**Should the policy also make direct reference to the impact of light pollution on wildlife and their habitats in countryside locations and on the settings of heritage assets?**

145. The Council considers that wildlife and heritage assets are covered by other policies within the plan, in particular Policy NH/4: Biodiversity, and Policy NH/14: Heritage Assets.
146. Whilst keen to avoid any unnecessary duplication, the Council can see the benefit of referencing those issues within the lighting policy, given that the potential impact of lighting on biodiversity and heritage assets are material considerations.
147. The suggestion from Cambridge City Council that the ecological impact should be included in the policy is already considered in the plan within the supporting text to the policy (paragraph 9.40). This could be reflected in the policy itself.
148. It is proposed that two criteria be added to paragraph 1 of Policy SC/10–  
**f. There is no unacceptable adverse ecological impact.**  
**g. There is no unacceptable adverse impact on heritage assets**

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<sup>70</sup> RD/AD/110 [South Cambridgeshire District Council Development Control Policies Development Plan Document](#)

### **SC8K Policy SC/11: Noise Pollution**

#### **SC/11i**

**Is the policy in conflict with paragraph 122 of the Framework? Should paragraph 9.44 of the supporting text clarify that the reference to the 'NPPF' is taken directly from paragraph 123 of the document?**

149. Policy SC/11 is not in conflict with paragraph 122 of the NPPF. The policy does address planning matters, and clearly relates to consideration of the acceptable use of land and the impact of the use. Although noise nuisance may be controlled through other regimes (e.g. statutory nuisance) the effect of noise on amenity, residential or otherwise, is plainly a planning matter which can and should be addressed by policy. Indeed, paragraph 123 of the NPPF sets a number of requirements for planning policies and decisions in relation to noise. Policy SC/11 is consistent with these requirements as well as providing local guidance on implementation.
150. A similar policy has been previously adopted in LDF<sup>71</sup> and has provided a valuable tool when new development proposals are submitted to Council.
151. Paragraph 9.44 indicates that it is using information from the NPPF. A modification could be added to provide an exact reference to the NPPF paragraph. This proposed modification is included in Appendix 3.

#### **SC/11ii**

**What will be the scope of the proposed Environmental SPD referred to in paragraph 9.52?**

152. There is an existing District Design Guide SPD<sup>72</sup> which includes consideration of environmental protection matters as is set out in the NPPF – paragraph 120- 125. In the preparation of the Local Plan it was considered more appropriate to have a separate SPD which would enable more detailed guidance to be available on these environmental issues.
153. The Environmental SPD will address
- Air Quality – Guidance on how policy SC/13 will be implemented, including further guidance on Air Quality Assessments, and Low Emissions Strategies. Advice and guidance on potential mitigation measures that may be employed to reduce the impacts of new developments.
  - Noise – guidance and design advice to support policy SC/11
  - Odour – further guidance regarding odour issues, design advice, and where further information can be found, to support policy SC/15.
  - Land Contamination – guidance on procedures regarding the investigation, remediation and post remediation requirements to address contamination, to support policy SC/12.

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<sup>71</sup> RD/AD/110 [South Cambridgeshire District Council Development Control Policies Development Plan Document](#)

<sup>72</sup> RD/SPD/080 [District Design Guide Supplementary Planning Document](#)

- Light Pollution – design advice to support implementation of policy SC/10.
154. The scope of the SPD is within the scope of Town and Country Planning (Local Plan) (England) Regulations 2012 regulation 5(1)(a)(iii). It will supplement how the Councils Local Plan policies should be implemented, and achievement of the environmental objectives for the area.

## **SC8L Policy SC/12: Contaminated Land**

### **SC/12i**

**Is the policy in conflict with paragraph 122 of the Framework? Should paragraph 9.54 of the supporting text clarify that the reference to the 'NPPF' relates to paragraph 120 of the document?**

155. Policy SC/12 is not in conflict with paragraph 122 of the NPPF. The policy does address planning matters, and clearly relates to consideration of the acceptable use of land and the impact of the use. The inclusion of a contaminated land policy is supported by the NPPF in paragraph 121 which states that policies and decisions should ensure that land is suitable for its new use taking account of ground conditions and land instability.
156. Paragraph 9.54 indicates that it is using information from the NPPF. To provide clarification a modification could be added to provide an exact reference to the NPPF paragraph. This proposed modification is included in Appendix 3.

