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TOWN AND COUNTRY PLANNING ACT 1990

APPEAL UNDER SECTION 78 AGAINST THE REFUSAL BY SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL OF AN OUTLINE PLANNING APPLICATION FOR THE DEVELOPMENT OF LAND FOR A RETIREMENT CARE VILLAGE IN USE CLASS C2 COMPRISING HOUSING WITH CARE, COMMUNAL HEALTH, WELLBEING AND LEISURE FACILITIES, PUBLIC OPEN SPACE, LANDSCAPING, CAR PARKING, ACCESS AND ASSOCIATED DEVELOPMENT AND THE PROVISION OF LAND FOR USE AS A COUNTRYSIDE PARK FOR PUBLIC ACCESS

LAND BETWEEN HAVERHILL ROAD AND HINTON WAY, STAPLEFORD, CAMBRIDGE

PROOF OF EVIDENCE - PLANNING

LPA Reference: S/02929/20/OUT

PINS Reference: APP/W0530/W/21/3280395

**Colin Brown BA (Hons) MRTPI
Carter Jonas LLP
One Station Square
Cambridge
CB1 2GA**

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1. INTRODUCTION

Personal Details

1.01 My name is Colin William Brown. I hold a first class Bachelor of Arts (Hons) degree in Town and Country Planning from the University of Newcastle-upon-Tyne (1991).

1.02 I am a Chartered Town Planner, I obtained full Chartered membership of the Royal Town Planning Institute in 1992. I have over 30 years' experience as a practicing Town Planner. I am currently employed as a Partner and Head of the Planning and Development Division in the Planning & Development Team at the Cambridge office of Carter Jonas LLP, a leading nationwide firm providing property services to private and corporate clients.

Scope of Evidence

1.03 This appeal is against the refusal of 20/02929/OUT by South Cambridgeshire District Council ('the Council') on 20 April 2021 (**CD3.3**) for development of land for a retirement care village in Use Class C2.

1.04 As agreed within section 6 of the Statement of Common Ground (SoCG), the following consultees raised no objections to the proposed development:

- The Council's Housing Officer
- Historic England
- The Council's Conservation Officer
- The County Council Archaeological Team
- The Council's Trees Officer
- The Council's Ecology Officer
- The Highway Authority
- Anglian Water
- The Environment Agency
- The Lead Local Flood Authority
- The Council's Sustainable Drainage Officer
- The Council's Sustainability Officer
- The Council's Contaminated Land Officer

1.05 The planning application was referred to a meeting of the Council's Planning Committee on 13 April 2021 with a recommendation of refusal. The Council's Planning Committee resolved to refuse the application as per the officer recommendation and a decision notice to this effect was issued on 20 April 2021.

1.06 The decision notice gives four reasons for refusal, as follows:

1. *The site is located outside of the development framework boundary of Stapleford, within the countryside and Cambridge Green Belt. The proposed development*

would represent inappropriate development that is, by definition, harmful to the Green Belt in policy terms as the retirement care village does not fall within any of the exception criteria within paragraphs 145 or 146 of the National Planning Policy Framework 2019. The proposal is therefore contrary to Policy S/4 of the South Cambridgeshire Local Plan 2018 and paragraphs 143, 144, 145 and 146 of the National Planning Policy Framework 2019 that seek to resist inappropriate development in the Green Belt.

2. *In addition to harm caused by inappropriateness, the proposed retirement care village would have a substantial and detrimental impact on the openness of the Green Belt through the introduction of a substantial built form of development and urbanising effect on the site that cannot be said to safeguard the countryside from encroachment, which would undermine the purposes of the Green Belt and including land within it. The proposal is therefore contrary to Policies S/4 and NH/8 of the South Cambridgeshire Local Plan 2018 and paragraphs 133 and 134 of the National Planning Policy Framework 2019 which set out that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.*
3. *The proposed retirement care village, by virtue of the introduction of a substantial built form of development on land which is currently open, would fail to reflect or respect the strong rural characteristics of Stapleford or respond to the sites sensitive edge of village location. The development would be out of keeping with the local vernacular, appearing as an incongruous and extensive urban form of development on the village edge. Furthermore, the retirement care village would result in a significant incursion into the landscape and soft rural edge of the village which would do little to respect, retain or enhance the local character and the distinctiveness of the local landscape. The proposal is therefore contrary to Policies S/7, HQ/1, NH/2 and NH/8 of the South Cambridgeshire Local Plan 2018 and paragraphs 127 and 170 of the National Planning Policy Framework 2019 which seek to protect the countryside from encroachment, preserve or enhance the character of the local rural area and protect or enhance valued landscapes.*
4. *The application has failed to provide very special circumstances which, taken individually or collectively, demonstrate why the harm by reason of inappropriateness in the Green Belt and other harm identified, is clearly outweighed by these considerations. The application therefore fails to satisfy the requirements of paragraph 144 of the National Planning Policy Framework 2019.*

1.07 Section 5 of the Statement of Common Ground (SoCG) lists those documents which comprise the statutory adopted development plan. It is agreed between the parties that the South Cambridgeshire Local Plan (SCLP) and The Cambridge Southern Fringe Area Action Plan (CSFAAP) are of direct relevance to the Main Matters of this Inquiry. These are the Development Plan documents I focus upon within this Proof of Evidence.

- 1.08 My colleagues have provided topic specific Proofs of Evidence relating to for the following matters:
- Need – Jessamy Venables
 - Landscape and visual impacts, including openness – Jonathan Billingsley
 - Ecology – Duncan Painter
 - Alternate sites – Robert Belcher
- 1.09 This statement forms my proof of evidence and will address the following matters:
- Introduction
 - The Appeal Scheme and Surrounding Area
 - Local Planning Policy and Local Guidance, Assessments and Strategies
 - National Planning Policy & Guidance
 - Third Party Objections
 - Benefits of the Appeal Proposals
 - Planning Balance
- 1.10 An agreed S106 Obligation will be entered into prior to the opening of the Inquiry

Statement of Truth

- 1.11 The evidence which I have prepared and provide for this appeal is true and has been prepared and is given in accordance with the guidance of my professional institution and I confirm that the opinions expressed are my true and professional opinions.

2. THE APPEAL SCHEME AND THE APPEAL SITE SURROUNDING AREA

The Appeal Scheme

2.01 The application for outline planning permission, now the subject of this appeal, was made valid on 3 July 2020 and was given the reference 20/02929/OUT. Prior to the submission of the application, a screening opinion request was made (ref. 20/03141/SCRE) to which the Council returned an opinion of 'Environmental Statement not Required'.

2.02 The planning application is made in outline with all matters reserved apart from access. The description of development reads as follows:

'Development of land for a retirement care village in Use Class C2 comprising housing with care, communal health, wellbeing and leisure facilities, public open space, landscaping, car parking, access and associated development and public access countryside park (outline application with all matters reserved apart from access)'

2.03 A retirement village provides a range of homes to rent and to buy, with additional care facilities to support those who need it with a particular focus upon older people as defined in annexe 2 of the National Planning Policy Framework (NPPF)¹. The level of support can be adapted to fit the changing needs of people over time, ranging all the way up to full care as one would receive in a residential care home. Retirement villages are designed to integrate with local communities: on-site facilities are fully accessible to the public and carefully chosen locations mean that residents can access existing local facilities and services via sustainable transport modes and can maintain their existing social networks.

2.04 The illustrative scheme presented as part of the application suggests that the scheme could provide:

- A central care home of up to 110 bed spaces/rooms/units (a combination of both assisted care suites and care bedrooms), with associated facilities;
- Up to 110 retirement dwellings with care link packages.

2.05 The precise mix of bed spaces and retirement dwellings with care link packages is unknown at this stage and will depend upon the operational preferences of the final operator. However, the appeal scheme proposes an overall maximum floor area of 17,825sq.m.

2.06 The area of land for the retirement village element of the proposals comprises approximately 3.12ha, whilst the open space and landscaping comprises a total of 20.89ha, 19.1ha of which comprises of the proposed countryside park. The zone of the built element therefore comprises approximately 13% of the overall site.

¹ People over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs

- 2.07 The countryside park is proposed to be a public facility and will be made available for public use in perpetuity. The Appellants will enter into an obligation to transfer the countryside park (along with a maintenance contribution) to a public body, the Magog Trust, so that it can be managed in perpetuity in the public interest. The Magog Trust owns 163.5 acres of land adjacent to Wandlebury Country Park (and near to the appeal site) that it has, since 1989, cultivated primarily as chalk grassland and provided for public recreation. The Trust are well placed to manage the countryside park. I attach a copy of the Trust's consultation response to the planning application at **Appendix 1**, which confirms that the Trust has expressed 'serious interest' in managing the land and that it is in discussion with the Appellants.
- 2.08 Section 2 of the SoCG provides a list of the plans upon which the Council's decision was made. Appendix B to the SoCG provides a table of all documents that were submitted to the Council during the determination of the planning application.
- 2.09 The application is supported by three parameter plans (which comprise three of the plans upon which the Council's decision was made), as follows:
- Parameter Plan: Land Use and Building Heights - Ref. J0027450_008 (**CD2.10**)
 - Parameter Plan: Landscape - ref. J0027450_009 (**CD2.11**)
 - Parameter Plan: Access and Movement – Ref. J0027450_010 (**CD2.12**)
- 2.10 These parameter plans set a framework within which any future reserved matters submissions must sit.
- 2.11 The Access and Movement Parameter Plan (**CD2.12**) confirms that the main vehicular access and egress into and out of the site will be from Haverhill Road and that there will be a minimum of three pedestrian/cycle points of access/egress into and out from the site located in the north western corner, the eastern corner and the south western corner. The main access is to be formed by way of a ghost-island right-turn facility onto Haverhill Road.
- 2.12 The design of the main access is provided on drawing ref. 406.09693.00002.14.H011.1 (**CD2.13**). A secondary access from Gog Magog Way to be used for pedestrian and cycle access and also for emergency access and the design of this is provided on drawing ref. 406.09693.00002.14.012.2 (**CD2.14**).
- 2.13 An updated version of the main access design drawing was submitted with the appeal (drawing ref. 406.09693.00002.14.H011.2 – **CD2.15**). This plan was produced having regard to the consultation response of the Highway Authority dated 9 December 2020. Whilst this consultation response raised no objection to the development proposals on highway grounds, it did recommend a condition requiring that the proposed main access junction with the highway carriageway be laid out with 8m radius kerbs as opposed to the 6m radius kerbs shown on **CD2.14**. The updated plan ref 406.09693.00002.14.H011.2 shows provision of 8m radius kerbs.

- 2.14 The Land use Parameter Plan (**CD2.10**) defines the zone in which the built extent of the retirement care village would be provided. It shows that the built development would be confined to the central part of the southernmost part of the application site. The Parameter Plan shows that a wide buffer would be provided around the edge of the retirement village development and defines the area of the proposed countryside park in the northern part of the site.
- 2.15 The Land use Parameter Plan also provides a framework for the provision of maximum building heights across the site. It is proposed that buildings do not exceed two storeys in height at any point. Roughly one quarter of the development zone was identified for a maximum of two storey development up to maximum ridge height of 12m, this being on the southern boundary of the development zone. The central half of the development zone is identified for a maximum two storey development up to a maximum ridge height of 8m. The final quarter of the development zone on the northern boundary is identified for a maximum single storey development with a maximum ridge height 7m.
- 2.16 A revised Parameter Plan (**CD2.16**) has been provided to the Inquiry which reduces the maximum height of the two storey development in the southern boundary of the development zone from 12m to 9m.
- 2.17 The Landscape Parameter Plan (**CD2.11**) defines the proposed structure and layout of landscaped areas within the appeal site. It shows that the southernmost part of the site area, which contains the development zone, would be surrounded by new structural planting and amenity planting and grassland. The extent of the proposed countryside park area is also defined upon the Landscape Parameter Plan.
- 2.18 All of the Parameter Plans illustrate a notional 15m wide corridor for the provision of the Cambridge South Eastern Transport busway scheme (CSET) in the event that this project is delivered by the Greater Cambridge Partnership.
- 2.19 A key purpose of the parameter plans is to establish the maximum extent of those parts of the site where built development can be provided and those parts of the site where it cannot. The point being that the identified areas of open space and strategic planting may potentially be enlarged at the detailed design stage, whereas the development zone cannot be enlarged or exceed the parameters shown. A further key purpose of the parameter plans is to establish the maximum building heights across the development zone, again the point being that the detailed building designs cannot exceed the maximum storey amounts and ridge heights but can be less.
- 2.20 Following submission of the application, a number of the supporting drawings including the parameter plans and the proposed access plans were updated, and additional information was provided.
- 2.21 The amendments to the parameter plans were made following a request from the Council to amend the application site boundary to encompass the proposed works within the highway

for the main access and emergency access and also to reflect the correct northern site boundary. Updated information was provided to address comments arising during the consultation process from the Highway Authority, the Council's Ecologist and the Council's Landscape Officer.

- 2.22 The development proposals are supported by an illustrative masterplan (**CD1.20**). The masterplan conveys one way in which development of the nature proposed could be delivered on the site.

