



South
Cambridgeshire
District Council

Topic Paper – Joint Working and Development Strategy

Cambridge City Council

and

South Cambridgeshire District Council

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RD/Top/010

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1. INTRODUCTION

- 1.1 There is a close functional relationship between Cambridge and South Cambridgeshire that has long been recognised in planning terms. Past structure plans and regional plans identified the Cambridge sub region as a key driver of growth in the area, with Cambridge and South Cambridgeshire leading that growth at the heart of the sub region. The Cambridge area is home to nationally important high tech and research clusters, and a significant proportion of the required growth in housing is to support the growing economy.
- 1.2 Cambridge has a tightly drawn administrative boundary and is also surrounded by the Cambridge Green Belt, designated to protect the setting of this important historic city. The development sequence identified in the Cambridgeshire and Peterborough Structure Plan 2003 and the East of England Plan 2008 and given effect in the Cambridge Local Plan 2006 and South Cambridgeshire Local Development Framework (LDF) (adopted between 2007 and 2010) focuses development in Cambridge, then in major urban extensions on the edge of Cambridge through Green Belt releases (straddling the administrative boundary and including two joint Area Action Plans), then a new town at Northstowe (north west of Cambridge) and finally through limited development in the rural area.
- 1.3 There has been a close working relationship between Cambridge and South Cambridgeshire in the preparation of their respective new Local Plans, including a joint Strategic Transport and Spatial Planning Member Group. The plan making process has included considerable joint working reflecting the close relationship, and taken together the two Local Plans set out the sustainable development strategy for the Cambridge area. Both councils submitted their plans for examination on 28 March 2014, and this joint Topic Paper identifies the key strategic issues of joint interest and signposts key evidence to assist the examination.

2. DUTY TO COOPERATE

Key Evidence

- National Planning Policy Framework (RD/NP/010)
- Cambridge Duty to Cooperate Statement (RD/Sub/C/100)
- Cambridge Statement of Consultation (RD/Sub/C/080)
- South Cambridgeshire Duty to Cooperate Statement (RD/Sub/SC/080)
- South Cambridgeshire Statement of Consultation (RD/Sub/SC/090)
- Cambridgeshire and Peterborough Memorandum of Co-operation: Supporting the Spatial Approach 2011-2031 (RD/Strat/100)
- Anglian Water and Environment Agency Joint Position Statement on foul water and environmental capacity in relation to proposed development within South Cambridgeshire District Council (RD/Sub/SC/082)
- Greater Cambridgeshire Local Nature Partnership Statement of Cooperation (RD/Sub/SC/081)

National Planning Policy Framework

- 2.1 Paragraph 181 of the National Planning Policy Framework (NPPF) (RD/NP/010) states that 'Local planning authorities will be expected to demonstrate evidence of having successfully co-operated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination'. The NPPF continues by advising that evidence of cooperation can take the form of 'plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position.'

Compliance with the Duty to Cooperate

- 2.2 The councils have each prepared statements of compliance with the Duty to Cooperate (RD/Sub/C/100 and RD/Sub/SC/080) and Statements of Consultation (RD/Sub/C/080 and RD/Sub/SC/090) that set out the steps they have undertaken to work with all appropriate Duty to Cooperate partners throughout the plan making process.
- 2.3 There has been close cooperation between the councils in the Cambridge sub region housing market area on a Strategic Housing Market Assessment (RD/Strat/090) and a Memorandum of Cooperation (RD/Strat/100) to confirm that the full objectively assess needs in the housing market area will be provided – Cambridge City and South Cambridgeshire District Councils have committed to provide the full needs for their areas.
- 2.4 There has been particularly close cooperation between the two councils on the preparation of their respective Local Plans and with Cambridgeshire

County Council on the Cambridge and South Cambridgeshire Transport Strategy (RD/T/120). This includes a Joint Strategic Planning Unit and joint Member groups which oversaw the development of key elements of the three plans.

- 2.5 There has been on-going cooperation with key stakeholders, particularly on aspects such as suitability of sites for development and ability of service providers to deliver key services.

3. OBJECTIVELY ASSESSED NEEDS FOR JOBS AND HOMES

Key Evidence

- Cambridge Sub-Region Strategic Housing Market Assessment, in particular Overview and Chapter 12: Forecasts for homes of all tenures (May 2013) (RD/Strat/090)
- Population, Housing and Employment Forecasts Technical Paper (April 2013) (RD/Strat/080)
- Approach to Establishing Objectively Assessed Needs for Additional Housing (RD/Strat/280)

National Planning Policy Framework

- 3.1 The National Planning Policy Framework (RD/NP/010) requires that local planning authorities positively seek opportunities to meet the development needs of their area. Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change (paragraph 14). A key principle is to objectively identify and then meet the housing needs of the area, taking account of market signals (paragraph 17). This includes using an evidence base to ensure that the local plan meets the full, objectively assessed needs for market and affordable housing in the housing market area (paragraph 47). Local planning authorities should prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries (paragraph 159).
- 3.2 The NPPG (RD/NP/020) provides guidance on the approach to assessing need, the scope of assessments, the methodologies that should be used to assess housing and economic need and the core outputs and monitoring. This guidance was published in draft in August 2013 with a live version in March 2014. The SHMA update of forecasts for all homes was completed in May 2013, but broadly reflects the new practice guidance.