### **SC/12ii and SC/12iii**

**Should the policy also make reference to landfill gas contamination?**

**Should the policy also make reference to groundwater contamination?**

157. The policy considers contaminated land. Contamination can result from a variety of sources. Landfill gas is one of many different types of contaminate, as is groundwater contamination and therefore the Council does not consider it appropriate or necessary for individual sources of contamination to be included in the policy to cover all aspects of pollution. The NPPG<sup>73</sup> introduced after the Local Plan was submitted for examination contains much information relating to land contamination and landfill gas and it is therefore not proposed to make amendments to the policy.
158. It should also be noted that the adopted District Design Guide SPD<sup>74</sup> includes further detail on how the Council expects contamination issues to be addressed and the processes that should be undertaken. This guidance will be updated and included in the Environmental SPD.

### **SC/12iv**

**Should the policy make reference to development on aquifers and EU designated Source Protection Zones?**

159. The Council does not consider that the policy should specifically make reference to development on aquifers and EU designated Source Protection Zones.
160. The Environment Agency (EA) has asked that the policy be amended to cover concerns about water pollution. However the issue of water pollution is addressed by Policy CC/7: Water Quality and reference is made in paragraph 4.28 to the EA

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<sup>73</sup> RD/NP/020 - National Planning Practice Guidance – See section on Land affected by contamination

<sup>74</sup> RD/SPD/080 - [District Design Guide Supplementary Planning Document](#)

groundwater protection maps. Adding references in policy SC/12 would create unnecessary duplication.

### **SC8M Policy SC/13: Air Quality**

#### **SC/13i**

#### **Is the policy in conflict with paragraph 122 of the Framework? Should the policy make direct reference to paragraph 124 of the Framework?**

161. Policy SC/13 is not in conflict with paragraph 122 of the NPPF. The policy does address planning matters, and clearly relates to consideration of the acceptable use of land and the impact of the use. Indeed paragraph 124 of the NPPF<sup>75</sup> requires planning policies to address air quality issues, and impacts to and from Air Quality Management Areas.
162. A similar policy has been previously adopted in LDF<sup>76</sup> and has provided a valuable tool when new development proposals are submitted to Council.
163. The Council consider that the Policy is consistent with paragraph 124 of the NPPF. The Council does not consider referencing in the policy is necessary in order to make the plan sound. However, a modification could be made to paragraph 9.57 to reference the NPPF requirements. Suitable wording is suggested below.
164. After the first sentence in paragraph 9.57:

NPPF paragraph 124 requires that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

#### **SC/13ii**

#### **Should the policy continue to promote the Quality Bus Partnership and require that buses should conform to European Emission Code Level 5 as a minimum requirement?**

165. Policy SC/13 does not promote the Quality Bus Partnership or require that buses conform to a particular emission code. It is not appropriate for a land-use plan to specify standards for buses, which are run by private operators and not linked to specific development.
166. Local Plan policies should seek to ensure that the development itself, through the land use and end users, does not have unacceptable air quality impacts and/or worsen existing levels. Policy SC/13 does this in conjunction with Policy TI/2: Planning for Sustainable Travel for traffic impacts, through the requirement of Transport Assessment, Travel Plan and a Low Emission Strategy, as appropriate. Through these processes developers will need to demonstrate appropriate measures are being

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<sup>75</sup> RD/NP/010 [National Planning Policy Framework](#)

<sup>76</sup> RD/AD/110 [South Cambridgeshire District Council Development Control Policies Development Plan Document](#)

implemented to minimise and mitigate impact on air quality. Policy SC/13 makes reference to the Joint Air Quality Action Plan<sup>77</sup> which sets out a range of measures for addressing air quality, one of which is through the Quality Bus Partnership.