The Appeal Site and Surrounding Area

- 2.23 A detailed description of the appeal site and surrounding area is contained within section 6 of the SoCG.
- 2.24 The appeal site falls within the Cambridge housing market area. This is an area that is experiencing acute housing need and affordability issues, a fact which is acknowledged within the Council's development plan (**CD4.1**), in particular at a 'key facts' section on page 133 of the SCLP.
- 2.25 The latest figures from the Office of National Statistics (see **Appendix 2**) indicate that the ratio of median house price to median gross annual workplace-based earnings in South Cambridgeshire is 10.13; i.e. the median house price in South Cambridgeshire is 10.13 times the median gross annual workplace based earnings. By way of comparison in England as a whole it is 7.84.
- 2.26 The Greater Cambridge Housing Strategy 2019-2023 (**Appendix 3**) states on page 11 as follows:

'Greater Cambridge is an expensive place to buy or rent a home. High prices are fuelled by high demand, which itself is fuelled by the strength of the local economy and immigration of highly skilled workers. For those on low incomes, the housing options are scarce with a reliance on social housing for rent; but even so called 'affordable rent' at up to 80% of market rents is unaffordable to many.

There is also a growing 'affordability gap' where middle income households are being squeezed out of the market; with limited housing options for low cost home ownership or the private rented sector. The demand for housing for these groups far outstrips the current supply.'

- 2.27 The Greater Cambridge Housing Strategy also identifies the general need for provision of specialist accommodation for older people. On page 17 (see **Appendix 3**) it states as follows:

"With a rapidly ageing population, both councils are keen to promote a range of housing options to accommodate people and families throughout their lifetime across all tenures, to enable them to live safely and independently for as long as possible. This

could be through the provision of ‘downsizer’ accommodation to provide more choice to older people who want to move to smaller and more suitable accommodation, and to enable them to remain in their local community if they wish to do so. This can also help to free up family homes. In relation to affordable housing, local lettings plans may also be used to give priority to older people wanting to move to smaller homes in particular new housing developments.

We know that loneliness and isolation is one of the biggest issues that may affect older people, and we will promote homes that are well located to services and facilities and well integrated into the community, where people of all ages can help support each other.”

- 2.28 In addition, page 18 (see **Appendix 3**) identifies a specific priority for South Cambridgeshire to exploring the potential for a retirement village, and the supporting text says that *“South Cambridgeshire District Council is keen to explore the potential for a retirement village in the District that provides a retirement lifestyle with a real community spirit where people want to live, alongside affordable homes for care workers needed to support older people with more complex needs”*.

3. LOCAL PLANNING POLICY AND LOCAL GUIDANCE, ASSESSMENTS AND STRATEGIES

Context

- 3.01 South Cambridgeshire is a rural district and encompasses the land and numerous settlements that surround the City of Cambridge, comprising a 'ring' around it. The District does not contain any towns and is made up of 105 villages. The five largest of these villages are defined as 'Rural Centres' within the development plan and are a focus for growth within the District. Stapleford is identified as a Rural Centre (in combination with the Shelfords).
- 3.02 Cambridge has a Green Belt that encircles the city, and the appeal site falls within the Cambridge Green Belt. Due to the administrative boundaries of South Cambridgeshire and Cambridge City, the vast majority of the Cambridge Green Belt falls within the South Cambridgeshire administrative area. All of the larger settlements designated as Rural Centres within the development plan fall wholly within or partially within the Cambridge Green Belt, with the exception of the new settlement of Cambourne.
- 3.03 The Council's development plan does not contain any policies that explicitly or proactively seek to deliver accommodation for older people. Policy H/9 of the SCLP (**CD4.1**) states that a wide choice, type and mix of housing will be provided to meet the needs of different groups in the community including older people, however it does not state how or where the needs of such groups will be met and there are no other policies that expressly require a specific number of older people's housing units to be delivered in specific locations. I consider that the Council's development plan is accordingly all but silent in a practical sense as regards the matter of housing for older people.
- 3.04 Paragraphs 60 and 62 of the NPPF are clear that the size, type and tenure of housing needed for different groups in the community (including specifically for older people) should be assessed and reflected in planning policies within development plans – and the need to identify sufficient sites to meet housing requirements – none of this done.. This was also a requirement within the 2012 version of the NPPF, under which the Council's Development plan was examined. I consider that the Council's development plan is deficient in its failure to plan proactively for older people's accommodation. In this context reduced weight has to be given to policies within the development plan that control and restrict the location of growth.
- 3.05 The statutory adopted development plan, as far as is relevant to this appeal, comprises the South Cambridgeshire Local Plan 2018 (SCLP) **CD4.1** and the Cambridge Southern Fringe Area Action Plan 2008 (CSFAAP) **CD4.2**.
- 3.06 I consider that the following policies of the development plan are relevant to the main matters of this appeal:
- Policy S/4 – Cambridge Green Belt
 - Policy S/5 – Provision of New Jobs and Homes
 - Policy S/6 – The Development Strategy to 2031

- Policy S/7 – Development Frameworks
- Policy HQ/1 – Design Principles
- Policy NH/2 - Protecting and Enhancing Landscape Character
- Policy NH/4 – Biodiversity
- Policy NH/6 - Green Infrastructure
- Policy NH/8 - Mitigating the Impact of Development in and Adjoining the Green Belt
- Policy CSF/5 - Countryside Enhancement Strategy

Development Strategy

- 3.07 Policy S/5 of the development plan sets out the Council’s objectively assessed needs in respect of new homes and jobs over the period 2011 – 2031. The policy identifies a significant need for new homes (19,500 units) and jobs (22,000 additional jobs) over the plan period but makes no specific reference to the provision of housing for older people as part of this.
- 3.08 Policy S/6 sets out the Council’s Development Strategy to 2031 and sets out where the identified need for jobs and homes (without specific reference to homes for older people) will be met. The policy sets out an order of preference for the delivery of homes and jobs, having regard to the purposes of the Green Belt as follows:
1. On the edge of Cambridge
 2. At new settlements
 3. In the rural area at rural centres and minor rural centres
- 3.09 The development plan identifies a number of major site allocations on the edge of Cambridge; North West Cambridge, Cambridge Southern Fringe and Cambridge East. Such is the nature of the land on the edge of Cambridge that all of these site allocations have required Green Belt release. It is the case that the delivery of homes and jobs in the Council’s preferred location for growth has required development within the Green Belt in many instances.
- 3.10 Policy S/6 does not identify any specific site locations for the provision of older people’s accommodation.
- 3.11 Policy S/7 of the development plan concerns development both within the Development Frameworks of the villages and outside of the frameworks (i.e. within the defined countryside). The second limb of the policy, which addresses development outside of the frameworks, is applicable to the appeal proposals because the site lies within the countryside. The policy states that development which is supported by other policies within the development plan will be permitted within the countryside
- 3.12 I address national Green Belt policy later within this proof of evidence and I conclude that national Green Belt policy tests are met because very special circumstances exist. Policy S/4 of the development plan (see below) is the Council’s policy on the Cambridge Green Belt and is based upon Green Belt Policy within the NPPF. Accordingly, it is my view that where

development proposals accord with national Green Belt policy they also accord with policy S/4. On this basis, the appeal proposals would not conflict with policy S/7 of the development because this allows for development within the countryside where such development is supported by other policies within the development plan.

- 3.13 In addition, as I have stated above, because the Council's development plan is deficient as regards the matter of housing for older people, I consider that less weight should be given to the second limb of policy S/7; the Council's growth strategy does not contain policies that identify the number, size, type and tenure of specialist housing needed for older people as is required by national planning policy. Furthermore, it makes no real attempt to address these needs which accentuates this deficiency.

Green Belt

- 3.14 Policy S/4 of the development plan is clear that new development in the Green Belt will only be approved in accordance with Green Belt policy set out in the NPPF. I cover this matter in section 5 below where I conclude that when national Green Belt policy is applied to the appeal proposals it is clear that allowing the proposals would accord with the NPPF due to the existence of Very Special Circumstances. Allowing the appeal proposals would also not conflict with policy S/4 of the development plan on account of the fact that this policy defers entirely to the NPPF.

- 3.15 Policy NH/8 of the development plan concerns the mitigation of the impact of development within the Green Belt. The policy is split into three limbs, as follows:

1. Any development proposals within the Green Belt must be located and designed so that they do not have an adverse effect on the rural character and openness of the Green Belt.
2. Where development is permitted, landscaping conditions, together with a requirement that any planting is adequately maintained, will be attached to any planning permission in order to ensure that the impact on the Green Belt is mitigated.
3. Development on the edges of settlements which are surrounded by the Green Belt must include careful landscaping and design measures of a high quality.

- 3.16 Concerning the first limb of policy NH/8, I consider that the requirement for no adverse impact upon the rural character and Green Belt has to be considered in a measured way relevant to the development under consideration. The subsequent limbs of the policy presuppose that development will cause some adverse impacts and refer to a requirement for provision of mitigation to such adverse impact. Read as a whole, the policy is concerned with avoiding undue adverse impact upon the rural character and openness of the Green Belt, otherwise it stands contrary to the provisions of the NPPF.

- 3.17 In any event, concerning the first limb of the policy, I defer to the evidence of my colleague Jonathan Billingsley which addresses the effects of the development upon the rural character

and openness of the Green Belt. I accept that there will be some adverse effect on openness arising from the appeal proposals. In the medium term there will not be any adverse impact upon the rural landscape character of the appeal site, rather there will be an overall net benefit. The first limb of the policy seeks to avoid harm to both openness and rural character of the Green Belt and the appeal proposals accord with this requirement. Even if there is found to be conflict with the policy, the other benefits delivered by the scheme would very clearly outweigh such harm.

- 3.18 Concerning the second and third limbs of policy NH/8, the submitted landscaping parameter plan (**CD2.11**) demonstrates that significant and carefully considered new planting around the edge of the retirement village would be delivered by the proposals and, as set out in Jonathan Billingsley's evidence, this would ensure that appropriate mitigation of the visual impact upon the Green Belt would be provided in the longer term. Detailed landscaping design forms a reserved matter and is the subject of an agreed condition. Likewise, a condition for the maintenance of landscaping is an agreed condition as set out within the Statement of Common Ground. I consider that the appeal proposals are in accordance with the second and third limbs of policy NH/8.
- 3.19 In overall terms, I do not consider that there is conflict with policy NH/8.

Landscape character and appearance and Biodiversity

Policy HQ/1 – High Quality Design

- 3.20 The Council's third reason for refusal cites policy HQ/1 and alleges that there is conflict with this policy of the Development Plan. Policy HQ/1 is a broad policy that covers a wide number of design-based matters including things like cycle parking provision, 'designing out' crime, climate change and accessibility for all users and abilities. Many of the requirements of policy HQ/1 are not directly applicable to an outline planning application, and rather would form relevant considerations at the reserved matters stage when matters of appearance, layout, scale and landscaping will be considered in detail.
- 3.21 The Council's third reason for refusal alleges conflict with policy HQ/1 on the following grounds:
1. A perceived failure to reflect or respect the strong rural characteristics of Stapleford or respond to the site's sensitive edge of village location.
 2. The development would be out of keeping with the local vernacular, appearing as an incongruous and extensive urban form of development on the village edge.
 3. Incursion into the landscape and soft rural edge of the village which would do little to respect, retain or enhance the local character and the distinctiveness of the local landscape.
- 3.22 The opening text of policy HQ/1 states that *'All new development must be of high quality design, with a clear vision as to the positive contribution the development will make to its local*

and wider context'. The development proposals have been prepared in this manner and provide a clear vision for the delivery of enhancement to local character. I find no conflict with this prevailing requirement of policy HQ/1.

- 3.23 The alleged areas of conflict with policy HQ/1 appear to me to potentially relate only to criteria a), b), c) and d) of the policy. I address each of these criteria below. It is relevant to note that each of the criteria is prefixed by the requirement that they be applied '*as appropriate to the scale and nature of the development*'. This is a highly relevant aspect of the policy and means that the requirements must be applied in a measured way having regard to the scale and nature of the development under consideration. The appeal scheme is a major development and policy HQ/1, to the extent that it is relevant, must be applied in this context.
- 3.24 Criterion a) requires that as appropriate to the scale and nature of the development, proposals must preserve or enhance the character of the local urban and rural area and respond to its context in the wider landscape. In relation to the character of the rural area and the context of the wider landscape, these matters are addressed in my colleague Jonathan Billingsley's Proof of Evidence. Mr Billingsley ultimately concludes that there would be an overall net benefit on the local landscape character arising from the proposals within the medium-term and that there would be substantial benefits to the local landscape character arising from the proposed countryside park. These substantial benefits are not acknowledged in the Council's reasons for refusal.
- 3.25 In relation to the character of the urban area, I observe that existing urban development adjacent to, and in the vicinity of the site generally, comprises of dwelling houses. The dwellings are densely spaced, are typically of two storey construction, appear to date from the mid to late 20th century and are of unremarkable design and appearance. Urban development adjacent to and in the immediate vicinity of the site is not identified as falling within a Conservation Area and thus does not formally constitute an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. My colleague Mr Billingsley concludes that the majority of houses in the vicinity of the site are not distinctive or traditional to Stapleford nor do they use traditional local materials found within historic dwellings in Stapleford Conservation Area or this part of Cambridgeshire, but rather reflect a more ubiquitous choice materials and design typical of much of post-war suburban housing throughout the United Kingdom. I agree with this, and I consider that the built form in the immediate area is bland in visual terms.
- 3.26 In my view the provision of a new retirement village of high-quality design, accompanied by a comprehensive landscape scheme, in accordance with relevant local and national design policies and guidance will enhance the character of the surrounding urban area. I reach this view because of the fact that a) the detailed designs for the retirement village will necessarily have to be considered against the council's comprehensive design policy (HQ/1), its local design guidance, both of which require a high quality and contextual design response to development, and b) the detailed designs will necessarily have to be considered against the NPPF's requirements for the creation of high quality, beautiful and sustainable buildings and places.