Issues and Options

- 3.3 The Councils started work on their respective local plans when the NPPF was still in draft form. The draft NPPF introduced the requirement for councils to objectively assess and then meet their identified housing needs and for this to be done through preparation of a Strategic Housing Market assessment for a relevant housing market area. A Cambridge Sub Region SHMA (RD/Strat/090) has been prepared jointly by the seven authorities included

within the housing market area since 2008. The housing market area comprises the five districts in Cambridgeshire, plus St Edmundsbury and Forest Heath Councils in Suffolk. Prior to the NPPF, the SHMA included regional plan housing targets rather than identifying housing needs as part of the SHMA preparation. The SHMA update to respond to the new NPPF requirement was completed in May 2013. Rather than delay plan making, the councils undertook Issues and Options consultations in summer 2012 that drew on the evidence provided in a variety of available forecasts to identify a range of options for levels of housing provision that were then subject to consultation. The range of the options consulted on at that stage covered the objectively assessed need subsequently identified in the SHMA. The City Council also had regard to physical capacity for additional housing given the confines of its tightly drawn administrative boundary. The process undertaken is explained in each Council's audit trail (see Statements of Consultation: RD/Sub/C/080 and RD/Sub/SC/090).

Proposed Submission Local Plans

- 3.4 The update to the SHMA to identify the objectively assessed needs of the Cambridge sub region housing market area, and each district within it, was prepared in parallel with the councils' Issues and Options consultations, as required by the then newly published NPPF. The updated chapter was published in May 2013 and is the key chapter of the SHMA supporting the Local Plans. No up to date national practice guidance was available when the SHMA was being prepared on how objectively assessed needs should be identified, beyond the requirements of the NPPF. An overview to the SHMA is provided at the front of the document and provides a succinct summary of the SHMA and signposts key issues.
- 3.5 The SHMA update was informed by a Technical Report prepared by Cambridgeshire County Council Research Group on behalf of the SHMA authorities. A short paper describes the approach taken to establishing objectively assessed needs (RD/Strat/280). The methodology was to focus on the anticipated increase in population across the housing market area having regard to a wide range of available national, local and economic forecasts to ensure the most reliable forecast of future needs. This approach took account of forecast jobs generation which is particularly important for this area as a significant proportion of the growth in housing is to support the growing economy. These were adjusted to take account of the 2011 Census to ensure an accurate population baseline from which to forecast future housing and jobs needs. From the 11 sources of forecasts considered, an indicative figure was identified, where there was a convergence of a number of forecasts. This meant that outliers, such as the forecast of natural change,

were excluded from the assessment. Population figures were identified for the housing market area as a whole and for each district.

- 3.6 The identified population figures were then run through the East of England Forecasting Model (EEFM) to identify the resulting increase in jobs and the homes needed to support them. The local authorities have previously had reservations about the EEFM but it has been refined in a number of ways that help its robustness and it includes the ability to forecast the homes needed to support the forecast jobs. For employment policy purposes, the EEFM is considered alongside the Local Economic Forecasting Model (LEFM) to provide a balanced approach that has regard to the benefits of both models (see Employment Topic Paper). The model also includes an appropriate occupation rate that reflects regional evidence of actual fall in household size between 1996-2007 and ensures that any suppressed housing need during the period of recession that may exist in the current housing stock is taken into account in forecasting future housing needs. Using population rather than households as the starting point for assessing housing needs enables the widest range of demographic and economic data to be used, including from the 2011 Census; and avoids reflecting past trends of suppressed household formation in future assessments of need, meaning there is no backlog of need.
- 3.7 The Technical Paper informed the preparation of the SHMA, Chapter 12: Forecasts for homes of all tenures. The SHMA took the forecasts from the Technical Report and considered them in the context of a range of market signals as required by the NPPF, including house prices, relationship between jobs and homes, commuting patterns, population structure, household types and sizes, housing mix and affordable housing need. The SHMA concludes that the forecasts from the Technical Report provide an appropriate objective assessment of housing and jobs needs for the Cambridge Sub Region housing market area as a whole and for individual districts. To test the findings of the SHMA, the dwellings figures were benchmarked against the national How Many Homes toolkit, which is supported by a range of professional organisations representing the planning and housing building professions. This showed that the housing needs identified in the SHMA for both the housing market area as a whole and for both Cambridge and South Cambridgeshire are higher than the toolkit, helping to support the appropriateness of the SHMA as the evidence base for planning for the future development needs of the Cambridge area.

3.8 The SHMA identifies the objectively assessed development needs for the two districts as follows:

Cambridge: 22,100 jobs 14,000 homes

South Cambridgeshire: 22,000 jobs 19,000 homes

3.9 The councils making up the housing market area and Peterborough have all signed a Memorandum of Cooperation (May 2013) that demonstrates their commitment to meeting the full objectively assessed housing needs of the housing market area. In it, Cambridge City Council and South Cambridgeshire District Council commit to meeting in full the objectively assessed needs for their respective areas.