167. Air quality impacts of traffic and transport are also addressed through the Transport Plans and Strategies. Local Transport Plan 3<sup>78</sup> and the Transport Strategy for Cambridge and South Cambridgeshire<sup>79</sup> include a variety of measures for tackling air quality, as part of a wider strategy of improving bus services, reducing the need to travel and increasing the use of non-car modes; the Quality Bus Partnership is one. The City Deal transport projects are helping to implement measures to achieve these strategy objectives.
168. The Local Transport Plan 3 Implementation Plan includes two indicators<sup>80</sup> specifically relating to the reduction of emissions from buses in the core area of Cambridge, both of which are on target.
169. It should also be noted that not all buses serving communities in South Cambridgeshire travel into Cambridge, many serve outlying market towns, therefore the suggested requirements would be onerous on these bus operators.
170. Air quality is appropriately addressed through Local Plan Policies SC/13 and TI/2, and through the Transport Plans and Strategies, and more recently through City Deal. Therefore there is no need for the wording of Policy SC/13 to be amended.

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<sup>77</sup> RD/CC/480 Air Quality Action Plan for the Cambridgeshire Growth Areas

<sup>78</sup> RD/T/091 Local Transport Plan 3

<sup>79</sup> RD/T/120 Transport Strategy for Cambridge and South Cambridgeshire

<sup>80</sup> Indicator LTP13A: Reduction in emissions of NO<sub>2</sub> from buses in the Cambridge core area and Indicator 13B: reduction in emissions of PM<sub>10</sub> from buses in the Cambridge core area.

**SC8N Policy SC/14: Hazardous Installations**

**SC/14i**

**Is the policy in conflict with paragraph 122 of the Framework?**

171. Policy SC/14 is not in conflict with paragraph 122 of the NPPF. The policy does address planning matters, and clearly relates to consideration of the acceptable use of land and the impact of the use.
172. A similar policy has been previously adopted in LDF<sup>81</sup> and has provided a valuable tool when new development proposals are submitted to Council. Within South Cambridgeshire there are 9 installations handling hazardous substances and 11 high-pressure natural gas transmission pipelines. National Planning Practice Guidance includes a section on Hazardous Substances which includes Hazardous installations<sup>82</sup>, and requires Local Planning Authorities to consider the implications of development within these areas. The issue is therefore entirely appropriate to be addressed in the Local Plan.

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<sup>81</sup> RD/AD/110 [South Cambridgeshire District Council Development Control Policies Development Plan Document](#)

<sup>82</sup> NPPG Paragraph: 068 Reference ID: 39-068-20140306

**SC8P Policy SC/15: Odour and Other Fugitive Emissions to Air**

**SC/15i**

**Is the policy in conflict with paragraph 122 of the Framework? Should the policy make direct reference to paragraph 124 of the Framework?**

173. Policy SC/15 is not in conflict with paragraph 122 of the NPPF<sup>83</sup>. The policy does address planning matters, and clearly relates to consideration of the acceptable use of land and the impact of the use. A similar policy has been previously adopted in LDF<sup>84</sup> and has provided a valuable tool when new development proposals are submitted to Council. The impact of odour (a form of air pollution covered by NPPF paragraph 109) on new and existing development is clearly a matter for consideration when assessing proposals, and is therefore a planning matter.
174. Paragraph 124 of the NPPF relates to emissions which are addressed by Policy SC/13 and therefore it would not be appropriate to add as a reference to this policy.

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<sup>83</sup> RD/NP/010 [National Planning Policy Framework](#)

<sup>84</sup> RD/AD/110 [South Cambridgeshire District Council Development Control Policies Development Plan Document](#)

## **Appendix 1: List of Reference Documents**

The Councils' evidence in relation to Matter SC8: Promoting Successful Communities is set out in the following documents:

### **National Policy:**

- National Planning Policy Framework (RD/NP/010)
- National Planning Practice Guidance (RD/NP/020)

### **Early stages of plan making**

- South Cambridgeshire District Council Issues and Options Report July 2012 (RD/LP/030)
- Cambridge City Issues and Options Report (RD/LP/240)
- South Cambridgeshire District Council - Issues and Options 2 Report: Part 2 – South Cambridgeshire Further Site Options (RD/LP/050)
- Cambridge City Council and South Cambridgeshire District Council Issues & Options 2 - Part 1 - Joint Consultation on Development Strategy & Site Options on the Edge of Cambridge, January 2013 (RD/LP/150)

### **Adopted development plan documents:**

- Site Specific Policies Development Plan Document (RD/AD/120)
- South Cambridgeshire District Council Development Control Policies Development Plan Document (RD/AD/110)
- South Cambridgeshire District Council Northstowe Area Action Plan (RD/AD/130)
- South Cambridgeshire District Council Cambridge Southern Fringe Area Action Plan (RD/AD/140)