- 3.27 Criterion b) requires that as appropriate to the scale and nature of the development, proposals must conserve or enhance important natural and historic assets and their setting. As I have said above, the appeal scheme is a major development and policy must be applied in this context. Where it refers to historic assets it must also be read in the context of the nuanced policy tests set out within national planning policy i.e. that if there is any harm then it has to be weighed against the public benefits of development.
- 3.28 The Council's Conservation Officer raised no concerns for harm to heritage impacts arising from the development proposals. The Heritage Statement that accompanied the application (CD1.4) identified the potential for at worst case a low to medium level of less than substantial harm to the significance of a Scheduled Ancient Monument (earthworks) at Little Trees Hill. Critically, the development will not mean that the monument cannot still be experienced in terms of its archaeological value and in terms of its wider association with other nearby prehistoric sites. I return to heritage assets in sections 5 and 8 of this proof where I conclude that the worst case low -medium level of less than substantial harm is outweighed by the public benefits of the development in accordance with the relevant test set out in national planning policy.
- 3.29 In terms of natural assets, the appeal proposals do not affect any important formally designated natural assets such as Areas of Outstanding Natural Beauty, Ancient Woodland, Veteran Trees, Important Hedgerow, Sites of Special Scientific Interest or similar. It is agreed that the site does not comprise part of a 'valued landscape' and I do not consider the landscape character to be an 'important' natural asset in this instance. However, for avoidance of doubt, my colleague Jonathan Billingsley concludes in this Proof of Evidence that there would be an overall net benefit on the local landscape character arising from the proposals within the medium-term and so even if it were to be judged as an important natural asset, there would be compliance with this part of the policy.
- 3.30 Criterion c) requires that as appropriate to the scale and nature of the development, proposals must include variety and interest within a coherent, place-responsive design, which is legible and creates a positive sense of place and identity whilst also responding to the local context and respecting local distinctiveness.
- 3.31 The application is made in outline and thus a detailed design is not presented at this stage. However, the proposed retirement village will be similar in form and layout to a C3 residential development, and it will be possible for the detailed design to deliver a coherent and place-responsive design whilst also including variety and interest in design through the interplay between retirement housing units and buildings containing assisted care suites and care rooms. The retirement village will appear as new housing in the context of existing adjacent housing and the Council will play a full role in arriving at a preferred design solution. The proposals include for provision of a care home, such provision need not be by way of a single large building but could be required to be split into smaller buildings under a reserved matters application if that was to be considered necessary.

- 3.32 Criterion d) requires that as appropriate to the scale and nature of the development, a proposal must be compatible with its location and appropriate in terms of scale, density, mass, form, siting, design, proportion, materials, texture and colour in relation to the surrounding area.
- 3.33 The application is made in outline. Thus a detailed design is not presented and matters such as density, mass, form, siting, design, proportion, materials texture and colour are not fixed at this stage. However, the proposed retirement village will be similar in form and layout to a C3 residential development, and any detailed design will necessarily have to accord with relevant local and national policies requiring high quality and contextually appropriate design. This is likely to mean that the layout and appearance of the buildings will need to reflect important characteristics of the local built environment through building layout, contextual material use and architectural features, all of which is entirely achievable for a retirement village scheme.

Policy NH/2 - Protecting and Enhancing Landscape Character

- 3.34 Policy NH/2 requires that development should only be permitted where it respects and retains, or enhances the local character and distinctiveness of the local landscape and of the individual National Character Area in which it is located. I do not consider that this means retention in absolute terms given that the development plan anticipates development on greenfield land, but rather that the local character and distinctiveness of the landscape should be retained to the extent appropriate to do so in the context of the development in question.
- 3.35 Matters of landscape character and visual impact are addressed by my colleague Jonathan Billingsley in his Proof of Evidence. In terms of landscape character, he concludes that there would be an overall net benefit on the local landscape character arising from the proposals within the medium-term.
- 3.36 I separately note that the countryside park element of the development proposals will provide a significant enhancement to the local character and distinctiveness of the local landscape in isolation. The countryside park element of proposals accords with policy NH/2 in isolation.

Policy NH/4 – Biodiversity

- 3.37 Policy NH/4 concerns biodiversity matters. The first part of the policy simply says that development proposals where the primary objective is to conserve or enhance biodiversity will be permitted. The second part of the policy states that priority for habitat creation should be given to sites which assist in the delivery of the Cambridgeshire Green Infrastructure Strategy.
- 3.38 The Appellants have always been clear with the Council that the primary objective of the proposed countryside park is to deliver biodiversity enhancement and enhanced public enjoyment of biodiversity and the countryside. The Countryside Park is not an incidental or secondary element of the proposals, rather it is a significant and primary aspect. My colleague Duncan Painter provides evidence as regards biodiversity matters. He concludes that the

appeal proposals will contribute towards the delivery of the Cambridgeshire Green Infrastructure Strategy.

- 3.39 I conclude that the development proposals accord fully with the requirements of policy NH/4 of the development plan – an important policy. The biodiversity benefits of the appeal proposals are very substantial and should bear heavily in determining the planning balance of the development. I refer to the benefits of the development in greater depth in section 7 below.

Policy NH/6 - Green Infrastructure

- 3.40 Policy NH/6 of the development plan concerns the provision of green infrastructure within the District. Part 1 of the policy states that the Council will aim to conserve and enhance green infrastructure. Part 2 of the policies states that the council will encourage proposals which reinforce, link, buffer and create new green infrastructure and enhance public enjoyment of it. Part 3 of the policy states that the council will support proposals which deliver local green infrastructure.
- 3.41 The proposed countryside park will deliver a significant element of new green infrastructure into the area. The evidence of my colleague Duncan Painter sets out that the proposed countryside park is optimally located to deliver meaningful linkages with existing elements of green infrastructure that will enhance the ecological resilience of the area in biodiversity terms.
- 3.42 The proposed countryside park will provide unfettered public access in perpetuity delivering local green infrastructure and enhancing public enjoyment of the countryside in this location.
- 3.43 In my view the development proposals fully accord with this important policy within the development plan.

Policy NH/14 – Heritage Assets

- 3.44 Policy NH/14 of the development plan concerns development that affects heritage assets. The policy is positively worded and only refers to instances where development proposals will be supported. The policy itself does not reference the nuanced balancing test set out in national planning policy, but the supporting text at paragraph 6.49 states that proposals leading to less than substantial harm to the significance [of heritage assets] should also be weighed against the public benefits of the proposal.
- 3.45 I consider heritage assets in detail in section 5 below where I conclude that when the balancing test required by national planning policy is applied there is no conflict with heritage policy.

Policy CSF/5 - Countryside Enhancement Strategy

- 3.46 Policy CSF/5 of the CSFAAP comprises three limbs. The first limb relates to a site allocation referenced as 'Trumpington West' and is not relevant to the appeal proposals.
- 3.47 The second limb of the policy states that the Council will produce a Countryside Enhancement Strategy for a defined area of land including the edge of the built-up area of Great Shelford and Stapleford. This area is illustrated spatially on page 13 of the CSFAAP (**CD4.2**) and includes the appeal site. The policy states that the strategy will comprise of a number of landscape and ecological features, including;
- New copses on suitable knolls, hilltops and scarp tops,
 - Management and creation of chalk grassland,
 - New mixed woodland and shelter belts;
 - Reinforcement and planting of new hedgerows, and;
 - New footpaths, cyclepaths and bridleways creating routes through the area and linking to Wandlebury Country Park/The Magog Down
- 3.48 I measure the area identified for Countryside Enhancement shown to be broadly 530ha, of which the approximately 24ha appeal site constitutes roughly 4.5% (and the countryside park approximately 3.6%). I consider that the appeal site constitutes a material portion of this Countryside Enhancement Strategy Area.
- 3.49 The CSFAAP was adopted by the Council in 2008 and, despite the commitment to the production of a Countryside Enhancement Strategy to date no such strategy has been produced and I am not aware that the Council is currently advancing any such strategy or identifying any means by which the strategy will be delivered.
- 3.50 The appeal proposals include the creation of a 19.1ha countryside park which it is proposed will deliver, amongst other things;
- New copses on suitable knolls, hilltops and scarp tops,
 - Management and creation of chalk grassland,
 - New mixed woodland and shelter belts;
 - Reinforcement and planting of new hedgerows, and
 - New footpaths creating routes through the area and providing key green linkages to The Magog Down and Wandlebury Country Park
- 3.51 In addition to the proposed countryside park, the retirement village element of the appeal proposals include reinforcement and planting of new hedgerows, the planting of new trees and the creation of new routes through the area for pedestrians and cyclists.
- 3.52 In my view the development proposals will contribute significantly to the objectives of the proposed countryside enhancement strategy for the area within which the appeal site sits. In the context of the Council's absence of action as regards the advancement of a Countryside Enhancement Strategy for the area, I consider that this is a significant benefit of the

development proposals which should be afforded considerable weight in the planning balance.

Conclusions on the Development Plan

- 3.53 I consider that the appeal proposals are generally consistent with the adopted development plan.
- 3.54 I have considered the appeal proposals against the Council's strategy for growth as set out in policies S/5 and S/6 of the SCLP and I conclude that the provision of a retirement village on the edge of the Rural Centre of Stapleford, one of the most sustainable locations within the District, is consistent with the Council's development strategy.
- 3.55 I have considered the Council's policy for development within the countryside, and I conclude that policy S/7 does not preclude provision of a retirement village in this location because in these specific circumstances the provision of the appeal scheme is supported by policy S/4 of the development plan.
- 3.56 I have considered the appeal proposals against policies HQ/1, NH/2 and CSF/5 of the development plan, all of which concern landscape character impacts and to a lesser extent impact upon urban character. Taking into account the evidence of Mr Billingsley, there would be an overall net benefit on the local landscape character arising from the proposals as a whole (including the countryside park) within the medium-term . I do not consider that there will be harm to the urban character of the area.
- 3.57 I have considered the proposals against policies NH/4 and NH/6 of the development plan which concern biodiversity and green infrastructure. I conclude that the proposals strongly accord with both of these important policies. I find no conflict with policy NH/14 of the development plan as regards heritage assets.
- 3.58 I note that the Council's development plan is deficient because it lacks any meaningful policy requiring the delivery of housing or accommodation for older people and I consider that this is highly relevant to the appeal proposals.
- 3.59 On the basis that I find that the development proposals accord with the development plan I conclude that the presumption in favour of sustainable development, as set out within part (c) of paragraph 11 of the NPPF, is engaged.
- 3.60 Notwithstanding the above, I separately find that there are cumulatively very substantial benefits to the appeal proposals which weigh compellingly in favour of the granting of planning permission even should conflict with the development plan be determined to exist. I address this in detail in section 6 below.

Local Guidance, Assessments and Strategies

3.61 There are a number of local studies and strategies that identify a need for enhanced green infrastructure & recreation facilities and biodiversity enhancement in not only the District as a whole but also the specific site area, as follows:

- Cambridge Southern Fringe Area Action Plan (policy CSF/5) - 2008
- Cambridgeshire Green Infrastructure Strategy – June 2011
- Greater Cambridge Green Infrastructure Opportunity Mapping Report – Sept 2021
- South Cambridgeshire Doubling Nature Strategy – 2021
- The Cambridge Nature Network – A Nature Recovery Network for Cambridge and its Surrounds – March 2021

3.62 I summarise each briefly below with the exception of the Cambridge Southern Fringe Area Action Plan, which I have summarised above.

Cambridgeshire Green Infrastructure Strategy 2011

3.63 The Cambridgeshire Green Infrastructure Strategy (**CD5.2**) was produced as an evidence base document to support the current development plan. It replaced the 2006 Green Infrastructure Strategy and part of the rationale for doing so was to align the strategy period with the development plan period i.e. to 2031.

3.64 Section 3.6 of the Strategy identifies that the county of Cambridgeshire has suffered declines in a number of its species and habitats for many different reasons, most notably increased development pressure and agricultural intensification. The same section goes on to say that overall, Cambridgeshire has a smaller proportion of natural habitats than most counties in Britain and that many species have already been lost, and some of those that remain are isolated and declining.

3.65 The purposes of the Green Infrastructure Strategy are defined at section 2.5 of the document, they include:

- To provide context for the planning and delivery of local Green Infrastructure plans and projects to 2031
- Identify Green Infrastructure investment opportunities at a strategic level that can provide benefits to a broader set of issues including health, climate change mitigation and adaptation, economic development and enhancing biodiversity

3.66 The Strategy identifies a number of ‘strategic areas’ which are subject to detailed assessment. Strategic Area 6 is defined as ‘Cambridge and Surrounding Areas’ and includes the area around Stapleford and the appeal site.