3.10 The jobs and housing needs identified in the SHMA lie within the range of options consulted on in the Issues and Options consultations. Both councils' Proposed Submission Local Plans include targets for the figures identified in the SHMA for jobs and homes.

4. DEVELOPMENT STRATEGY

Key Evidence

- Cambridge and South Cambridgeshire Sustainable Development Strategy Review (RD/Strat/040)
- Cambridge Sub-Region Strategic Housing Market Assessment (RD/Strat/090)
- Cambridge Strategic Housing Land Availability Assessment (Cambridge SHLAA) (RD/Strat/130, RD/Strat/140)
- South Cambridgeshire Strategic Housing Land Availability Assessment (South Cambridgeshire SHLAA) (RD/Strat/120)
- Cambridge Inner Green Belt Study Review 2012 (RD/Strat/210)
- Cambridge City Council Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 1 Final Appraisal for Submission to the Secretary of State (RD/Sub/C/030)
- Cambridge City Council Cambridge City Council Sustainability Appraisal of the Cambridge Local Plan - SA Report - Appraisal of the Cambridge Local Plan 2014 - Proposed Submission (RD/LP/290)
- South Cambridgeshire Draft Final Sustainability Report (RD/Sub/SC/060)

National Planning Policy Framework

- 4.1 The National Planning Policy Framework (RD/NP/010) establishes that the purpose of the planning system is to contribute to the achievement of sustainable development. Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.
- 4.2 It acknowledges that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities. Working with the support of their communities, local planning authorities should consider whether such opportunities provide the best way of achieving sustainable development.
- 4.3 When drawing up or reviewing Green Belt boundaries, local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary.

Reviewing the Development Strategy for the Cambridge Area

- 4.4 Interdependencies between the two administrative areas of Cambridge and South Cambridgeshire are well established through the location of key employment sites, patterns of travel to work and access to services and facilities. The Councils have worked closely together for the production of previous development plans, and this has continued through the preparation of the new Local Plans.
- 4.5 The growth needs of the Cambridge area create considerable challenges and opportunities:
- A strong and growing economy;
 - The need for new homes to support the jobs and the aim to provide as many of those new homes as close to the new jobs as possible to minimise commuting and the harmful effects for the environment, climate change and quality of life that it brings; and
 - A Green Belt drawn to protect the unique character of Cambridge as a compact, dynamic city with a thriving historic centre, to maintain and enhance the quality of its setting, and to prevent it merging with the ring of necklace villages, that helps underpin the quality of life and place in the Cambridge area, which is fundamental to economic success.
- 4.6 Achieving an appropriate balance between these competing arms of sustainable development is a key objective of the development strategy for the new Local Plans.

Consideration of Strategic Approaches: Issues and Options 2012

- 4.7 In 2012, both councils sought comments in their respective Issues and Options consultations on whether the current development strategy remains the most sound basis for development in Cambridge and South Cambridgeshire for the period to 2031.
- 4.8 The Cambridge Issues and Options Report 2012 (RD/LP/240) focussed on Cambridge City Council's area by assessing options for continued development within the urban area as well as exploring whether there should be further development on the edge of Cambridge in the Green Belt.
- 4.9 The South Cambridgeshire Issues and Options 2012 (RE/LP/030) consultation included a question on how the sustainable development strategy should be taken forward, including options regarding where development

should be focused in the development sequence (edge of Cambridge, new settlements, village focus).

- 4.10 Options in both councils' consultations considered whether there should be further development of land on the edge of Cambridge through a review of the Green Belt. The same ten broad Green Belt locations around the edge of Cambridge were identified in both reports for consultation on whether they had potential to be released from the Green Belt for housing or other development.
- 4.11 The urban area of Cambridge is the most sustainable location for development across the two areas. Cambridge City Council undertook an extensive search for additional housing sites within the built up area. This involved a Strategic Housing Land Availability Assessment (SHLAA) (RD/Strat/130, RD/Strat/140) whereby the council issued a general 'call for sites' to identify all possible sites that could accommodate housing development in the city as well as undertaking an extensive search for sites. Sites that were put forward were subject to a rigorous assessment leading to a shortlist of sites. These sites were subject to public consultation in January 2013, including initial sustainability appraisal (RD/LP/280) by Cambridge City Council. Around 900 sites were subject to detailed assessment within the urban area of Cambridge.
- 4.12 South Cambridgeshire District Council also carried out a Strategic Housing Land Availability Assessment (SHLAA) (RD/Strat/120). Following a 'call for sites' over 300 sites were tested against a consistent set of criteria to identify key constraints and considerations and assess their availability, suitability, and deliverability. Each of the sites was also subject to Sustainability Appraisal. The detailed sustainability appraisals of all sites, have been collated into Annex B of the South Cambridgeshire Draft Final Sustainability Report (RD/Sub/SC/060). A total of 52 site options were identified as having potential for development and consulted on. These included new town options on land north of Waterbeach and new village options at Bourn Airfield, and a large scale extension to the west of the previously established new village of Cambourne.
- 4.13 The other site options were located at the largest and best served villages - Rural Centres and Minor Rural Centres and a number of villages that were identified as better served Group villages for possible re-categorisation in the Issues and Options consultation. The approach to village sites has taken into account the village hierarchy, developed following a review of the sustainability of settlements (South Cambridgeshire Village Classification Report 2012 RD/Strat/240), and included in the Spatial Strategy chapter of the Proposed Submission South Cambridgeshire Local Plan. After reviewing the