### **Supplementary planning documents:**

- Health Impact Assessment Supplementary Planning Document (RD/SPD/120)
- Open Space in New Developments Supplementary Planning Document (RD/SPD/060)
- District Design Guide Supplementary Planning Document (RD/SPD/080)

### **Climate Change and managing resources:**

- Air Quality Action Plan for the Cambridgeshire Growth Areas (RD/CC/480)

### **Communities, services and facilities:**

- Recreation and open space study (July 2013) (RD/CSF/060)
- Appeal Ref: APP/W0530/W/15/3139078 (RD/CSF/220)
- Major Facilities Sub Regional Facilities in the Cambridge Area (RD/CSF/010)
- Major Facilities Sub Regional Facilities in the Cambridge Area Review of Evidence and Site Options Cambridge City Council and South Cambridgeshire District Council, January 2013 (RD/CSF/020)
- Cambridge Community Stadium: Feasibility Study (RD/CSF/030)
- Playing Pitch Strategy 2015-2031 (RD/CSF/190)
- Indoor Sports Facility Strategy 2015-2031 (RD/CSF/200)
- Playing pitch strategy guidance - Sport England (RD/CSF/230)

- Planning application for phased development of a Sporting Village comprising new sports facilities Trumpington - Ref no S/1925/16/OL(South Cambridgeshire)
- Planning application for Abbey Stadium Newmarket Road, Cambridge CB5 8LL - Ref. No: 16/1375/OUT( Cambridge City)

**Housing:**

- Parish Council-led proposals in Graveley evidence base (RD/H/070)

**Transportation and Infrastructure:**

- South Cambridgeshire District Council Community Infrastructure Levy Draft Regulation 123 list (VERSION 28 APRIL TO 7 JULY) (RD/T/234)
- Local Transport Plan 3 (RD/T/091)
- Transport Strategy for Cambridge and South Cambridgeshire (RD/T/120)

**Modification Consultation:**

- Cambridge Inner Green Belt Boundary Study (November 2015)(RD/MC/030)
- Cambridge Inner Green Belt Boundary Study (November 2015) Supplement – March 2016 (RD/MC/031)

**Statement of Common Ground:**

- Statement of Common Ground between SCDC and Sport England ( RD/SCG/480)

## Appendix 2: List of Proposed Modifications to the Submission South Cambridgeshire Local Plan 2014

The modifications set out below relate to a number of policies and their supporting text in Chapter 9: Promoting Successful Communities of the South Cambridgeshire Local Plan. Text to be deleted is shown as a ~~striketrough~~ and text to be added is shown in **bold and underlined**.

The references to page and paragraph numbers in the table below do not take account of the deletion or addition of text proposed through modifications submitted previously.

Page	Policy/Paragraph	Modification	Justification
194	<b>Policy SC/1: Allocation for Open Space</b>	1. Extensions to existing recreation grounds: <del>d. Land north of recreation ground, Swavesey — 2.16ha</del>	Responding to change of circumstances since Submission of the plan where an alternative site has been found within the village for open space.
195	<b>Policy SC/2: Health Impact Assessment</b>	The first line of the policy will read as follows:  New development <del>will</del> <b><u>shall</u></b> have a positive impact on the health and wellbeing of new and existing residents.	Responding to representation and question asked by the inspector to clarify the policy intent.
195	<b>Policy SC/3: Protection of Village Services and Facilities</b>	The first paragraph of Policy SC/3 should be amended to read as follows:  Planning permission will be refused for proposals which would result in the loss of a village service, including village pubs, shops, post offices, banks and building societies, community buildings, and meeting places, <b><u>sports venues, cultural buildings, places of worship</u></b> or health facilities, where such loss would cause an unacceptable reduction in the level of community or service provision in the locality.	Responding to representation so the policy reflects the list of village services in bullet 4 of paragraph 28 of the NPPF.
199	<b>Paragraph 9.17</b>	Add wording to the end of paragraph 9.17	Responding to updated information submitted to the

