

# Development Strategy

## Topic Paper

### Appendix 2: Consideration of National Planning Policy Framework Small Sites Requirement



## Greater Cambridge Local Plan

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# Development Strategy Topic Paper 2026

## Appendix 2: Consideration of National Planning Policy Framework Small Sites Requirement

### Introduction

1. To support the delivery of small and medium sized sites, paragraph 73 of the [National Planning Policy Framework \(NPPF, December 2024\)](#) sets out that local planning authorities should identify land to accommodate at least 10% of their housing requirement on sites no larger than one hectare, unless it can be shown, through the preparation of relevant plan policies, that there are strong reasons why this 10% target cannot be achieved.

### What does it mean for Greater Cambridge?

2. Based on the housing requirement of 48,069 dwellings, if the Councils were to identify land to accommodate at least 10% of this requirement on sites no larger than one hectare, this would mean the Councils would need to identify land for at least 4,807 homes.
3. The housing supply anticipated to deliver the housing requirement includes: actual completions in 2024/25 and existing commitments (adopted allocations and sites with planning permission) for self-contained dwellings and dwelling equivalents from student and older people's bedspaces; proposed new allocations; and a windfall allowance. All of these elements of housing supply include sites no larger than one hectare.
4. Each of these sources of supply has therefore been considered to understand how many dwellings are anticipated on sites no larger than one hectare. For the strategic sites and adopted allocations where development is being brought forward in parcels, the overall size of the strategic site or adopted allocation has been considered rather than the size of individual parcels.

## How much of the existing supply from actual completions in 2024/25, adopted allocations and sites with planning permission is on small sites?

5. The [Greater Cambridge Housing Trajectory \(April 2026\)](#) includes actual completions for 2024/25 of 2,169 dwellings, comprising of:
  - Cambridge – 504 dwellings (including self contained dwellings and dwelling equivalents from student or older peoples bedrooms), and
  - South Cambridgeshire – 1,665 dwellings (including self contained dwellings and dwelling equivalents from student or older peoples bedrooms).
  
6. It also includes anticipated completions for 2025-2045 of self-contained dwellings and dwelling equivalents from student and older peoples bedspaces on adopted allocations and sites with planning permission.
  
7. Analysis of the actual completions in 2024/25 has been undertaken to calculate how many of the completed dwellings were on sites no larger than one hectare. The results are set out in Table 1 below.

**Table 1:** Completions in 2024/25

<b>District</b>	<b>Total actual completions 2024/25 (dwellings, net)</b>	<b>Actual completions 2024/25 on sites no larger than one hectare (dwellings, net)</b>
Cambridge	504	200
South Cambridgeshire	1,665	188
<b>Total</b>	<b>2,169</b>	<b>388</b>

8. Analysis of the anticipated completions for 2025-2045 on adopted allocations and sites with planning permission has been undertaken to calculate how many of the anticipated dwellings are on sites no larger than one hectare.
  
9. A review of existing adopted allocations has resulted in some changes to the boundary and / or dwellings anticipated on a number of adopted allocations.

The revised site sizes and dwelling numbers for these allocations have been used when considering the number of dwellings anticipated on sites no larger than one hectare.

10. The results are set out in Table 2 below, which lists each of the adopted allocations and sites with planning permission that are anticipated to deliver dwellings in 2025-2045 and are on sites no larger than one hectare:

**Table 2:** Adopted allocations and sites with planning permission on sites no larger than one hectare

<b>Site address</b>	<b>Site area (hectares)</b>	<b>Anticipated Completions 2025-2045 (dwellings, net)</b>	<b>Comments</b>
Police Station, Parkside, Cambridge	0.52	50	-
Henry Giles House, Chesterton Road	0.63	50	Reflects amended allocation boundary and site capacity.
Horizon Resource Centre, 285 Coldham's Lane	0.73	40	-
Old Press / Mill Lane, Cambridge – land north of Mill Lane	0.85	102	Reflects amended allocation boundary and site capacity. Allocated for 243 student bedrooms (equivalent to 102 dwellings).
Old Press / Mill Lane, Cambridge – buildings at 12 & 13 Mill Lane	0.02	4	Development of 13 student bedrooms (equivalent to 5 dwellings), following loss of a House in Multiple Occupation.
Bell School	0.38	42	Reflects amended allocation boundary and site capacity. Allocated for 100 student bedrooms (equivalent to 42 dwellings).