potential development sites, it was clear that sufficient sites could be identified at higher levels of the hierarchy, without having to consider allocations in the smaller villages, which would lead to a dispersed pattern of development where the fewest services and facilities are available. Therefore sites at Group and Infill villages were not considered reasonable alternatives.

Review of the Strategy through Issues and Options 2 Joint Part 1 2013

4.14 Further joint work was undertaken to inform an Issues and Options 2 Joint Part 1 2013 (RD/LP/150) consultation on key elements of the development strategy for the wider Cambridge area. This comprised:

- Review of the Development Strategy
- Review of the Inner Boundary of the Cambridge Green Belt
- Site Assessments and Sustainability Appraisal

Review of the Development Strategy

4.15 The Issues and Options 2 stage of plan-making was informed by a review of the sustainable development strategy prepared by the Cambridgeshire Joint Strategic Unit. Overall, the Cambridge and South Cambridgeshire Sustainable Development Strategy Review (RD/Strat/040) document concludes that the development strategy in the Cambridge Local Plan 2006 and the South Cambridgeshire LDF (2007-2010) remains the most sustainable for the two areas, subject to striking the right balance between meeting the needs and demands for new homes and jobs, with environmental, infrastructure and quality of life factors. The most sustainable locations for development are within and on the edge of Cambridge and then in one or more new settlements close to Cambridge, which are connected to the city by high quality public transport and close enough for other non-car modes to be attractive. Development in villages is the least sustainable option and only appropriate in the larger better served villages with good quality public transport.

Review of the Inner Green Belt Boundary

4.16 In view of the confirmation of Cambridge and edge of Cambridge locations being at the top of the development sequence, the councils undertook a review of the inner boundary of the Green Belt. The current inner Green Belt boundary was established through the Cambridge Local Plan (2006) (RD/AD/300) and South Cambridgeshire Local Development Framework (adopted between 2007 and 2010) (RD/AD/100, RD/AD/110, RD/AD/120), including the joint Cambridge East Area Action Plan (2008) (RD/AD/280) and joint North West Cambridge Area Action Plan (2009) (RD/AD/290). The

exceptional circumstances for establishing the Green Belt boundaries set out in existing plans came through RPG6 (2000) (RD/NP/131) and the Cambridgeshire and Peterborough Structure Plan (2003) (RD/AD/010), which sought to focus more growth close to Cambridge to increase the sustainability of development and identified broad locations where land should be released from the Green Belt. The planned developments are making good progress, with the exception of the full Cambridge East development, as the airport site is now not available until at least 2031.

- 4.17 In order to inform the current detailed Green Belt boundary, two studies were undertaken. The first was the Inner Green Belt Boundary Study (RD/Strat/170) undertaken by Cambridge City Council in 2002 and the second was the Cambridge Green Belt Study by Landscape Design Associates for South Cambridgeshire District Council in September 2002 (RD/Strat/180).
- 4.18 To help inform the process in moving forward to identifying specific site options for the new plans, the councils carried out a joint review of the Inner Green Belt boundary, and produced the Inner Green Belt Study Review 2012 (RD/Strat/210). The purpose of the review was to provide an up to date evidence base, and help the councils reach a view on whether there are any further areas of land that could be considered for release from the Green Belt and allocated for development to meet their identified needs without significant harm to Green Belt purposes.
- 4.19 The Inner Green Belt Study Review 2012 found a limited number of sites that are of lesser importance to Green Belt purposes. The review also concluded that the significant majority of the remaining Green Belt close to Cambridge is fundamentally important to the purpose of the Cambridge Green Belt and should not be developed.

Site Assessments and Sustainability Appraisal

- 4.20 Following the identification and testing of broad locations in the 2012 Issues and Options consultation, a long list of sites at the fringe of Cambridge was put together within these broad locations drawing on two sources: Developers' site boundaries received from the 'call for sites' for the Strategic Housing Land Availability Assessments (SHLAAs) carried out by both authorities and also pursued through the 2012 Issues and Options consultations and additional sites identified through the 2012 Inner Green Belt Review as fulfilling Green Belt purposes to a lesser degree. This resulted in an initial list of 41 sites. The map in Appendix 2 in the Issues & Options 2, Part 1 – Joint Consultation of Development Strategy & Site Options on the Edge of Cambridge (RD/LP/150) illustrates the site options tested.