Page	Policy/Paragraph	Modification	Justification
		<p>9.17 .....On the evidence available and the results of public consultation, the two Councils were not convinced that a compelling case exists amounting to the exceptional circumstances necessary in national planning policy for allocating a community stadium or other facilities in the Green Belt. <b><u>This position has been confirmed through the Playing Pitch Strategy and the Indoor Sports Facilities Strategy which were completed in June 2016. Neither of these strategies identified a need for the level of additional provision which would be provided in the Greater Cambridge area by a sub-regional sports facility and/ or a community stadium.</u></b></p>	<p>examination reflecting the completion of the Playing Pitch Strategy and the Indoor Sport Facilities Strategy in 2016</p>
199	<b>Paragraph 9.18</b>	<p>9.18 In the absence of policies in the Plan, should any proposals subsequently come forward they would be considered on an exceptional basis on the evidence at the time, <del>and if</del> . <b><u>If</u></b> proposed in the Green Belt <b><u>it would have to comply with the national policy and local plan policy regarding Green Belt,</u></b> <del>demonstrate there is a need amounting to exceptional circumstances, and they</del> <b><u>It would also have to</u></b> comply with the National Planning Policy Framework<sup>85</sup>, and in particular the sequential approach to town centre uses, and other policies in the Local Plan.</p>	<p>To clarify the reference to Green Belt policy to address an issue of soundness.</p>
199	<b>Policy SC/5: Hospice Provision</b>	<p>Proposals for <del>Hospices</del> <b><u>Community healthcare facilities</u></b> will be supported within development frameworks.</p>	<p>Responding to changing circumstances as a site for a hospice has now been found and planning permission granted. The hospice is now under construction.</p>

<sup>85</sup> RD/NP/010 [National Planning Policy Framework](#)

Page	Policy/Paragraph	Modification	Justification
			<p>The policy has been changed to widen its scope at the request of the Cambridge University Hospital NHS Foundation Trust.</p>
200	Paragraph 9.19	<p><del>Hospices provide palliative care for the terminally and seriously ill. A specific site has not been identified through the plan making process, but the Council would be supportive of appropriately located and scaled proposals which will be assessed using relevant Local Plan policies. Proposals within the Green Belt would have to demonstrate exceptional circumstances, in particular why they were unable to locate outside the Green Belt.</del></p> <p><b><u>Community healthcare facilities provide a range of care services designed to support patients in the community and who might previously have been treated as inpatients or day patients in hospital. The Council would be supportive of appropriately located and scaled proposals which will be assessed using relevant Local Plan policies. Proposals within the Green Belt would have to demonstrate very special circumstances, in particular why they were unable to locate outside the Green Belt.</u></b></p>	<p>The supporting text has been changed to reflect the widened scope of the policy proposed in the modification above.</p>
202	Paragraph 9.24	<p>New paragraph to be added after 9.24</p> <p><b><u>South Cambridgeshire District Council and Cambridge City Council in partnership with Sport England, has developed two sports strategies: a Playing Pitch Strategy 2015-2031 for grass and all weather pitches covering both areas; and an Indoor Sports Facility Strategy 2015-2031 to guide future provision and management of indoor sports halls, swimming pools and outdoor cycling facilities to serve existing and new</u></b></p>	<p>Responding to updated information submitted to the examination reflecting the completion of the Playing Pitch Strategy and the Indoor Sport Facilities Strategy in 2016</p>

Page	Policy/Paragraph	Modification	Justification
		<b><u>communities in Cambridge and South Cambridgeshire. In line with the NPPF, the strategies set out to assess existing facilities, the future need for sport and active recreation facilities, and opportunities for new provision.</u></b>	
202	Paragraph 9.28	Add to the end of paragraph 9.28  <b><u>Regard should also be made to the Playing Pitch Strategy and Indoor Sports Facilities Strategy.</u></b>	Responding to updated information submitted to the examination reflecting the completion of the Playing Pitch Strategy and the Indoor Sport Facilities Strategy in 2016
204	Paragraph 9.31	Add to paragraph 9.31 the following:  <b><u>The Playing Pitch Strategy and Indoor Sports Facilities Strategy have provided additional evidence for the Council by assessing current and future needs for facilities within the district. .These strategies will need to be taken into account when considering future provision.</u></b>	Responding to updated information submitted to the examination reflecting the completion of the Playing Pitch Strategy and the Indoor Sport Facilities Strategy in 2016
204	Paragraph 9.31	New paragraph to be added after paragraph 9.31 as follows:  <b><u>The standards within this policy are expressed as minimum standards. Whether open space provision is required in excess of the minimum standards will be determined having regard to the particular considerations to which a development proposal gives rise, including the needs of the area, existing provision and any identified deficiencies.</u></b>	Additional supporting text to the policy to clarify the term 'minimum' used in the policy as a result of a question from the Planning Inspectors examining the Local Plan.
205	<b>Policy SC/9: Protection of Existing Recreation Areas, Allotments and</b>	Policy SC/9: Protection of Existing Recreation Areas, <b><u>Playing Fields</u></b> , Allotments and Community Orchards	Responding to updated information submitted to the examination reflecting the