3.67 Page 116 of the Strategy identifies a deficiency in publicly accessible green space in the area. It states as follows:

‘Investment in this strategic area offers significant opportunities for... Publicly Accessible Open Space: At present the area is deficient in ANGSt (Accessible Natural

Greenspace Standards) at the 500ha plus standard around Cambridge and to the south, west and east of the area, and at the 100ha plus standard to the south, east and then in an arc around the Longstanton/Oakington area. There are areas of deficiency in ANGSt at the 20ha plus standard on the northern and southern fringes of Cambridge and significant deficiencies in the far west of the area. At the 2ha plus standard there are significant deficiencies across the whole area.' (my emphasis)

- 3.68 Page 115 of the Strategy identifies a number of key opportunities for the area, which it describes as 'significant' opportunities. This includes:

'Biodiversity: by enhancing, linking and protecting the nationally, internationally and locally important nature conservation designations within the area. This includes the River Cam and its tributaries, Wicken Fen, Anglesey Abbey, Wimpole and the historic commons and green spaces in Cambridge. Other sites include ancient woodlands, chalk grassland and linear archaeological features including Roman roads and lodes.'

Greater Cambridge Green Infrastructure Opportunity Mapping Report

- 3.69 The Greater Cambridge Green Infrastructure Opportunity Mapping Report (**CD.5.11**) has been produced by the Council and Cambridge City Council to support the emerging joint development plan for the Greater Cambridge area (which encompasses both South Cambridgeshire and Cambridge). Paragraph 2.41 of the Report states that the Council has declared a 'biodiversity emergency'².
- 3.70 The executive summary on page 5 of the report summarises the purpose of the report as follows; *'This Green Infrastructure (GI) Opportunity Mapping project has been undertaken to ensure the forthcoming joint Local Plan is based on sound evidence and supports deliverable interventions to enhance the GI network'*.
- 3.71 The report identifies 14 strategic initiatives for the Greater Cambridge Area. One of the key strategic initiatives identified is the 'Gog Magog Hills and Chalkland Fringe'. The area is illustrated spatially on page 66 of the document and is shown to encompass the proposed countryside park area of the appeal site (the retirement village area of the site falls outside of the area).
- 3.72 An overview of the Gog Magog Hills and Chalkland Fringe initiative on page 67 of the report explains that:
- 'Enhancements for biodiversity are the primary focus of this Initiative. However, expanding the GI network and its cohesivity is important to help accommodate growing recreational need and ensure that people can access and enjoy the countryside, with care taken to mitigate existing pressures on those most sensitive ecological sites'*.

² At a meeting of Full Council on Thursday, 18 July 2019 at 2.00 p.m. the Council declared a Biodiversity Emergency in South Cambridgeshire

3.73 In addition, the text on page 68 of the report states as follows:

'The Initiative must ensure areas of ground flora of sensitive chalk grasslands are adequately protected, for example by the rotation of access routes. Biodiversity enhancements should capture elements of parkland and woodland to complement the chalk grassland focus. Wildlife corridors should link existing stepping stone grassland and woodland priority habitats to support the Cambridge Nature Network 'Gog Magog Hills Priority Area' and the Wildlife Trust's Cambridgeshire Chalk Living Landscape. Well-connected habitats in favourable condition typically increase biodiversity resilience to climate change and carbon storage capacity, vital to help to address the climate crisis.'

South Cambridgeshire Doubling Nature Strategy 2021

- 3.74 The South Cambridgeshire Doubling Nature Strategy (**CD5.1**) has been produced by the Council and was announced in February 2021. The document includes a foreword from Cllr Bridget Smith, the Leader of the Council, who says that *"The cumulative damage that began with the Industrial Revolution has now reached the point where all of nature is under serious threat and just minimising and mitigating for damage is no longer an option"*. In addition, a foreword from Cllr Pippa Heylings is included, which says that *"South Cambridgeshire is one of the fastest growing areas in the country and yet is one of the poorest in terms of biodiversity and has one of the smallest areas of land managed for nature, relative to size"*.
- 3.75 The introduction on page 4 of the document explains that *"The world is facing an ecological crisis with species declining globally, due to human actions, at the fastest rate ever recorded. This is clear from numerous studies"*. It goes on to say that *"Cambridgeshire is very much part of this picture. A recent report for the Cambridgeshire Biodiversity Partnership showed massive declines since the 1930s in key habitats such as semi-natural grassland in Cambridgeshire. Once common species such as hares, hedgehogs and turtle doves are at risk of disappearing"*.
- 3.76 Page 11 of the Strategy Report sets out the vision of the strategy and says; *'Our vision is to double nature in South Cambridgeshire by 2050 and, in so doing, enable wildlife and people to thrive and businesses to prosper'*. The narrative on page 11 goes on to explain that the vision means three core things; 'better accessibility to green space'; 'more wildlife rich habitats', and; 'an increase in tree cover'.
- 3.77 The strategy identifies on page 8 that important habitats within South Cambridgeshire include chalk grasslands.
- 3.78 The Doubling Nature Strategy makes reference to the Green Infrastructure Opportunity Mapping Baseline Report (**CD5.11**) and explains that this identifies a range of opportunities for extending and enhancing green infrastructure in the area.

The Cambridge Nature Network – A Nature Recovery Network for Cambridge and its Surrounds – March 2021

- 3.79 The Cambridge Nature Network – A Nature Recovery Network for Cambridge and its Surrounds report (**CD5.13**) comprises of a study that has been prepared by the Wildlife Trust for Bedfordshire, Cambridgeshire and Northamptonshire.
- 3.80 The Introduction on page 1 of the study explains that *“the UK is one of the most nature depleted countries in the world (ranking 189 out of 210 countries in the NHM Biodiversity Intactness Study Local Biodiversity Intactness Index - PREDICTS)”*. In the same section it explains that *“in terms of natural habitats, Cambridgeshire has one of the lowest proportions of priority habitats in England (less than 10%), with one of the lowest percentages of land designated for nature and the second lowest woodland cover at 4.8%”*.
- 3.81 Page 2 of the document states plainly that *“Cambridgeshire also has one of the lowest percentages of open access land and accessible natural greenspace”*. The document considers Cambridgeshire against 12 other counties and finds that *“Cambridgeshire ranks bottom for open access land, joint last for National Parks / AONBs, 10th for priority woodland habitats and 8th for area of designated nature conservation sites”*. On page 6 the report explains that as a result of these observations, natural assets in Cambridgeshire are coming under increasing pressure with conflicts and damage from recreational pressures.
- 3.82 Page 7 of the document explains that the overarching aim of the study is to identify priority landscape areas and locations for investment in the enhancement and creation of natural habitats and provision of strategic natural greenspaces, as part of a Cambridge Nature Recovery Network.
- 3.83 The study identifies six broad priority areas in which to focus landscape-scale biodiversity opportunities. One of the areas identified on page 16 of the report is defined as the Gog Magog Hills, which is shown on page 18 to encompass the proposed countryside park element of the appeal site. Page 39 of the report sets out a vision for the Gog Magog Hills and says as follows:
- ‘The Gog Magog Hills will become an area of large-scale flower-rich chalk downland, teeming with insect and bird life, set amongst nature friendly farms. There will be at least 3 large areas of chalk downland, set within a mixed landscape of nature friendly productive arable farms, hill top copses and thick hedgerows or belts of woodland and scrub’*
- 3.84 All of the above identify the dire state of biodiversity and lack of public access green space at county, district and site levels. Various strategies and opportunities to enhance biodiversity and public green space access in the specific area of the site are identified above. The Council has made no progress in the delivery of biodiversity and access enhancements in the area despite identifying a need for an enhancement strategy as long ago as 2008. It is clear to me that for these to succeed it will be necessary for partnerships to be arrived at resulting in private landowners delivering the goals and objectives of the strategies.

- 3.85 I would go further and opine that it is development, such as that proposed by the appeal scheme, that will need to be allowed to facilitate the delivery of the biodiversity and green space enhancements that are identified in the specific area of the appeal site.
- 3.86 The appeal proposals are directly aligned with the identified opportunities and aspirations for enhanced biodiversity and green space access in the area. At the minor cost of the modest use of some bare agricultural ground and some short-lived landscape and visual effects, there will be a huge increase in biodiversity and public access green space. To achieve real and lasting change such as that identified as a critical requirement in the above studies and strategies the Council will need to approve proposals like the current scheme.

4. THE EMERGING GREATER CAMBRIDGE DEVELOPMENT PLAN

- 4.1 South Cambridgeshire District Council and Cambridge City Council are working together upon the production of a joint local plan for the two administrative areas. This is referred to as the 'Greater Cambridge Local Plan'.
- 4.2 A 'first proposals' consultation for the Greater Cambridge Local Plan commenced on 1st November 2021 and is due to run until 13th December 2021. This consultation is under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 4.3 The appeal site has been promoted to the Greater Cambridge Local Plan at the 'Issues and Options' stage of consultation in February of 2020. It was promoted for a Retirement/care village (C2) or residential development, in both instances including new footpath provision between Hinton Way and Haverhill Road. The Councils have rejected the allocation of the appeal site for the uses proposed. The appeal site will be further promoted in the 'First Proposals' consultation.
- 4.4 The draft plan includes a policy entitled 'Policy H/SH: Specialist Housing and Homes for Older People'. A copy of the wording of this draft policy direction is contained at **Appendix 4**. The emerging plan does not expressly identify specific locations where it will require a specific quantum of specialist older people's accommodation to be provided. It says that *'provision of specialist housing will be required as part of the housing mix of new developments, particularly at new settlements and within urban extensions'*, but the corresponding draft housing mix policy (Policy H/HM - see **Appendix 4**) makes no reference to the provision of specialist older people's housing as part of the mix of housing to be delivered on new developments including at new settlements and within urban extensions.
- 4.5 Ultimately, the draft policy direction of policy H/SH sets out how the future specialist housing policy is expected to be composed for the Greater Cambridge Plan. It states that:
- 'Proposals for new specialist housing will be considered via a criteria based policy similar to that in the adopted Cambridge Local Plan 2018, but with the policy applying to the whole of Greater Cambridge. The criteria will ensure that new specialist housing is provided where there is a need, in suitably accessible locations, and without resulting in an excessive concentration of such housing.'*
- 4.6 I enclose a copy of policy 47 from the Cambridge Local Plan at **Appendix 5**, this is the policy to which the draft policy direction text refers. This policy does not expressly identify any specific locations where specialist older people's accommodation should be delivered and rather it is simply a positively worded policy that states that specialist housing will be granted permission subject to a number of criteria, including where it is supported by evidence of need.
- 4.7 At present the Greater Cambridge Local Plan does not seem to be seeking to expressly meet the identified needs for specialist older people's accommodation in the area. This is despite the appeal site having been promoted for specialist older people's accommodation.

- 4.8 In any event, it is inappropriate to wait for the plan making process to deliver specialist older people's accommodation because the Greater Cambridge Plan is a number of years away from adoption and yet there is an immediate need now for such accommodation, as agreed with the Council.
- 4.9 In this regard the Council's Local Development Scheme (**Appendix 6**) indicates that the Greater Cambridge Local Plan might be submitted for examination in Spring of 2024 if it is to be aligned with the process for the North East Cambridge Area Action Plan, which is the most likely course of action to be followed by the Council. Examination in Public would then follow, and I observe that the examination process of the current development plan alone took roughly four years. As a result, waiting for the plan making process would lead to older people waiting for years before they can take the benefit of specialist accommodation provision. This would be unacceptable because older people requiring specialist accommodation including care home and extra care accommodation are less able to wait for the delivery of housing than those in the general population, because their needs are immediate and, as the Government has stated, "critical".

5. NATIONAL PLANNING POLICY AND GUIDANCE

Section 38(6) of the Planning and Compensation Act 2004 and related Government Guidance

5.1 S38(6) requires that:

“if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise”

5.2 This statutory provision is reflected in the NPPF at paragraph 2, which states:

“Planning law requires that applications for planning permission be determined in accordance with the development plan², unless material considerations indicate otherwise”

5.3 I consider that the NPPF is a relevant material consideration in the determination of this appeal.

National Planning Policy Framework (NPPF)

Achieving sustainable development

5.4 Paragraph 7 confirms that the purpose of the Planning System is to contribute to the achievement of sustainable development, which can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs. As set out within paragraph 8 of the NPPF, achieving sustainable development is based on three overarching objectives: the economic, social and environmental objectives. I provide a summary assessment of the relevant appeal scheme benefits under each category below and address benefits in more detail in section 7.

The Economic Objective

- It is anticipated that the retirement village will generate demand for new full time employment for staff across a variety of roles such as medical care, social care, management and maintenance
- There will be direct economic benefits arising as a consequence of the construction of the proposed retirement village
- The retirement housing will provide homes in an area identified as forming a sustainable location within the development plan where new residents will contribute to local spending, supporting facilities and services

The Social Objective

- The scheme will provide housing for older people for which there is a significant and unmet need within South Cambridgeshire (which is not being addressed by the development plan) and for which national planning guidance describes as being in critical need³
- The provision of specialist housing for older people will allow existing older residents in the area to release existing housing (i.e. 'downsizing') and will lead to increased supply of housing in the local housing market
- The provision of the proposed countryside park will provide enhanced access to the countryside and nature for residents in the area in line with identified green infrastructure strategies and objectives in the specific area. This will bring health and wellbeing benefits.
- The proposed countryside park will deliver green infrastructure linkages between Wandlebury Country Park and Magog Down to the North East and the villages of Stapleford and Great Shelford to the South West and will provide significant social benefit to residents in the area

The Environmental Objective

- The appeal proposals will deliver substantial enhancement to the biodiversity of the site and the surrounding area in accordance within identified biodiversity enhancement strategies and objectives in the area. This is particularly important given the declared biodiversity emergency in the area
- An overall net gain in biodiversity of 234%% across a substantial area of land. In the foreword to the Department for Environment Food and Rural Affairs strategy for England's wildlife and ecosystem services (**Appendix 7**) the Secretary of State notes that *"Biodiversity is key to the survival of life on Earth. Its loss deprives future generations of irreplaceable genetic information and compromises sustainability"*. In this context, biodiversity net gain is hugely important.
- The appeal proposals will deliver landscape and visual enhancement to the countryside park element of the appeal site

5.5 I consider that the appeal proposals deliver many benefits and constitutes a sustainable form of development. I discuss the benefits of the development in more depth in section 6 below.