<b>Site address</b>	<b>Site area (hectares)</b>	<b>Anticipated Completions 2025-2045 (dwellings, net)</b>	<b>Comments</b>
St Peters Nurses Home, Church Lane, Papworth Everard	0.41	10	-
The Bishops Site, Cambridge Road, Impington	0.20	38	-
149 Newmarket Road, Cambridge	0.08	10	Demolition of the existing dwelling was completed prior to 1 April 2024.
185-189 Newmarket Road and 1 Godesdone Road, Cambridge	0.05	9	-
212-214 Newmarket Road, Cambridge	0.06	13	-
Edward House, 8 Albion Row, Cambridge	0.07	16	Development of 16 dwellings, following demolition of 15 bed care home (equivalent to 8 dwellings). Demolition of care home included within 2024/25 completions.
Fossdene, Whinside, The Gables and The Knott, Mount Pleasant, Cambridge	0.84	52	Development of 138 student bedrooms (equivalent to 57 dwellings), following loss of 6 dwellings and 37 student bedrooms (equivalent to 15 dwellings). Loss of 1 dwelling and 37 student bedrooms included within 2024/25 completions.
6A Chapel Street, Cambridge	0.05	13	-

<b>Site address</b>	<b>Site area (hectares)</b>	<b>Anticipated Completions 2025-2045 (dwellings, net)</b>	<b>Comments</b>
19-35 Regent Street, Cambridge	0.03	7	Development of 26 student bedrooms (equivalent to 11 dwellings), following loss of 4 dwellings.
Ravenscroft House, 59-61 Regent Street, Cambridge	0.03	12	-
Dukes Court, 54-62 Newmarket Road, Cambridge	0.17	29	-
Wesley House, Jesus Lane, Cambridge	0.04	2	Development of 8 student bedrooms (equivalent to 3 dwellings), following loss of a dwelling.
Stanton House, Christchurch Street, Cambridge	0.09	-34	-
Granby Court: 33, 35, 36 & 37 Bridge Street and Coach Houses to the Masters Lodge, St John's College, Cambridge	0.12	7	Development of 12 student bedrooms (equivalent to 5 dwellings) and 2 flats.
Land off Sandy Lane, Cambridge	0.85	26	-
35 Milton Road, Cambridge	0.13	9	-
John Banks Honda, 444 Newmarket Road, Cambridge	0.26	58	Development of 140 student bedrooms (equivalent to 58 dwellings).
Fitzwilliam College, Storeys Way, Cambridge	0.16	7	Development of 17 student bedrooms (equivalent to 7 dwellings).
64 & 65 Bridge Street, Cambridge	0.02	-5	Loss of 13 student bedrooms (equivalent to 5 dwellings).
Downing College, Regent Street, Cambridge	0.05	3	Development of 6 student bedrooms (equivalent to 3 dwellings).

<b>Site address</b>	<b>Site area (hectares)</b>	<b>Anticipated Completions 2025-2045 (dwellings, net)</b>	<b>Comments</b>
26 South End, Bassingbourn	0.87	9	Demolition of the existing dwelling and erection of 3 new dwellings were completed prior to 1 April 2024.
Rear of 38 Histon Road, Cottenham	0.83	34	-
Land off Potton End, Eltisley	0.52	3	9 affordable dwellings included within 2024/25 completions.
Land adjacent to School Hill, Histon	0.40	15	-
135 Station Road, Impington	0.18	11	-
Land between 66-68 Common Lane, Sawston	0.55	10	-
Land south of 1b Over Road, Willingham	0.92	26	-
Gracefield Nursing Home, St Neots Road, Caldecote	0.63	1	Extension to care home to create 2 additional bedrooms (equivalent to 1 dwelling).
1 Edmund Close, Milton	0.08	-1	Planning permission for renovation of care home that results in loss of 6 bedrooms (equivalent to 3 dwellings) and creation of 4 new bedrooms (equivalent to 2 dwellings).
Cambridge – small sites (9 dwellings or less) already under construction at 31 March 2025	various	54	All 1.0 hectares or less.
Cambridge – small sites (9 dwellings or less) not under construction at 31 March 2025	various	114	All 1.0 hectares or less.

<b>Site address</b>	<b>Site area (hectares)</b>	<b>Anticipated Completions 2025-2045 (dwellings, net)</b>	<b>Comments</b>
Cambridge – small sites (9 dwellings or less) permitted between 1 April – 31 December 2025	various	28	All 1.0 hectares or less, except for a development that would result in the loss of 2 dwellings. However, 5 dwellings already discounted to take account of expected non-delivery, which could include some or all of these dwellings.
South Cambridgeshire – small sites (9 dwellings or less) already under construction at 31 March 2025	various	171, revised to 170	All 1.0 hectares or less, except for a development that would result in 1 additional dwelling.
South Cambridgeshire – small sites (9 dwellings or less) not under construction at 31 March 2025	various	335	All 1.0 hectares or less, except for seven developments that would result in 17 additional dwellings. However, 41 dwellings already discounted to take account of expected non-delivery, which could include some or all of these dwellings.
South Cambridgeshire – small sites (9 dwellings or less) permitted between 1 April – 31 December 2025	various	166	All 1.0 hectares or less, except for four developments that would result in 10 additional dwellings. However, 20 dwellings already discounted to take account of expected non-delivery, which could include some or all of these dwellings.
<b>Total</b>	-	<b>1,545</b>	-

## How much of the supply from the proposed allocations is on small sites?

11. Each of the sites included as proposed new allocations have been considered to see which sites are no larger than one hectare. The results are set out in Table 3 below, which lists each of the proposed new allocations that are anticipated to deliver dwellings in 2025-2045 and are on sites no larger than one hectare:

**Table 3:** Proposed new allocations on sites no larger than one hectare

Site address	Site area (hectares)	Anticipated Completions 2025-2045
Garages at St. Matthews Street and Norfolk Street, Cambridge	0.10	12
1-78 Hanover Court, 1-49 Princess Court and garage at Newtown garages, Cambridge	0.76	38
Former Garage Block, East Road, Cambridge	0.11	40
1-33 Stanton House, Christchurch Street, Cambridge	0.20	29
<b>Total</b>	-	<b>119</b>

## How much of the supply from the windfall allowance is likely to be on small sites?

12. The [Greater Cambridge Housing Trajectory \(April 2026\)](#) includes a windfall allowance of up to 185 dwellings a year for Cambridge and up to 240 dwellings a year for South Cambridgeshire.
13. Analysis of the historic windfalls has been undertaken to estimate how many of the anticipated dwellings from the windfall allowance are likely to be on sites no larger than one hectare. The results are set out in Table 4 below.

**Table 4:** Anticipated delivery of windfall allowance in 2025-2045 on sites no larger than one hectare

<b>District</b>	<b>Anticipated Completions 2025-2045 (dwellings, net)</b>	<b>Comments</b>
Cambridge	2,941, revised to 2,088	Analysis of the windfalls completions data used to inform the windfall allowance estimates that historically 71% of all dwellings completed on windfall sites are on sites no larger than one hectare. 71% of this windfall allowance is therefore anticipated to be delivered on sites no larger than one hectare.
South Cambridgeshire	3,721, revised to 2,865	Analysis of the windfalls completions data used to inform the windfall allowance estimates that historically 77% of all dwellings completed on windfall sites are on sites no larger than one hectare. 77% of this windfall allowance is therefore anticipated to be delivered on sites no larger than one hectare.
<b>Total</b>	<b>4,953</b>	-

## Conclusion

14. Considering all the sources of housing supply anticipated to contribute towards delivering the housing requirement results in the supply of dwellings anticipated on sites of no larger than one hectare as set out in Table 5 below:

**Table 5:** Total housing supply, and associated anticipated small sites supply provided by completions 2024/25, commitments, new sites and windfall allowance

<b>Source of supply</b>	<b>Total dwellings anticipated 2024-2045 (dwellings, net)</b>	<b>Dwellings anticipated on sites no larger than one hectare 2024-2045 (dwellings, net)</b>
Completions 2024/25	2,169	388
Existing commitments (planning permissions and adopted allocations), excluding windfall allowance but including any revisions to adopted allocations	29,547	1,545
New sites	13,654	119
Windfall allowance	6,662	4,953
<b>Total</b>	<b>52,032</b>	<b>7,005</b>

15. This shows that together the sites of no larger than one hectare within our completions 2024/25, existing commitments, proposed new sites, and windfall allowance are anticipated to deliver 7,005 dwellings, which is in excess of 10% of our housing requirement. Of these, 2,052 homes are on specific identified sites, comprising approximately 4.3% of the 48,069 homes that is our housing requirement.
16. The windfall allowance refers to an anticipated level of housing delivery from sites that are not yet known about, but which we expect will continue to be delivered based on historical completions and our continuation of policies within the Local Plan for windfall sites within Cambridge and our towns and villages. The windfall allowance is expected from our evidence to deliver 6,662 homes, which will be on a mix of sizes of sites, but will typically include a significant element of small sites. As detailed above, based on the proportion of the windfall allowance that has previously been delivered on small sites, we have estimated that 4,953 of the 6,662 homes from the windfall allowance will be on small sites. There is anticipated to be a good prospect that the 4,807 homes on small sites will be met in full when small sites within the windfall allowance are taken into account.

17. The aim of this aspect of national policy is understood to be to ensure that there will be a good mix in the size of sites coming forward in an area to help support housing delivery. In this context, even if the full 10% of the housing requirement was not provided on small sites, the alternative approach of allocating specific sites to demonstrate that we could meet this target in full on specific identified sites, would need us to identify large numbers of small sites in the rural area. This would compromise our development strategy, by directing a significant portion of growth to less sustainable locations where levels of car use would be higher, impacting on our response to the challenges of net zero carbon and Climate Act obligations. It would also likely result collectively in requiring large amounts of land to be released from the Green Belt as the majority of the larger and better served villages are located within the Green Belt.
18. In terms of impacts on plan-making, identifying such small sites as allocations would add significantly to the process, and would likely identify sites that would otherwise be enabled to come forward anyway via the other policies in the plan, including for example Policy S/SH: Settlement Hierarchy, and as assumed in our windfall allowance. The Councils' evidence for this windfall allowance is set out in the Greater Cambridge Housing Delivery Study, and is based on in depth analysis of historic housing completions on windfall sites and consideration of future trends taking account of national legislation, and national and local planning policy, which all continue to support the delivery of housing on windfall sites.
19. In summary, it is considered that existing commitments, proposed new allocations and the windfall allowance - as supported via other policies in the plan - have a good prospect of delivering the objectives of this aspect of national planning policy, and would not generate the negative consequences of identifying specific allocations for 10% of our housing requirement on small sites.