Page	Policy/Paragraph	Modification	Justification
	<b>Community Orchards</b>	<p>Planning Permission will not be granted for proposals resulting in the loss of land or buildings providing for recreational use, <b><u>playing fields</u></b> or for the loss of allotments or community orchards except where:</p> <ol style="list-style-type: none"> <li>a. They would be replaced by an area of equivalent or better quantity and quality and in a suitable location; or</li> <li>b. The proposed development includes provision of open space, or sports and recreation facilities of sufficient benefit to outweigh the loss; or</li> <li>c. An excess of provision in quantitative and qualitative terms is clearly demonstrated in all the functions played by the land or buildings to be lost, taking into account potential future demand and in consultation with local people and users.</li> <li>d. <b><u>Where replacement open space is to be provided in an alternative location, the replacement site/facility must be fully available for use before the area of open space to be lost can be redeveloped.</u></b></li> </ol>	<p>completion of the Playing Pitch Strategy and the Indoor Sport Facilities Strategy in 2016.</p> <p>Also in response to a Sport England representation concerned about the timing of any replacement open space and wanting to ensure that there is continuity of provision in an area.</p>
205	Paragraph 9.35	<p>Add the following sentences to end of paragraph 9.35:</p> <p><b><u>... Many of these village facilities were assessed as part of the work on preparing both the Playing Pitch Strategy and Indoor Sports Facilities Strategy. These strategies have considered the future needs of the district for such facilities. The Playing Pitch Strategy did not find that any of the existing recreation areas were surplus to requirements and in fact all were identified as needing to be protected within the local plan.</u></b></p>	<p>Responding to updated information submitted to the examination reflecting the completion of the Playing Pitch Strategy and the Indoor Sport Facilities Strategy in 2016</p>
206	Policy SC/10: Lighting Proposals	<p>At the end of paragraph 9.38 add the following:</p>	<p>Providing clarity by referencing the specific paragraph in the</p>

Page	Policy/Paragraph	Modification	Justification
	Paragraph 9.38	<u>...paragraph 125 of the NPPF.</u>	NPPF that refers to this matter.
206	<b>Policy SC/10: Lighting Proposals</b>	Add a criteria to paragraph 1 of the policy–  <b><u>f. There is no unacceptable adverse ecological impact.</u></b> <b><u>g. There is no unacceptable adverse impact on heritage assets</u></b>	Responding to a representation to ensure that the policy considers the impact on wildlife matters and the setting of heritage assets .
208	Policy SC/11: Noise Pollution  Paragraph 9.44	At the end of paragraph 9.44 add the following:  <b><u>...paragraph 123 of the NPPF.</u></b>	Providing clarity by referencing the paragraph in the NPPF that refers to this matter.
209	Policy SC/12: Contaminated Land  Paragraph 9.54	At the end of paragraph 9.54 add the following:  <b><u>...paragraph 120 of the NPPF.</u></b>	Providing clarity by referencing the paragraph in the NPPF that refers to this matter.
211	Policy SC/13: Air Quality  Paragraph 9.57	Add after the first sentence in paragraph 9.57:  <b><u>NPPF paragraph 124 requires that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan</u></b>	Providing clarity by referencing the paragraph in the NPPF that refers to this matter.