Delivering a sufficient supply of homes

5.6 Paragraph 60 of the NPPF is clear that in order to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed and that the needs of groups with specific housing requirements are addressed. Groups with specific housing needs include older people. Paragraph 62 is clear that the size, type and tenure of housing needed for different

³ Paragraph: 001 Reference ID: 63-001-20190626 – 'Why is it important to plan for the housing needs of older people?'

groups in the community (including older people) should be assessed and reflected in planning policies. I have commented above that the Council's development plan does not do this as regards older people and the development plan is deficient in this regard.

- 5.7 I have concluded above in section three of this proof of evidence that the Council's development plan lacks any meaningful policy requiring the delivery of housing or accommodation for older people. My colleague Jessamy Venables provides evidence in respect of need for older people's accommodation in the District. It is clear that there is a significant local need for such housing and this is confirmed in the Council's Statement of Case (paragraph 5.21).
- 5.8 The Cambridge Sub Region Strategic Housing Market Assessment 2013 that supported the production of the Council's current development plan advised that *"all areas [in the Cambridge sub region] will experience an increase in their older people's population between 2010 and 2021. However, most of the impact of the demographic change will be felt in the rural districts"*. As regards South Cambridgeshire it advised that *"South Cambridgeshire is expected to see the largest increase in over 75s at 80%"* (see page 17 in **Appendix 8**).
- 5.9 The Council's development plans does not plan to deliver a sufficient supply of older people's housing to meet the needs of the District. The appeal proposals will make a significant contribution towards the need for older people's accommodation.

Promoting healthy and safe communities

- 5.10 Paragraph 92c of the NPPF states that planning decisions should enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure. Paragraph 98 states that access to a network of high-quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities, and can deliver wider benefits for nature and support efforts to address climate change. Paragraph 100 states that planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails.
- 5.11 Having regard to paragraph 92c there are a number of local studies and strategies that identify a need for enhanced green infrastructure and recreation facilities in this area for health and wellbeing purposes, and I have summarised these as relevant in section 3 above.
- 5.12 There is a clear need for enhanced provision of publicly accessible green space in the specific area of the appeal site identified within a number of Council documents, alongside a general objective to enhance accessibility to green space for all residents within the district. The appeal proposals will accord with paragraphs 98 and 100 of the NPPF and in particular will accord with paragraph 92c of the NPPF, which is clear that planning decisions should enable and support healthy lifestyles, especially where this would address identified local health and well-being needs.

5.13 In addition to this, there are clear health and safety benefits to occupants of retirement villages as explained in the evidence of my colleague Jessamy Venables.

Protecting Green Belt Land

5.14 I accept that the appeal proposals, in part, constitute inappropriate development within the Green Belt having regard to paragraph 149 of the NPPF.

5.15 Paragraph 137 of the NPPF confirms that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open and that the essential characteristics of Green Belts are their openness and their permanence.

5.16 Planning Practice Guidance (ID: 64-001-20190722) states that openness is capable of having both a spatial and visual dimension.

5.17 Matters of openness are addressed by my colleague Jonathan Billingsley in his proof of evidence. He concludes that the proposals would result in loss of openness on the spatial dimension due to the development within the proposed retirement village zone for built uses. In relation to the visual dimension he concludes that there would initially also be some loss of openness, but that with the establishment of the proposed structure planting the level of visual harm on openness would reduce over time to become limited.

5.18 Paragraph 138 of the NPPF explains that Green Belts serve five purposes, as follows:

1. to check the unrestricted sprawl of large built-up areas;
2. to prevent neighbouring towns merging into one another;
3. to assist in safeguarding the countryside from encroachment;
4. to preserve the setting and special character of historic towns; and
5. to assist in urban regeneration, by encouraging the recycling of derelict and other urban land

5.19 With regard to the first purpose of Green Belt; to check the unrestricted sprawl of large built-up area. In respect of the Cambridge Green Belt, it is the City of Cambridge that is the 'large built up area' the unrestricted sprawl of which the Green Belt seeks to restrict. The appeal proposals are located within the village of Stapleford and the proposed retirement village will not lead to increased sprawl from Cambridge.

5.20 With regard to the second purpose of Green Belts; to prevent neighbouring towns from merging into one another. The appeal site does not form an important gap between two towns (or other settlement types). The proposed retirement village will not lead to neighbouring villages merging into one another.

5.21 Concerning the third purpose of Green Belts; to assist in safeguarding the countryside from encroachment, I accept that the appeal site lies within the defined countryside and that the

proposed retirement village will lead to limited encroachment into the countryside. I do not consider that this encroachment is significant in the context of the scale of Stapleford and the adjoining village of Great Shelford.

- 5.22 Concerning the fourth purpose of Green Belts; to preserve the setting and special character of historic towns, it is the character and setting of the historic city of Cambridge that the Cambridge Green Belt seeks to preserve. The appeal proposals will not affect the setting or special character of Cambridge. I note that the Council's development plan identifies three established purposes of the Cambridge Green Belt. My colleague Jonathan Billingsley identifies that these differ from those within the NPPF in terms of wording.
- 5.23 Concerning the fifth purpose of Green Belts; to assist in urban regeneration, by encouraging the recycling of derelict and other urban land, the Alternate Site Search Assessment presented with the application demonstrates that there are no suitable or available brownfield sites for the delivery of the proposed retirement village. Allowing the appeal would not affect urban regeneration within the District.
- 5.24 Paragraph 105 of the Council's Committee Report (**CD3.1**) states that the appeal proposals would be in conflict with the third purpose of Green Belts. As I have said above, I accept this.
- 5.25 It is my view however that there is limited conflict between the retirement village element of the appeal proposals and the purposes of the Green Belt as set out at paragraph 138 of the NPPF. There will be limited encroachment into the countryside arising from the retirement village element of the proposals and this will affect the openness of the Green Belt in a very limited location confined to the retirement village zone of the appeal site and in a visual sense only in the medium term.
- 5.26 An Alternate Site Search Assessment (ASA) (**CD1.13**) was submitted with the planning application. The Council's Statement of Case is clear at paragraph 5.27 that the findings of the ASA were acknowledged and there is no reference to any objections to the ASA. The Inspector has subsequently indicated that he would benefit from hearing evidence on whether there are, or are not, other previously undeveloped Green Belt sites available which would have less effect on Green Belt openness than the proposed development of the appeal site.
- 5.27 My colleague Robert Belcher has provided evidence on the availability of suitable and achievable alternate sites within the District for the provision of a retirement care village. The ASA has been conducted on the basis of land for a retirement village only (i.e. excluding land for the proposed countryside park). The ASA applies an onerous test in this regard.
- 5.28 Mr Belcher's evidence concludes that there are no sites that are suitable, achievable and available for the development of a retirement village. As regards the Inspector's question concerning the availability of previously undeveloped sites within the Green Belt that are available for development of a retirement village, Mr Belcher's evidence concludes that there are no such sites that are suitable, achievable and available for the development of a retirement village.

- 5.29 The Council's development plan does not plan to deliver a sufficient supply of older people's housing to meet the needs of the District. There are no suitable, achievable and available sites in the district that would allow a retirement village to come forward either outside of the Green Belt or within it. The Council must meet its needs for specialist older people's housing and if it is to do so then it will need to allow developments, such as the appeal scheme, within the Green Belt.
- 5.30 Paragraph 145 of the NPPF advises that once Green Belts have been defined, local planning authorities should plan positively to enhance their beneficial use, such as:
- looking for opportunities to provide access;
 - to provide opportunities for outdoor sport and recreation;
 - to retain and enhance landscapes, visual amenity and biodiversity; or
 - to improve damaged and derelict land
- 5.31 At present the appeal site comprises private agricultural land, to which no public access is afforded. The appeal proposals include a circa 20ha countryside park which is to be maintained in perpetuity for public access and will provide enhanced access to the Green Belt for the public including for recreation purposes such as walking.
- 5.32 It is useful to compare the provision of the countryside park to the countryside parks delivered as part of large-scale developments in South Cambridgeshire and Cambridge. In this regard I have considered the development at Trumpington Meadows and at Great Kneighton. I summarise the provisions of each below:
- Trumpington Meadows – 1,200 new homes and a 60 hectare country park
 - Great Kneighton – 2,550 new homes and a 48 hectare country park
- 5.33 It is clear that in proportionate terms the proposals at the appeal site are considerably in excess of equivalent provision as part of very large-scale housing developments. In my view this emphasises the beneficial use of the countryside that the development will facilitate. Both Trumpington Meadows and Great Kneighton were Green Belt sites.
- 5.34 Additionally, the proposed countryside park will enhance the landscape character, and subsequently the visual amenity of the area, as demonstrated in the evidence of my colleague Jonathan Billingsley. I accept the views of my colleague Mr Billingsley in that, when considered in isolation, there would be some harm to the rural character arising from the retirement village development zone area noting that the proposed structure planting to this area would provide effective mitigation in the medium term and create a new robust soft edge to Stapleford village. There would be an overall net benefit on the local landscape character arising from the proposals within the medium-term
- 5.35 Furthermore, the proposed appeal scheme will significantly enhance the biodiversity of the site and surrounding area. This is addressed in the evidence of my colleague Duncan Painter,

who concludes that a specific biodiversity net gain of +240% is anticipated and that the proposals will contribute significantly to identified biodiversity enhancement strategies in the area.

- 5.36 I conclude that the appeal proposals would accord with paragraph 145 of the NPPF.
- 5.37 I have said that I accept that the appeal proposals in part constitute inappropriate development within the Green Belt. Paragraph 147 of the NPPF is clear that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 148 of the NPPF is clear that 'very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.
- 5.38 It is necessary therefore to conduct a balancing exercise to weigh the harms of the development proposals against other considerations. I conduct this exercise in section 7 below and I conclude that the harm by inappropriateness and other harm resulting from the proposal is very clearly outweighed by other considerations. For this reason, my view is that allowing the appeal would not conflict with national planning policy as regards development within Green Belt land.

Conserving and Enhancing the Natural Environment

- 5.39 Paragraph 174a of the NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan). It is common ground that the appeal site does not form part of a valued landscape or that it is subject to any statutory designation. The development plan does not identify the appeal site as anything other than ordinary countryside. Paragraph 175 of the NPPF states that planning decisions should recognise the intrinsic character and beauty of the countryside.
- 5.40 As I have said above, I accept that there will be some limited encroachment into the countryside from the proposed retirement village. My colleague Jonathan Billingsley considers the impact upon the character and appearance of the countryside in his evidence and concludes that there would be an overall net benefit on the local landscape character arising from the proposals within the medium-term, this will enhance the beauty of this part of the countryside in this location.
- 5.41 Paragraph 174d of the NPPF states that planning decisions should minimise impacts on and provide net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures. Paragraph 180d of the NPPF states that development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.

- 5.42 My colleague Duncan Painter explains in this evidence that the appeal proposals will deliver significant biodiversity net gain and will contribute to an enhancement of the ecological resilience of the area. The proposed countryside park will enhance public access to nature.
- 5.43 I conclude that the appeal proposals will accord with the NPPF's requirements as regards conserving and enhancing the natural environment. In particular it is clear to me that allowing the appeal proposals would provide a significant enhancement to the natural environment which is strongly supported by national planning policy.

Conserving and enhancing the historic environment

- 5.44 Paragraph 202 of the NPPF is clear that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 5.45 The Council's Conservation Officer determined that *"if the development is in accordance with the parameter plan, it would not have a harmful impact on any heritage assets, and would be in accordance with policy NH/14 of the South Cambridgeshire Local Plan 2018"*. The Council's Committee Report (CD3.1) states at paragraph 203 that *"Overall, the proposal is considered acceptable in heritage terms and to comply with Policy NH/14 of the Local Plan and national guidance"*.
- 5.46 The Appellant's Heritage Statement (CD1.4) identifies a potential area of harm to the setting of Little Trees Hill, a Bronze Age barrow and a Neolithic causewayed enclosure and Scheduled ancient Monument. Little Trees Hill is on higher ground to the north east of the appeal site and views towards Stapleford and the appeal site are afforded from the scheduled ancient monument.
- 5.47 The Heritage Statement (CD1.4) states at paragraph 4.14 that the proposed development impinges on this wider view and the retirement village element of the proposal will cause some harm to the appreciation of the setting. However, in terms of degree, the level of harm is less than substantial and in this case the level of 'less than substantial harm' is low to medium.
- 5.48 Clearly there is a discrepancy between the view of the Council's Heritage specialist and that of the Appellants. I adopt a worst-case approach to matters on the basis that there may be less than substantial harm caused to the Little Trees Hill Scheduled Ancient Monument. I take the approach that the less than substantial harm is at the low to mid level of the spectrum of less than substantial harm.
- 5.49 Paragraph 202 of the NPPF requires that less than substantial harm to heritage assets be weighed against the public benefits of the proposal I consider the public benefits in section 7 below and conclude that there are very substantial benefits to the appeal proposals.