- 4.21 These sites were assessed utilising a site assessment pro forma, which was developed jointly to take into account both authorities' Sustainability Appraisal objectives. The pro forma was specifically developed to fully integrate the sustainability appraisal process into site assessment. The pro forma also includes planning and deliverability criteria which do not directly relate to the Sustainability Appraisal, but are important in order to ensure that the Local Plans are deliverable, and therefore can be considered to be reasonable alternatives. The Joint Green Belt Site Assessment Pro forma can be found in the Interim Sustainability Appraisal of Issues and Options 2 Part 1 (RD/LP/160) the accompanying technical background document (RD/LP/170), and the respective Final Sustainability Reports (South Cambridgeshire: RD/Sub/SC/060, Cambridge: RD/Sub/C/030, RD/Sub/C/040).
- 4.22 In order to draw information together in an accessible form, and reach an overall conclusion on the merits of the sites assessed, key elements from the pro formas were combined in a series of summaries by broad location which enable the most and least sustainable sites to be identified. These can be found in Appendix 3 of the Issues and Options 2 (2013) Part 1 document (RD/LP/150).
- 4.23 Following the assessment, 6 sites in the Green Belt on the edge of Cambridge were identified as being sites with development potential, albeit with some constraints or adverse impacts.

Issues and Options 2

- 4.24 Taking account of the joint evidence work, the councils sought views through the Issues and Options 2 joint Part 1 consultation on the appropriate balance between protecting land on the edge of Cambridge that is of high significance to Green Belt purposes, and delivering development away from Cambridge in new settlements and at better served villages.
- 4.25 The joint consultation also included the 6 site options in the Green Belt on the edge of Cambridge. All other sites in the Green Belt on the edge of Cambridge put forward to the Councils and assessed were rejected as options for development. Reasons for rejection are summarised in Appendix 3 of the Issues and Options 2: Part 1 document.

Considering the Development Strategy

- 4.26 Over 38,000 representations were submitted to the councils in response to the two rounds of issues and options consultations. The councils reviewed and

considered the comments received, and the range of possible options for the Local Plans that flow from the development strategy options and the site options consulted on.

- 4.27 Building on the Sustainability Appraisals supporting each of the Issues and Options consultations, a high level assessment of the sustainability implications of focusing on different stages of the development sequence was carried out. This can be found in appendix 1 of Part 3 of the South Cambridgeshire Draft Final Sustainability Report (RD/Sub/SC/060) and section 4.2 of the Final Submission Sustainability Appraisal for Cambridge (RD/Sub/C/030).
- 4.28 A range of strategy options around the site options in the Green Belt, new settlement options, major expansion of Cambourne and the best available sites at villages have been identified and tested through Sustainability Appraisal, to consider the relative sustainability impact of different development strategy packages. This included looking at different levels of growth at some of the site options to minimise adverse impacts and secure the most sustainable form of development.
- 4.29 For comparison, the sustainability impacts of packages made up of site options identified by the councils were compared with package options that included major development sites on the edge of Cambridge that had been rejected through the assessment process. The assessment tables and commentary on the site packages appraisal are included in the Appraisal of Alternative Site Packages in the South Cambridgeshire Sustainability Appraisal Part 3 (Appendix 4) (RD/Sub/SC/060).
- 4.30 The Sustainability Appraisals identify the importance of balancing the accessibility aspects of sustainable development and the environmental and social benefits it brings, with the significant harm to the landscape and setting environmental aspects of sustainability that development on land in the Green Belt would have, with the resulting irreversible adverse impacts on the special character and setting of Cambridge as a compact historic city and the risks that could have to the economic success of the Cambridge area, which is in part built on its attractiveness as a place to live and work.

Proposed Submission Local Plans

- 4.31 Taking account of all the evidence and results of public consultation, the preferred strategy included in the Cambridge Local Plan 2014 and Proposed Submission South Cambridgeshire Local Plan is:

- Within the urban area of Cambridge
 - Within the defined fringe sites on the edge of Cambridge
 - Within the six small scale Green Belt sites proposed to be released from the Green Belt
 - Within existing and newly identified new settlement locations
 - At identified village sites
- 4.32 On the edge of Cambridge, three sites identified through the Green Belt review were identified for residential development. Two sites in Cambridge (north and south of Worts' Causeway GB1 and GB2), and a small expansion of the existing NIAB2 housing site in South Cambridgeshire between Huntingdon and Histon Roads, although this latter site would not increase the overall number of homes currently planned.
- 4.33 These sites, together with sites within the urban area, mean that Cambridge is able to meet its full objectively assessed needs within its administrative area.
- 4.34 Outside Cambridge, strategic development proposals in the Submission South Cambridgeshire Local Plan focus on new settlements and previously established new settlements, which were identified as the next most sustainable location for growth after Cambridge, with new allocations for:
- New town at Waterbeach Barracks – 8,000 to 9,000 homes, 1,400 of which by 2031.
 - New village at Bourn Airfield – 3,500 homes, 1,700 of which by 2031.
 - Cambourne West – 1,200 homes, all by 2031.
- 4.35 The decision to allocate all three strategic sites has been influenced by the long lead in times for new settlements which will come forward later in the plan period and continue developing beyond 2031. Delivery of Waterbeach new town towards the end of the plan period also has the benefit of ensuring that delivery at Northstowe will be well established before another new town development begins, with about half the town having been built by the time Waterbeach starts delivering. It also has the sustainability advantage that focusing development in new settlements on two main transport corridors can bring forward significant improvements in public transport and support high quality new services and facilities, including secondary schools.
- 4.36 The major sites will be supported by limited development in the order of 900 homes at the more sustainable villages to provide flexibility and help ensure a continuous supply of housing land over the plan period. Some of these involve release of land from the Green Belt where it is considered exceptional circumstances exist in order to provide an element of housing development at the most sustainable villages. This reflects the location of four of the five