**Appendix 3: Supporting Evidence provided to South Cambridgeshire District Council from Parish Councils with Proposed Open Space Allocations in the Local Plan**

- Over
- Swavesey
- Great Shelford
- Histon & Impington

# Comments from Over Parish Council

## Re. Submission Local Plan: Policy SC/1 – Allocation of Open Space

### 1(a) Land east of the recreation ground, Over

#### Current provision of open space in Over

Source: SCDC Recreation & Open Space Study (July 2013)

#### Outdoor Sport: (Appendix 3, p42)

Standard rate is 1.60ha/1000 but Current rate is 1.25ha/1000

Standard provision is 4.62ha but Actual provision is 3.62ha

**Therefore, identified shortfall of Open Space is: 1.0 hectare**

#### Formal/Informal Play: (Appendix 4, p45)

Standard rate is 0.80ha/1000 but Current rate is 0.07ha/1000

Standard provision is 2.31ha but Actual provision is 0.19ha

**Therefore, identified shortfall of Formal/Informal Play is: 2.12 hectares**

**So, on the basis of these standard allocation rates, Over has a shortfall of 1.0 hectare (21.6%) of Outdoor Sport provision and a shortfall of 2.12 hectares (91.8%) of Formal/Informal Play space.**

#### Population trends and incidental land allocations

Over's population has been increasing steadily with a succession of small developments, as envisaged in its Group Village status, so the current population is greater than the 2011 estimate and the shortfalls will also be greater. Furthermore, because these developments have been very small, there has been no 'bonus' of additional open space from the s.106 Agreements.

Following the proven shortfall of SCDC's 5-year supply of housing land a number of speculative applications have been made that seek to exploit this window of opportunity. Developments on a scale that would never be allowed in a Group Village have come forward or are in preparation, so the pressure on existing provision will certainly increase.

#### Over's isolated position

Over is a rural village, some 10-15 miles away from a larger town that might provide entertainment and social facilities for youngsters, and the bus services are sparse or non-existent in the evenings and at weekends. This places a premium on local opportunities for play and social interaction – but the figures in SCDC's Recreation and Open Space Study show that Over is notably deficient in this respect at present.

#### Allocated areas for Open Space

Any further allocation of open space for Outdoor Sport needs to be situated alongside an existing sports facility if it is to serve any useful purpose. A small plot in a remote location would never justify the provision of a pavilion with changing facilities, so its value would be minimal in practice. The land east of the Recreation Ground is well placed to share the existing facilities within the Community Centre.

Further allocations of land for Formal/Informal Play also need to be located close to housing if they are to be accessible to younger children, or at least situated close to areas where formal sports are played. The very large deficit (91.8%) indicates the great need for such space within Over, yet the village's compact nature presents few opportunities within the built-up areas. The land east of the Recreation Ground is very well placed to address this deficit, potentially providing 2.19 hectares towards the identified shortfall of 3.12 hectares of Open Space. There is no chance of extending The Green, our other Open Space area, since it is surrounded on all sides by housing, so this land provides the only viable means of addressing the shortfall.

**The Parish Council believes very strongly that the allocation of this land should be retained in the new Local Plan.**

For further information or clarification, please contact Geoff Twiss, V-C Over Parish Council.

**Statement from Swavesey Parish Council**

- Swavesey Parish Council at its meeting held on 22<sup>nd</sup> August 2016 unanimously agreed that it no longer supported the continued allocation of the site identified as 1(d) to the north of the recreation ground.
- This decision has been reached as the situation with regard to future open space and formal sports and recreation space in the village has changed since the Council last commented on this site. We are now in the process of considering an offer of a large field of approx. 8 acres which is to be offered to the Parish Council on a 999 year lease, as part of S106 obligations for a new housing development on land at 18 Boxworth End.
- This land, once received, will eventually be turned into formal sports and recreation space for the village and will provide new open space allocation in the southern end of the village, given a better distribution of such land in the village and not concentrating it all in one area.

### Statement from Great Shelford Parish Council

We confirm that the Parish Council still support the proposed open space allocations in Great Shelford included in Policy SC/1 of the South Cambridgeshire Local Plan.