5.50 Any harm identified to heritage assets would have to be very substantial in order to outweigh the public benefits of the development proposals. This is agreed with the Council within the SoCG.

Conclusions on National Planning Policy

5.51 I have assessed the appeal proposals against the relevant chapters of the NPPF having regard to the main matters identified by the Inspector. I consider that the appeal proposals comprise sustainable development and do not conflict with national planning policy.

6. THIRD PARTY OBJECTIONS

6.1 Representations have been received from two third parties following the submission of the appeal. These have raised objections to the appeal proposals for a number of reasons. I have summarised the objections and provided a response to each in the table below.

Third party comment	Response
<p>I strongly believe that our community works best when young and old can support each other and this works best when they live in a mixed community around shared facilities. Building retirement villages that isolate the old adds to their loneliness and denies the chance for younger people to become aware of the challenges that they will face themselves in the future making them less tolerant of old people in general.</p>	<p>Housing with care offers older people the unique combination of maintaining their independence for as long as possible and the potential to have a better quality of life within a socially active and supportive environment with a comprehensive level of facilities, activities and care services.</p> <p>As summarised in the evidence of Jessamy Venables, studies have shown that provision of specialist accommodation for olde such as such as that proposed yields improvements to residents’ personal health, psychological and social well-being.</p>
<p>This particular scheme to isolate a segment of our community is especially inappropriate given its location on the edge of the village next to a busy/fast entry road.</p>	<p>The site is not isolated from the settlement. It is located a short distance from the functional centre of the village and is in close proximity of existing public transport links.</p> <p>The access points proposed from Haverhill Road and Gog Magog Way have been found to be appropriate in highway safety terms.</p>
<p>I am not against the principle of a Care Facility in or near the village but the proposal is on a totally unsuitable site. If it was 500 metres further to the south, closer to several bus services, the train station and the village amenities, I think it would be a useful development.</p>	<p>The site located a short distance from the functional centre of the village and is in close proximity of existing public transport links. Pedestrian and cycle links into the village centre are proposed.</p>
<p>The site proposed is totally unsuitable being well away from village amenities and isolated from the villages of Great Shelford and Stapleford, thus not helping community</p>	<p>The site located a short distance from the functional centre of the village where existing services are facilities are located and is in close proximity of existing public</p>

activity or inclusion. If allowed it would leave a large area of 'no-mans land' where there would be pressure to develop for residential development.	transport links. Pedestrian and cycle links into the village centre are proposed.
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Table 1 – summary of third-party appeal representations and response

- 6.2 A number of representations from third parties were made during the determination of the planning application, and some raised objection to the development proposals. a number of representations also raised support for the development proposals. These are summarised at paragraphs 47 and 48 of the Council’s Report to Planning Committee (**CD3.1**).
- 6.3 Separately, the Greater Cambridge Partnership (GCP) made representation to the planning application during determination, raising objections to the development proposals. The GCP is the local delivery body for the ‘City Deal’ with central government which seeks to deliver improvements in local infrastructure to support and accelerate the creation of new jobs and homes in the area. The GCP comprises of Cambridge City Council, Cambridgeshire County Council, South Cambridgeshire District Council and the University of Cambridge.
- 6.4 The GCP proposes to deliver a new busway route between the A11 and the Cambridge Biomedical Campus via Sawston, Stapleford and Great Shelford. This is known as the Cambridge South East Transport scheme (CSET). It will be necessary for the GCP to use compulsory purchase powers to acquire the land necessary to deliver CSET. Figure 1 below shows the broad alignment of CSET.

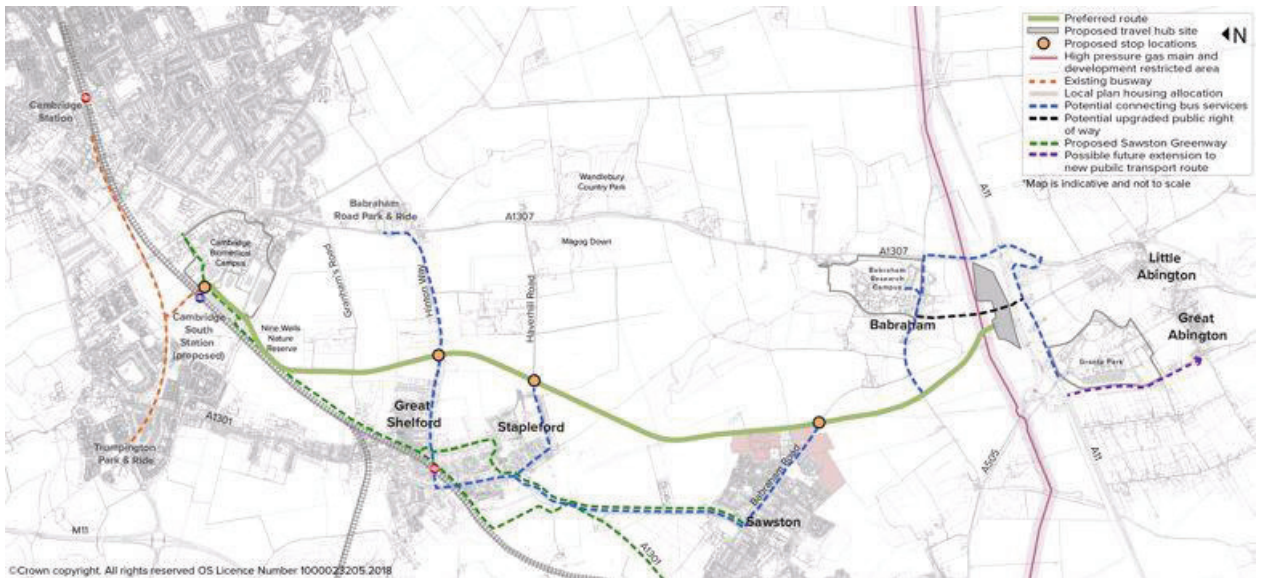


Figure 1 – Broad alignment of the CSET scheme. Source; Greater Cambridge Partnership

- 6.5 There can be no certainty that CSET will go ahead, however the appeal scheme does consider the potential for its delivery and the parameter plans **CD2.10**, **CD2.11**, **CD2.12** and **CD2.16** allow for the provision of a 15m wide corridor through the appeal site in order to

accommodate CSET, should it be delivered. The corridor was produced following informal discussion with GCP prior to the submission of the planning application.

- 6.6 GCP's representation to the planning application welcomes the acknowledgment of CSET within the scheme, but states that *'at present there is a clear conflict between the location of the retirement village and the preferred CSET route'*.
- 6.7 Following the GCP's comments on the planning application, representations were made by the Appellant to the most recent CSET consultation, which took place between Monday 19 October and Monday 14 December 2020. A copy of those representations is included at **Appendix 9**. The representations requested that a minor realignment to the proposed route be made in order to avoid the identified conflict between the retirement village and CSET.
- 6.8 Paragraph 234 of the Council's Committee Report (**CD3.1**) states that the potential CSET route *'is not at a stage of development where it can have a significant bearing on the assessment or determination of the outline planning application which has been submitted; therefore, limited / no weight can be afforded to the potential route at this time'*. The status of CSET has not changed between the determination of the application and the submission of the appeal. I consider that the Council's position at the point of the determination of the application, i.e. the provision of limited/no weight, is the correct one.
- 6.9 In any event, the representations to the CSET consultation contained at **Appendix 9** demonstrate that the appeal proposals will not prejudice the potential delivery of CSET because it is reasonable and possible for a busway of the nature under consideration by the GCP to be aligned such that it does not conflict with the retirement village site.

7. BENEFITS OF THE APPEAL PROPOSAL

7.1 I set out below the specific benefits of the development proposals. I consider that the key benefits of development are as follows:

- Provision of Older People's Accommodation
- Release of General Housing
- Landscape Enhancements
- Biodiversity Enhancements
- Access to the Countryside
- Job creation and economic benefits

Provision of older people's accommodation

7.2 My colleague Jessamy Venables provides a detailed assessment of need for older people's accommodation in her proof of evidence. She explains that the recently published draft 'Housing Needs of Specific Groups Cambridgeshire and West Suffolk', which was commissioned jointly by the Council and Cambridge City Council, indicates that the Council has a current (2020) shortfall of:

- 642 care home beds, increasing to 1,613 by 2040, and
- 239 leasehold housing with care units (i.e. extra care units), which is expected to increase to 473 by 2041

7.3 In addition, Mrs Venables sets out her own assessment of need on the basis of both the Council's area (South Cambridgeshire) and the market catchment area, both in 2024. Mrs Venables concludes as follows:

- A need for 118 care beds and 177 dedicated dementia care beds in the market catchment area and 31 care beds and 176 dedicated dementia care beds in the local authority area by 2024 , and
- A need for 838 private extra care units in the market catchment area and 533 private extra care units in the Council's area by 2024

7.4 I have explained in section 3 above that the Council's development plan does not contain any policies that proactively seek to deliver accommodation for older people and that the development plan is effectively silent as regards the specific need and delivery of such accommodation. I have further explained that the NPPF is clear that it is important that a sufficient amount and variety of land can come forward where it is needed and that the needs of groups with specific housing requirements, including older people, are addressed.

7.5 I have also explained that national planning guidance is clear that the need to provide housing for older people is critical. Older people requiring specialist accommodation including care home and extra care accommodation are less able to wait for the delivery of housing than

those in the general population, because their needs are immediate. The evidence of my colleague Mrs Venables indicates that there are a significant number of older people in the Council area and market area that need accommodation. The Council's development plan (CD4.1) recognises at paragraph 7.39 that extra care housing and retirement villages play a part in the provision of specialist accommodation. I am clear that the need for specialist older people's accommodation is urgent.

- 7.6 Paragraph: 001 Reference ID: 63-001-20190626 of the National Planning Practice Guidance (NPPG) is clear that people are living longer lives and the proportion of older people in the population is increasing. It says that in mid-2016 there were 1.6 million people aged 85 and over in England; by mid-2041 this is projected to double to 3.2 million.
- 7.7 In my view the provision of specialist high quality accommodation for older people in the context of significant urgent national need, significant urgent local need and a development plan that is effectively silent on the matter is a very substantial benefit of the appeal proposals and should be given very substantial weight in the planning balance. I note that the Council attributes 'very significant' weight to this in its statement of case.

Social cohesion and well-being

- 7.8 My colleague Jessamy Venables explains the wellbeing benefits of a specialist retirement village in her evidence. She explains that specialist retirement village accommodation will deliver personal health, psychological and social well-being for residents. Specialist retirement village accommodation helps with loneliness in old age and allows couples to stay together as and when one half begins to incur significant care needs. In addition, and as stated by the Council in its Statement of Case, the communal facilities that would be provided within a retirement village will be open to the general public and will draw the wider community together and improve access to wider countryside.
- 7.9 Paragraph: 001 Reference ID: 63-001-20190626 of the National Planning Practice Guidance (NPPG) is clear that offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems.
- 7.10 The Council gives significant weight to this benefit of the development proposals and I agree with this assessment.

Release of General Housing

- 7.11 Paragraph 7.38 of the Development Plan (CD4.1) confirms that the population of the district is ageing and identifies that often older people need or prefer smaller properties that are easier to manage than their original home, with people often looking to 'downsize' to a smaller property.

- 7.12 Paragraph: 016a Reference ID: 63-016a-20190626 of the National Planning Practice Guidance advises that plan-making authorities need to count housing provided for older people against their housing requirement. For residential institutions, to establish the amount of accommodation released in the housing market, authorities should base calculations on the average number of adults living in households, using the published Census data.
- 7.13 According to the latest census data available (**Appendix 10**) there are 26,265 people aged 65 or over living in 16,032 households in the District. This gives an average level of 1.63 older people for each house.
- 7.14 Applying the methodology set out in national planning guidance, should 220 units of accommodation be delivered on the site then this could equate to the release of 134 existing housing units into the local housing market. My colleague Jessamy Venables provides evidence of the distance travelled by new residents into a retirement village (i.e. from what distance they have moved). Mrs Venables finds that, in locations comparable to the appeal scheme, approximately 70 per cent of residents travelled 10 miles or less to move to a private extra care village. I accept that some will travel from further afield, but it is likely that there will be significant release of housing stock within the South Cambridgeshire and Cambridge area. If people do come from outside of South Cambridgeshire and Cambridge then the fact that there is a general need for housing means that this benefit should not be diminished.
- 7.15 I have explained in section 1 above that South Cambridgeshire is an area with significant housing affordability issues (as is the Cambridge area). In this context, my view is that the release of market housing is a significant benefit of the appeal proposals and one to which significant weight should be attached. I note that the Council states within its statement of case that *'in an area of substantial housing need and affordable housing issues significant weight should be given to this benefit'*.