Rural Centres in or on the edge of the Green Belt. Further information regarding the selection of sites and rejection of others can be found in the South Cambridgeshire Draft Final Sustainability Report.

5. HOUSING LAND SUPPLY

Key Evidence:

- Strategic Housing Land Availability Assessment South Cambridgeshire District Council August 2013 (RD/Strat/120);
- South Cambridgeshire Annual Monitoring Reports for 2009 to 2013 and March 2014 update (RD/AD/220 – 270);
- Strategic Housing Land Availability Assessment (Cambridge City Council 2012) (RD/Strat/130)
- Strategic Housing Land Availability Assessment Update (Cambridge City Council 2013) (RD/Strat/140)
- Cambridge Annual Monitoring Report 2013 (RD/AD/350)

- 5.1 Each council has prepared a Housing Land Supply Topic Paper. However, in view of the close functional relationship between the two areas and the nature of the development strategy and development sequence, it is also relevant to consider the issue of housing supply jointly. The delivery of the sustainable development strategy involves more development in Cambridge early in the plan period with many of the sites at the top of the search sequence now being well advanced, while the new settlements with their longer lead-in periods come forward later.
- 5.2 There is a logic in considering housing supply and delivery for both areas together to ensure that the government's overall sustainability objectives set out in the NPPF are not undermined. The recent Government announcement of a City Deal for Cambridge and South Cambridgeshire districts is founded on the strength of the relationship between the two areas and further supports a joined up consideration in housing supply terms. For these reasons it is appropriate to consider housing supply and in particular, the 5-year supply situation jointly across both districts. Both councils have used the 'Liverpool' method of 5-year supply calculation and both say that a 5% buffer is appropriate. However, for completeness, the implications of both methods of calculation and buffer are brought together in Table 1 for the 5-year period 2014-2019. This shows that even under a worst case scenario, there is a 5 year supply of housing land in the Greater Cambridge area.

Table 1: Five Year Supply 2014-2019

	Liverpool Method		Sedgefield Method	
	5%	20%	5%	20%
South Cambridgeshire	5.1	4.4	4.4	3.9
South Cambridgeshire with 1,000 City Deal	5.2	4.6	4.6	4.0
Cambridge	7.7	6.7	7.6	6.6
Cambridge and South Cambridgeshire	6.2	5.4	5.6	4.9
Cambridge and South Cambridgeshire with 1,000 City Deal	6.2	5.5	5.7	5.0

6. INFRASTRUCTURE AND VIABILITY

Key Evidence:

- Cambridge and South Cambridgeshire Joint Infrastructure Delivery Study 2012, Peter Brett Associates (RD/T/010)
- Cambridge and South Cambridgeshire Joint Infrastructure Delivery Study Update 2013, Peter Brett Associates (RD/T/020)
- Cambridge City Council Community Infrastructure Levy Viability Assessment (RD/T/200)
- Cambridge City Council SHLAA and Potential Site Allocations High Level Viability Assessment (RD/Strat/150)
- Cambridge City Council Student Housing Affordable Housing Study (RD/H/340)
- Cambridge City Council Small Sites Affordable Housing Viability Study (RD/H/320)
- South Cambridgeshire Local Plan Submission & Community Infrastructure Levy Preliminary Draft Charging Schedule Consultation Viability Study 2013 (RD/T/220)
- South Cambridgeshire District Council Community Infrastructure Levy Preliminary Draft Charging Schedule 2013 (RD/T/230)

National Planning Policy Framework

- 6.1 The National Planning Policy Framework (NPPF) (RD/NP/010) requires local planning authorities to set out strategic priorities for the area, and plan positively for the provision of infrastructure.
- 6.2 Paragraph 162 of the NPPF requires local planning authorities to assess the quality and capacity of infrastructure and its ability to meet forecast demands, and to take account of the need for strategic infrastructure including nationally significant infrastructure within areas.

Infrastructure Delivery

- 6.3 The delivery of new or improved infrastructure and services to support new development in a timely and phased manner is an important element in ensuring the appropriate and sustainable implementation of the development strategy included in the Local Plans. In order to do this in a comprehensive way, the Councils commissioned the development of a joint Infrastructure Delivery Study (IDS) (RD/T/010), which has involved extensive working with relevant stakeholders, authorities and service providers.