#### Land at Grange Field, Church Street, Great Shelford

Grange Field is in the most sensitive part of Great Shelford in terms of old buildings of character and the Parish Church. Entry is quite restricted from Church Street. **There is no other open space in the centre of the village** and this land is irreplaceable for the village to use for recreation and sports and general amenity. The proposed open space allocation is adjacent to the existing recreation ground which was acquired by the Parish Council in 1921 since when the population of Great Shelford has increased to 4900. The NPFA standard for sports and recreation space is 2.6 hectares per 1000 population. The area of the recreation ground is 4.560 hectares and the area of the Grange Field is 3.1 hectares which means that even with the Grange Field the village would still be under provided with sports and recreation space.

The village's existing sports and recreation facilities are fully used and need to meet the needs of the increasing population in Great Shelford and the surrounding area. A new pavilion was built in 2014 but without more land it is not possible to increase the existing facilities. To date what work that is possible to undertake has included the maintenance and improvement of the river bank and plans are in progress for the improvement of the children's' areas. The designers are having difficulty in containing what improvements they think necessary because of lack of space and interference with the other uses of the recreation ground including football, cricket, tennis and bowls. All of which except bowls seek more pitches and tennis courts.

There is no secret that the Parish Council has been trying to gain ownership of the Grange Field since at least August 1979 and it would be a major setback for the village if the allocation of this land as open space was removed.

This is the only space left in the centre of the village and that the existing recreation ground is not only well used but insufficient for the existing and growing population. The Parish Council will pursue its endeavours to acquire this land and financial provisions are made.

### Statement from Histon & Impington Parish Council

1. SCDC have calculated that the Histon and Impington settlement is under 50% provided for in both formal and informal open space. There are few opportunities to rectify this: any future development could exacerbate the situation.
2. The current LDF has a field to the East of Mill Lane designated for recreation. The Parish Council was aware that the landowner concerned was determined not to release the land for recreation use, preferring to await a possible full development for housing. Hence, this is not a possible recreation site.
3. In 2012 discussions were advanced for the Parish Council to outright purchase the land under discussion (Bypass Farm) from County Farm estates
4. Hence in our submission for the new Local Plan, the Parish Council believed that Bypass Farm was to become part of the open space in the village, and were not aware of any alternative sites. Therefore the submission proposed replacing the LDF new site for recreation with Bypass Farm
5. Subsequently, County Farm Estates changed their mind and started to negotiate with the Parish Council for a long term lease to the Parish Council of Bypass Farm for recreational purposes
6. By 2015 key terms for the lease (including price and restrictions on development) had been agreed and solicitors prepared to write the formal lease. However, the need to re-examine the school provision in the settlement led in July 2015 to the withdrawal of the offer of the lease.
7. In August, Cllr Count (County Council lead) addressed the Parish Council and indicated that the withdrawal of the offer was to allow a reconsideration of the potential use of their land locally. He stated that this was not a permanent forever withdrawal of the offer and use for recreation could still arise from their considerations.
8. There being no other sites considered available within the village framework, the Parish Council considers **on balance** that it would wish to keep the Recreation designation of Bypass farm, because
  1. There is still a possibility that the land might be made available once the County Council have completed their ongoing deliberations
  2. To have a LP that does not appear to have solution to the chronic shortage of open space for a growing community with many families would be inadequate: this would be reinforced by the removal of the LDF site.
  3. No alternative sites within the village framework are available
  4. A potential out of framework site is to be considered soon, but the achievement of that space can not be assured now. If that were to progress to fruition, it would still require an area greater than Bypass Farm to get the provision up to 80% of the SCDC calculated requirement.

#### **Appendix 4: Statement from Cambridgeshire County Council**

The designation of any area of land for recreation and open space does not ensure its transfer for the proposed use and a proposed allocation may be contrary to the landowners strategic thinking which is why the County Council felt obliged to object to this and a number of similar designations affecting its land.

The County Council has advised the Parish Council that it cannot consider a disposal of any of the land at Bypass farm whilst the possible future need for a new primary school remains subject to consultation and resolution. The Council only has two landholdings in Histon that are potential sites for a new primary school and both are Green Belt- By pass Farm and the nearby Buxhall Farm.

The County Council acknowledges that the Parish Council has a shortfall of recreational land in Histon and hopes that this issue will be considered as part of its neighbourhood plan process. It has already contributed to that shortfall of provision by granting a long lease of County land to the Parish off Manor Park and adjacent to the guided busway.

The County Council cannot support this designation and it could not be recommended to affect a transfer if the designation were confirmed.