Landscape Enhancements

- 7.16 I have explained above that the NPPF encourages local planning authorities to plan positively to enhance the beneficial use of Green Belt land to, amongst other things, enhance landscapes and visual amenity. I have further explained that the Council's development plan (the CSFAAP – **CD4.2**) envisaged that a Countryside Enhancement Strategy for the area would be delivered to secure enhancements including to landscapes and visual amenity.
- 7.17 The evidence of my colleague Jonathan Billingsley sets out that the appeal scheme will deliver enhancements of the nature identified in the CSFAAP to the countryside park area of the appeal site.
- 7.18 I consider that the landscape and visual enhancements proposed by the appeal scheme are considerable and that significant weight should be given to this benefit.

Biodiversity Enhancements

- 7.19 I have explained above that national planning policy is clear that development whose primary objective is to conserve or enhance biodiversity should be supported while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity (or enhance public access to nature where appropriate). Similarly I have explained that policy NH/4 of the development plan very clearly states that development proposals where the primary objective is to conserve or enhance biodiversity will be permitted.
- 7.20 As I have stated above, at a Meeting of the Council on Thursday, 18 July 2019 at 2.00 p.m. the Council declared a Biodiversity Emergency in South Cambridgeshire (**Appendix 11**). Added to this, there are a number of development plan documents, local studies and strategies, commissioned by both the Council and others, that identify massive declines in biodiversity in Cambridgeshire in the recent past and identify a need for biodiversity enhancements in the area of the appeal site, as follows:
- Cambridge Southern Fringe Area Action Plan (policy CSF/5) - 2008
 - Cambridgeshire Green Infrastructure Strategy – June 2011
 - Greater Cambridge Green Infrastructure Opportunity Mapping Report – Sept 2021
 - South Cambridgeshire Doubling Nature Strategy – 2021
 - The Cambridge Nature Network – A Nature Recovery Network for Cambridge and its Surrounds – March 2021
- 7.21 I summarise the above in section 3 of this proof. There is an urgent need for enhanced biodiversity provision within South Cambridgeshire identified by the Council and there can be no stronger acknowledgement of this fact than the Council's own declaration of a 'biodiversity emergency'. A number of Council policies and strategies and third-party studies specifically identify the area within which the appeal site lies a key opportunity area to deliver biodiversity enhancement and enhanced biodiversity resilience to the wider area.
- 7.22 My colleague Duncan Painter provides evidence as regards the biodiversity benefits of the appeal proposals. It is clear that the biodiversity gain proposed by the appeal scheme is very substantial. In the context of the local evidence identifying; the dire state of biodiversity levels in the area; the importance and benefit of delivering new habitat provision of the nature proposed in this location, and, the emphasis upon providing net gains for biodiversity set out within the NPPF, my view is that the biodiversity benefits of the development proposals are very substantial and should be given very substantial weight in the decision-making process. There is no evidence that the Council can reverse this biodiversity decline without delivery of private development schemes such as that proposed.

Access to the Countryside

- 7.23 I have explained in section 3 above that Cambridgeshire is identified to have one of the lowest percentages of open access land and accessible natural greenspace in the region and that consequently natural assets in Cambridgeshire are coming under increasing pressure with conflicts and damage from recreational pressures. In this context the Council has a number of policies, studies and strategies that specifically identify that the provision of additional public access to the countryside in this location would be beneficial both in and of itself and also to alleviate pressure upon (and subsequent damage to) existing designated areas of open space in the countryside in the wider area (i.e. Wandlebury Park and Magog Down).
- 7.24 I consider that the public benefits delivered by way of the enhanced access to the countryside provided by the proposed countryside park and linkages is a significant benefit of the development proposals, to which significant weight should be given in the planning balance.

Job creation and economic benefits

- 7.25 It is a matter of common ground that the retirement village will generate demand for new full time employment for staff across a variety of roles equivalent to 70 Full Time Equivalent jobs. In addition, there will be direct economic benefits arising from the construction of the development and increased spending levels locally.
- 7.26 I note that the Council gives the economic benefits of the development moderate weight in its statement of case. I agree with this.

8. PLANNING BALANCE

- 8.1 I have said that I accept that the appeal proposals as a whole constitute inappropriate development within the Green Belt. Paragraph 147 of the NPPF is clear that Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 148 of the NPPF states that ‘very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.
- 8.2 Paragraph 148 of the NPPF is clear that substantial weight should be given to any harm to the Green Belt. In this context I accept that the definitional harm by way of inappropriateness and the impact upon the openness of the Green Belt should be given substantial weight as a whole.
- 8.3 I acknowledge that there is some landscape and visual harm arising from the proposed development. However, as demonstrated in the evidence of my colleague Mr Billingsley, this harm is limited.
- 8.4 I have identified that the appeal proposals will deliver a number of benefits. I have appraised each benefit individually and in summary I conclude as follows:
- Provision of older people’s accommodation in the context of significant local need is a very substantial benefit attracting very substantial weight
 - The social cohesion and well being benefits of specialist accommodation in the form of a retirement village are a significant benefit attracting significant weight
 - Provision of largescale biodiversity enhancement is a very substantial benefit attracting very substantial weight
 - Release of market housing is a significant benefit attracting significant weight
 - Largescale landscape and visual enhancements to the countryside park are a significant benefit attracting significant weight
 - Enhanced public access to the countryside is a significant benefit to which significant weight should be given
 - Economic benefits are a benefit of the proposals to which moderate weight should be given
- 8.5 The benefits of the appeal proposals are numerous and cumulatively amount to very substantial benefit. This is a material consideration in the determination of the appeal.
- 8.6 Against these benefits I have had due regard to the harm caused by the development proposals both the substantial weight given to the Green Belt harm as a whole and the additional landscape and visual harm to the area, and the low-mid level of less than substantial heritage harm identified (which I conclude is outweighed by the very substantial public benefits and therefore is not in conflict with national heritage policy).
- 8.7 Even if I apply significant weight to the harm to landscape and visual harm to the area as well as the substantial definitional harm by reason of inappropriateness, I conclude that the harm

identified is very clearly outweighed by other considerations in this instance. Table 2 below illustrates my professional opinion in this regard. I have included the Council’s weighting of benefits as set out in its Statement of Case in table 2 and it is clear to me that even on the Council’s assessment of matters the benefits of the development very clearly outweigh the harms in this instance.

Harms and Weighting		Benefits and weighting		
Harm	Weight	Benefit	My Weighting	Council Weighting
Harm to the Green Belt by inappropriateness and conflict with purposes.	Substantial	Provision of older people’s accommodation	Very Substantial	Very Significant
Low level of less than substantial harm to setting of Little Trees Hills Scheduled Ancient Monument	Significant	Provision of largescale biodiversity enhancement	Very Substantial	Significant
Landscape and visual harm	Significant	Release of market housing	Significant	Significant
		Social Cohesion and Well-being benefits	Significant	Significant
		Largescale landscape and visual enhancements	Significant	Not weighted
		Enhanced public access to the countryside	Significant	Significant
		Economic benefits	Moderate	Moderate

Table 2 – Planning Balance

8.8 Having concluded as such, my clear view is that allowing the appeal in this instance would not conflict with relevant Green Belt policy within the NPPF. As such, it follows that the appeal proposals do not conflict with policy S/4 of the development plan, which concerns development within the Green Belt and which defers to national planning policy in this regard.

8.9 The benefits of the appeal proposals are hugely significant and are a significant material consideration in the determination of the planning application. Paragraph 12 of the NPPF is clear that decisions that depart from an up-to-date development plan can be made where

material considerations in a particular case indicate that the plan should not be followed⁴. Even if it could be concluded that there is conflict with the development plan in this instance, I consider that material considerations weigh so strongly in favour of the granting of permission that such granting of permission would be in clear accordance with National Planning Policy.

⁴ i.e. the provision in law under Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990

9. SUMMARY AND CONCLUSIONS

- 9.1 In section 2 I provide a summary of the appeal scheme and the surrounding area. I explain the proposals and that the parameter plans seek to guide and control the future development of the land.
- 9.2 In section 3 I identify those policies of the development plan that are relevant to the determination of the appeal. I explain that I consider that the appeal proposals are generally consistent with the adopted development plan.
- 9.3 I explain that the provision of a retirement village on the edge of the Rural Centre of Stapleford, one of the most sustainable locations within the District, is consistent with the Council's development strategy. Critically, I note that the Council's development plan lacks any meaningful policy requiring the delivery of housing or accommodation for older people despite the fact that the NPPF requires Councils to plan to meet the housing needs of their area, that national planning guidance identifies the need for older people's housing as critical, and that at the time that the development plan was produced the Council's Strategic Housing Market Assessment identified an anticipated 80% increase in the number of older people over the age of 75 in South Cambridgeshire.
- 9.4 I explain that the Council's policy for development within the countryside does not preclude provision of a retirement village in this location because in these specific circumstances the provision of the appeal scheme is supported by other policies of the development plan and that in such circumstances policy S/7 is supportive of development in the countryside. I further explain that reduced weight should be given to the Council's policy for development in the countryside given the failure of the development plan to meaningfully address specialist housing needs for older people.
- 9.5 I further explain that the appeal proposals will accord with relevant policies within the development plan concerning landscape and urban character. I conclude that the appeal proposals will respect and retain, and in instances will significantly enhance, the local character and distinctiveness of the local landscape and of the individual National Character Area. I do not consider that there will be harm to the urban character of the area.
- 9.6 I consider the proposals against the Council's policies for biodiversity enhancement and provision of green infrastructure. I note a large number of local studies, strategies, guidance and policies that identify; that Cambridgeshire has a smaller proportion of natural habitats than most counties in Britain; massive declines in biodiversity in Cambridgeshire in the recent past, and; identify a need for biodiversity enhancements in the area of the appeal site. The Council itself has recently declared a 'Biodiversity Emergency'.
- 9.7 Similarly, I note that many of the same local studies, strategies, guidance and policies identify that Cambridgeshire has a very low amount of open access land and accessible natural greenspace relative to other areas in the region and that consequently natural assets in Cambridgeshire, including those in the immediate vicinity of the site at Wandlebury and Magog Down, are experiencing conflicts and damage from recreational pressures. I note that the Council has a number of policies, studies and strategies that specifically identify that the

provision of additional public access to the countryside in this location would be beneficial both in and of itself and also to alleviate the pressure and damage to existing designated areas of open space in the countryside in the wider area. I conclude that the proposals accord strongly with the development plan policies for biodiversity enhancement and green infrastructure provision.

- 9.8 I further note that there is no evidence that the various biodiversity and access goals and objectives identified in the local studies, strategies, guidance and policies will be achieved by the Council alone. There is no evidence that the Council can reverse biodiversity decline and improve public access to nature and green space without delivery of private development schemes such as the appeal scheme.
- 9.9 In section 5 I assess the appeal proposals against the relevant chapters of the NPPF having regard to the main matters identified by the Inspector. I consider that the appeal proposals comprise sustainable development and do not conflict with national planning policy.
- 9.10 In section 6 I provide a brief statement on third party appeal submissions, I conclude that no issues raised by third parties mean that the appeal should not be allowed.
- 9.11 In section 7 I identify the main planning benefits of the development proposals. I conclude that the planning benefits are numerous and justifiably attract a variety of weighting ranging from very substantial weight to moderate weight.
- 9.12 In section 8 I conduct a planning balance exercise where I weigh the planning harms identified against the planning benefits and I conclude that the planning benefits very clearly outweigh the harms identified.
- 9.13 Having concluded as such, my clear view is that allowing the appeal in this instance would not conflict with relevant Green Belt policy within the NPPF or within the development plan, or with any other relevant policies within the NPPF or development plan.
- 9.14 Even if it could be concluded that there is conflict with the development plan in this instance I consider that material considerations weigh so strongly in favour of the granting of permission that such granting of permission would be in clear accordance with National Planning Policy.

APPENDIX 1

Letter of representation from Magog Trust

Michael Sexton
Principal Planner
Great Cambridge Shared Planning
South Cambridgeshire Hall
Cambourne Business Park
Cambourne, Cambridge
CB23 6EA



Dear Mr Sexton

The Magog Trust have been approached by Axis Land Partnerships with regard to managing the informal natural open space, should the planning application for a retirement village and associated countryside park in Stapleford, be given approval. We have expressed serious interest in managing this piece of land in that event and are in discussion with Axis Land Partnerships.

The objectives of The Magog Trust, are the provision of facilities for informal recreation and the conservation, protection and restoration of the countryside in Cambridgeshire. The area, known as Magog Down, is held in perpetuity according to these aims.

The 50 acre area, identified for use as informal natural open space in the application, comprises in part, the lower slopes of the chalk outcrop on which Magog Down lies, and would complement the regenerated land of Magog Down, itself developed from agricultural land over the last thirty years. Indicator chalk grassland species have re-established as well as the land becoming a haven for skylarks and around 30 breeding bird species. The Trust is currently under review for County Wildlife Status.

The proposal falls within the aims of The Cambridgeshire Green Infrastructure Strategy (2011) which provides an overarching strategy for Cambridgeshire and highlights existing natural green space and opportunities for creating, linking, and improving it, including the major ecological networks of the Gog Magog Hills. In this last year, when the benefits of access to open space has become such a recognized benefit to both physical and mental welfare, the opportunity to expand the provision of such space is one which the Trustees welcome. The footfall on Magog Down has hugely increased, reflected in a quadrupling in the number of Friends of Magog Down. The nearby availability of similar space, open for informal recreation and managed with conservation to the fore, would greatly facilitate the management of this increase in footfall.