- 6.4 In accordance with the NPPF, the Infrastructure Delivery Study examines three infrastructure categories: Physical (transport, energy, drainage and waste), Social (education, health care, leisure and recreation, community and social and emergency services) and Green (open space). The IDS provides an overview of infrastructure required to support new development, an overview of who is responsible for delivery and a broad indication of phasing, costs and funding mechanism. It includes an infrastructure delivery schedule but should not be seen as a detailed investment programme.
- 6.5 Following on from the 2012 Study, the councils commissioned an update of the Study with a report in 2013 (RD/T/020).

Viability

- 6.6 In accordance with paragraphs 173 and 174 in the NPPF, the councils have also taken account of viability and the impact of viability as part of the plan making process. A suite of viability assessments have been produced for both councils. For Cambridge, viability consultants Dixon Searle LLP were commissioned to undertake viability modelling work on planned development proposals across Cambridge, as well as examining the viability of the SHLAA and emerging Local Plan policies RD/T/200, RD/Strat/150, RD/H/340 and RD/H/320)
- 6.7 For South Cambridgeshire, the viability of village sites was assessed as part of the SHLAA. A Viability Study was also commissioned that assessed the viability of the emerging Local Plan policies and supported the preparation of a Community Infrastructure Levy Preliminary Draft Charging Schedule, also from viability consultants Dixon Searle LLP (RD/T/220).
- 6.8 Alongside the plan making process, the councils have also worked up proposals for introducing the Community Infrastructure Levy (CIL) in their areas. Cambridge City Council has submitted its Draft CIL Charging Schedule for examination at the same time as the Local Plan.
- 6.9 South Cambridgeshire District Council consulted on a Community Infrastructure Levy Preliminary Draft Charging Schedule alongside the Local Plan Proposed Submission Consultation 2013 (RD/T/230). Consultation on a draft Charging Schedule is planned for Spring 2014 and the council intends submitting its Draft CIL Charging Schedule for examination in Summer 2014 to follow the Local Plan examination.
- 6.10 The viability evidence identifies a funding gap for the new settlement proposals, in particular in relation to transport. The Government

announcement in the March 2014 Budget of a City Deal for the Greater Cambridge area, comprising Cambridge City Council, South Cambridgeshire District Council and Cambridgeshire County Council (subject to agreement by the Councils) will see substantial grants to the councils to help deliver growth and in particular necessary supporting transport infrastructure.

7. TRANSPORT

Key Evidence:

- Transport Strategy for Cambridge and South Cambridgeshire March 2014 (RD/T/120)
- Cambridge Sub Regional Transport Modelling Report for Cambridge and South Cambridgeshire Local Plans (RD/Strat/160).

National Planning Policy Framework

- 7.1 In preparing Local Plans, local planning authorities should support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport. Local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development.

Transport Strategy and the Local Plans

- 7.2 Planning for transport has been a key element of local plan preparation. The councils have worked in close partnership with Cambridgeshire County Council from the earliest stages of plan making. It was determined that a new Transport Strategy for Cambridge and South Cambridgeshire (TSCSC) should be prepared in parallel with the local plans, to help influence the development strategy and address infrastructure needs. Its development was guided by the Joint Strategic Transport and Spatial Planning Group, comprising elected members of all three authorities. It forms part of the Local Transport Plan for Cambridgeshire (RD/T/090).
- 7.3 Alongside the Issues and Options 2012 consultations for the two local plans, the County Council undertook an Issues and Options consultation for the TSCSC (RD/T/100). The consultation highlighted some of the main issues and challenges for transport and sought views on the approach that should be taken in a Transport Strategy to tackle these issues.
- 7.4 A significant amount of modelling was undertaken during the preparation of the TSCSC and the Local Plans to test the range of growth scenarios and interventions and this fed into the preferred growth and transport strategy. This included a range of measures and interventions both to mitigate the impacts of growth and to enhance accessibility to and between key destinations. A Transport Modelling Report was published to accompany the

Proposed Submission Local Plans and the TSCSC, titled the Cambridge Sub Regional Transport Modelling Report for Cambridge and South Cambridgeshire Local Plans (RD/Strat/160).

- 7.5 The draft TSCSC (RD/T/110) was published for consultation alongside the Proposed Submission Local Plans. Responses were considered by the Joint Strategic Transport and Spatial Planning Group, before the final plan was considered and adopted by the County Council Cabinet on 4 March 2014.
- 7.6 The adopted Transport Strategy for Cambridge and South Cambridgeshire March 2014 (RD/T/120):
- Provides a detailed policy framework and programme of schemes for the area, addressing current problems and consistent with the policies of the Third Cambridgeshire Local Transport Plan 2011-26 (LTP3).
 - Supports the Cambridge and South Cambridgeshire Local Plans, and take account of committed and predicted levels of growth, detailing the transport infrastructure and services necessary to deliver this growth.
- 7.7 The results of the modelling demonstrated that while there is expected to continue to be a significant growth in travel demand, principally related to jobs growth, the Transport Strategy and Local Plans together should have a positive impact on managing the demand for travel and travel behaviour in the two districts. The Transport Strategy measures proposed should help to double the rate of growth in trips by sustainable alternative modes of travel than they would otherwise be expected and reduce the growth in car trips into Cambridge by 10%. The measures should also increase the total trips into Cambridge during the peak so Cambridge should become slightly more accessible overall.
- 7.8 The Submission South Cambridgeshire Local Plan includes policies for strategic sites that require specific transport measures to address the impact of proposals and deliver sustainable transport solutions in line with the TSCSC. The Promoting and Delivering Sustainable Transport Infrastructure chapter includes a range of policies to consider and address the transport impacts of developments.
- 7.9 As identified at paragraph 6.10, the City Deal (subject to agreement by the Councils) will see substantial grants to the councils that will help deliver necessary supporting transport infrastructure

8. SUB REGIONAL SPORTING, CULTURAL AND COMMUNITY FACILITIES

Key Evidence

- Major Sports Facilities Strategy for the Cambridge Sub-Region (Cambridgeshire Horizons 2006) (RD/CSF/010)
- Arts and Cultural Strategy for the Cambridge Sub-Region (Cambridgeshire Horizons 2006) (RD/HQ/010)
- Major Facilities Sub Regional Facilities in the Cambridge Area (Cambridge City Council and South Cambridgeshire District Council 2012) (RD/CSF/020)

National Planning Policy Framework

- 8.1 The National Planning Policy Framework (RD/NP/010) establishes that one of the roles of the planning system is to create a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being.

Background

- 8.2 Studies into arts, culture, and major sporting facilities undertaken for Cambridgeshire Horizons in 2006 identified Cambridge as a possible location for new sub-regional facilities, including specifically a community stadium, ice rink and concert hall.

Issues and Options

- 8.3 The councils initially sought views on Sub-Regional Facilities in their respective Issues and Options 2012 consultations (Cambridge: RD/LP/240, South Cambridgeshire: RD/LP/030). As well as asking general questions regarding need and location, the consultations specifically sought views on a community stadium, ice rink, and concert hall.
- 8.4 Following up the consultation, the councils decided that a review was needed of the evidence available, and in particular to explore whether there is a need for a community stadium, which would for example merit removing land from the Green Belt, and what a community stadium would encompass. This resulted in the Major Facilities Sub Regional Facilities in the Cambridge Area 2012 document (RD/CSF/020). This review looked at previous studies and evidence regarding the need for such facilities. It explored the likely site

requirements, and identified potential site options in Cambridge and the surrounding area.

- 8.5 It concluded that the existing Abbey Stadium site on Newmarket Road meets the current needs of Cambridge United (CUFC) (who would be likely to be the anchor tenant), although the current facilities are not ideal for the club, and do not currently contribute to the broader range of activities that would be found in a community stadium facility. Given this situation, no specific need has been identified in the Cambridge Sub-Regional Facilities Review requiring the provision of a community stadium anchored by CUFC, 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, particularly as the previous studies were not subject to public consultation.
- 8.6 The Cambridge Sub-Regional Facilities Review 2012 explored potential site options where a community stadium could be located. Fourteen options were rejected before detailed consideration, as they did not merit further exploration. Eleven options were subject to more detailed testing. A testing pro forma was developed with the purpose of identifying the impacts of potential sites, and enabling a comparison of their impacts and relative sustainability. This was a variation on the joint Cambridge/South Cambridgeshire Green Belt site pro-forma.
- 8.7 Although tested further, significant constraints were identified for all the site options tested. Two of the options were rejected as being unlikely to be able to accommodate a community stadium. Nine options were included for public consultation in the Issues and Options 2 Part 1 Joint Consultation in January 2013 (RD/LP/150). Three potential sites were identified, within or on the edge of the city, but outside the Green Belt, three on the edge of Cambridge in the Green Belt, and three in planned or potential new settlements. The consultation document highlighted the advantages and disadvantages of each option to inform comment. The consultation also sought views on whether there was a need for a facility, particularly in the light of the potential options available.
- 8.8 The councils concluded that although there are potential benefits to a community stadium scheme, they have to make a judgement whether the need has been demonstrated, and in particular whether need is sufficient to provide exceptional circumstances for a review of the Green Belt. They do not consider that the need is sufficient to justify a Green Belt review, particularly given the harmful impacts identified of the sites tested. The suitability of sites

for an ice rink or concert hall was also considered, but considered that given the limited evidence available at this stage, instead of allocating a specific site, the Local Plans could include a general policy approach to such facilities, so that should proposals come forward they can be appropriately considered.

- 8.9 Paragraph 2.36 of the Cambridge Local Plan 2014: Proposed Submission states that the councils recognise that delivering such facilities within the sub-region is desirable, but are not satisfied that a compelling case exists for the need for a community stadium in a Green Belt location. No evidence of need for other sub-regional facilities (see Section Eight), such as a new ice rink and concert hall, has been demonstrated. Policy 73 allows such applications to come forward and be judged on their merits in line with local and national policy. The Proposed Submission South Cambridgeshire Local Plan establishes a similar approach in paragraphs 9.16 to 9.18.