Cambridge Landscape Character Assessment (2002) (cambridge.gov.uk) states "A continuous link from Hobson's Conduit through Nine Wells to the Gog Magog Hills is vital from the point of view of protecting this valuable landscape and providing public amenity. Ideally the whole area should be regarded as a sub-regional landscape of outstanding quality."

This site, managed for public access and informal recreation, would provide another link in the chain giving onward access to Magog Down, Wandlebury Country Park and The Roman Road.

The Trustees are aware of the proposal, out for consultation, on the CSETs proposed transport route, which would appear to have no impact on the informal natural open space site. As long as there are no major changes which would impact on the site, we would not see this being an ongoing issue.

Yours sincerely,

 Chairman

Registered Office: The Magog Trust, Verger's Cottage, 1 Gog Magog Way, Stapleford, Cambridge CB22 5BQ
A Company limited by guarantee Registered in England No 2426534 Reg Charity No 802150

PRESIDENT Christopher South VICE PRESIDENT Joan Barnes
PATRONS Robert Macfarlane BA, PhD (Cantab), MPhil (Oxon), Ian Hay Davison CBE, Sir Hugh Duberly KCVO CBE, David Rayner

www.magogtrust.org.uk



APPENDIX 2

Ratio of median house price to median gross annual workplace-based earnings in South Cambridgeshire

Ratio of house price to workplace-based earnings (lower quartile and median), 1997 to 2020

[View the contents of this dataset](#)

Contact Details

Nick Woodhill
Office for National Statistics
better.info@ons.gov.uk
Telephone: +44 (0)1633 651731

1 [Contents](#)

2 **Table 5c**

3 Ratio of median house price to median gross annual (where
4 available) workplace-based earnings by local authority district,
5 England and Wales, 1997 to 2020

6

7	Region code	Region name	Code	Name	2012	2013	2014	2015	2016	2017	2018	2019	2020
146	E12000005	West Midlands	E08000028	Sandwell	4.68	4.59	4.92	5.04	5.34	5.40	5.68	5.86	5.57
147	E12000005	West Midlands	E08000029	Solihull	6.80	6.87	7.16	7.66	7.54	7.74	7.62	8.44	9.31
148	E12000005	West Midlands	E08000030	Walsall	5.25	5.34	5.40	5.24	5.39	5.99	6.20	5.71	5.53
149	E12000005	West Midlands	E08000031	Wolverhampton	4.60	4.76	5.21	5.15	5.37	5.47	5.56	5.31	5.65
150	E12000006	East of England	E06000031	Peterborough	5.01	5.07	5.54	5.76	5.93	6.67	6.82	6.78	6.85
151	E12000006	East of England	E06000032	Luton	6.08	5.93	6.40	6.34	7.31	7.36	8.32	7.54	7.43
152	E12000006	East of England	E06000033	Southend-on-Sea	7.49	7.45	7.52	8.93	9.03	10.30	10.32	10.60	10.62
153	E12000006	East of England	E06000034	Thurrock	6.63	6.57	7.61	8.32	9.85	10.00	10.04	9.54	9.42
154	E12000006	East of England	E06000055	Bedford	7.32	7.31	7.94	8.45	8.55	9.35	9.83	9.04	8.80
155	E12000006	East of England	E06000056	Central Bedfordshire	7.85	7.75	8.60	9.51	10.44	10.57	10.88	10.36	10.19
156	E12000006	East of England	E07000008	Cambridge	9.44	9.61	11.39	12.56	13.00	13.53	12.96	12.71	12.42
157	E12000006	East of England	E07000009	East Cambridgeshire	7.95	7.53	8.46	8.92	9.49	9.82	10.66	10.29	11.12
158	E12000006	East of England	E07000010	Fenland	5.49	5.57	5.76	6.13	6.49	7.12	8.48	8.18	7.41
159	E12000006	East of England	E07000011	Huntingdonshire	6.89	6.96	7.11	8.06	8.24	8.82	9.36	9.28	9.18
160	E12000006	East of England	E07000012	South Cambridgeshire	7.42	7.74	7.80	9.15	10.24	10.98	10.34	9.80	10.13
161	E12000006	East of England	E07000066	Basildon	6.67	6.55	7.32	7.89	9.11	10.27	10.66	9.39	9.55
162	E12000006	East of England	E07000067	Braintree	7.51	7.17	7.93	8.23	8.59	9.50	10.26	10.23	9.77
163	E12000006	East of England	E07000068	Brentwood	9.47	8.91	9.66	10.57	12.44	11.24	13.24	12.26	13.22
164	E12000006	East of England	E07000069	Castle Point	9.14	9.55	9.77	11.21	11.12	11.56	10.66	10.77	11.17
165	E12000006	East of England	E07000070	Chelmsford	8.21	8.17	9.54	9.79	10.99	11.46	11.99	11.52	10.80
166	E12000006	East of England	E07000071	Colchester	7.21	7.41	7.54	8.36	8.70	8.99	9.58	9.50	9.45
167	E12000006	East of England	E07000072	Epping Forest	10.04	11.33	11.43	12.93	14.10	14.50	14.42	13.67	14.38
168	E12000006	East of England	E07000073	Harlow	6.10	6.57	6.45	7.81	9.20	9.25	9.50	9.18	9.09
169	E12000006	East of England	E07000074	Maldon	8.06	7.32	8.87	9.99	10.04	10.82	11.46	11.93	11.64
170	E12000006	East of England	E07000075	Rochford	9.52	8.99	9.63	9.71	12.32	11.91	11.92	10.39	11.57
171	E12000006	East of England	E07000076	Tendring	6.84	6.69	6.42	6.87	7.99	9.08	9.00	8.75	8.49
172	E12000006	East of England	E07000077	Uttlesford	10.71	11.22	11.52	12.35	12.37	13.52	13.72	13.51	12.60
173	E12000006	East of England	E07000095	Broxbourne	8.97	8.64	8.76	9.60	12.45	11.35	11.13	11.32	12.21
174	E12000006	East of England	E07000096	Dacorum	8.75	8.86	10.15	11.91	11.16	12.93	12.28	12.08	12.72
175	E12000006	East of England	E07000098	Hertsmere	9.62	10.17	12.51	12.67	12.98	14.21	14.26	12.90	14.41

1 [Contents](#)

2 **Table 1c**

3 Ratio of median house price to median gross annual (where
4 available) workplace-based earnings by country and region, England
5 and Wales, 1997 to 2020

6	7	Code	Name	2012	2013	2014	2015	2016	2017	2018	2019	2020
8		K04000001	England and Wales	6.76	6.74	6.95	7.37	7.59	7.77	7.85	7.73	7.69
9												
10		E92000001	England	6.77	6.76	7.09	7.52	7.72	7.91	8.04	7.88	7.84
11												
12		E12000001	North East	5.00	5.02	5.02	5.15	5.22	5.21	5.31	5.21	5.03
13		E12000002	North West	5.24	5.18	5.42	5.55	5.64	5.79	5.84	5.86	5.75
14		E12000003	Yorkshire and The Humber	5.35	5.29	5.54	5.68	5.78	5.89	5.95	5.92	5.84
15		E12000004	East Midlands	5.58	5.62	5.94	6.28	6.49	6.84	6.96	6.86	6.77
16		E12000005	West Midlands	5.90	5.84	6.21	6.27	6.38	6.63	6.79	6.83	6.78
17		E12000006	East	7.27	7.43	7.83	8.42	8.96	9.66	9.78	9.47	9.41
18		E12000007	London	8.53	8.96	10.08	11.05	12.03	12.38	12.26	12.05	11.78
19		E12000008	South East	7.99	8.26	8.56	9.13	9.76	10.25	10.37	10.05	9.92
20		E12000009	South West	7.59	7.53	7.78	8.17	8.53	8.85	8.92	8.77	8.80
21		W92000004	Wales	5.63	5.54	5.64	5.75	5.82	5.76	5.92	5.83	5.87

22
23 Source: Office for National Statistics

24
25 **Notes:**

26 1. House price data are taken from ONS House Price Statistics for Sma

27 2. Earnings data are taken from the Annual Survey of Hours and Earnin

28 3. Data for annual earnings are not available before 1999 and for some *years*.

29 Annualised weekly earnings are not produced on an identical basis

30 4. These affordability ratio statistics are revised annually, to reflect re

31 The earnings data used in the housing affordability calculations corre.

32 Earnings data is collected as at April of each year with the results pr

33 In addition, house price statistics are also subject to revision, as the

34 5. If a geography change is made, the entire time series reflects the n

35

36

37

APPENDIX 3

Excerpt from the Greater Cambridge Housing Strategy 2019-2023



Homes for our future

Greater Cambridge Housing Strategy 2019 - 2023

Working in partnership, a collaborative Housing Strategy covering both Cambridge City and South Cambridgeshire District



South
Cambridgeshire
District Council

The 'Affordability' Challenge

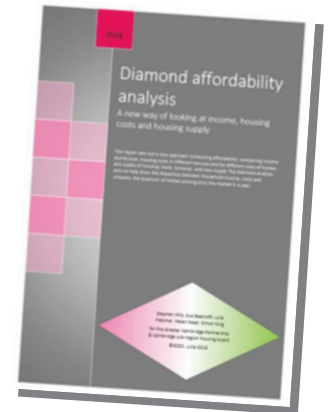
Greater Cambridge is an expensive place to buy or rent a home. High prices are fuelled by high demand, which itself is fuelled by the strength of the local economy and in-migration of highly skilled workers. For those on low incomes, the housing options are scarce with a reliance on social housing for rent; but even so-called 'affordable rent' at up to 80% of market rents is unaffordable to many.

There is also a growing 'affordability gap' where middle income households are being squeezed out of the market; with limited housing options for low cost home ownership or the private rented sector. The demand for housing for these groups far outstrips the current supply.

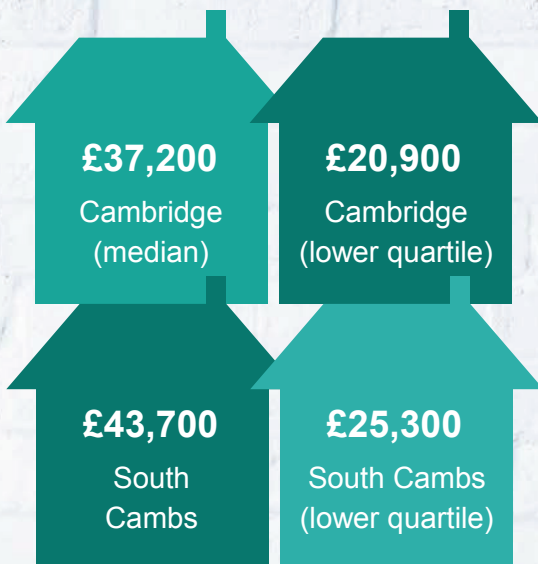
We have undertaken extensive research into the affordability issues for Greater Cambridge¹⁰.

Affordability is not just about tenure, but is also affected by living costs associated with the location and design of someone's home. For example, a highly energy efficient home can lead to it being more affordable in terms of utility costs. Homes that are located close to good transport links, especially in terms of public transport, can also help make living there more affordable to households on lower to middle incomes.

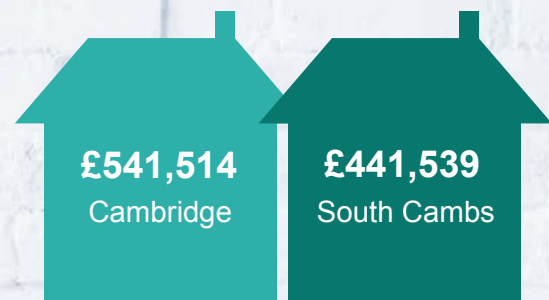
<https://cambridgeshireinsight.org.uk/housing/local-housing-knowledge/our-housing-market/affordability-analysis>



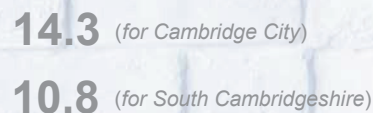
Gross household income



Average House Prices



Lower quartile price to income ratio



See annex 3 for more key statistics and data sources.

Median monthly cost to rent (2 bed house)

£1,190 per month (for Cambridge City)

£893 per month (for South Cambridgeshire)

Local Housing Allowance (LHA)

£666.42 per month





Building for an Ageing Population

With a rapidly ageing population, both councils are keen to promote a range of housing options to accommodate people and families throughout their lifetime across all tenures, to enable them to live safely and independently for as long as possible. This could be through the provision of ‘downsizer’ accommodation to provide more choice to older people who want to move to smaller and more suitable accommodation, and to enable them to remain in their local community if they wish to do so. This can also help to free up family homes. In relation to affordable housing, local lettings plans may also be used to give priority to older people wanting to move to smaller homes in particular new housing developments.

We know that loneliness and isolation is one of the biggest issues that may affect older people, and we will promote homes that are well located to services and facilities and well integrated into the community, where people of all ages can help support each other.

There are a number of sheltered housing and extra care schemes for older people in the Greater Cambridge area, which enable older people to remain in the community, whilst at the same time having the opportunity to mix more with people of their own age where they choose to do so. Both councils are interested in exploring options for more housing specifically for older people, including new models of housing. Any new provision has to take into account any impacts on social care and we will continue to work with the County Council to make best use of the financial resources available.

In terms of general housing, both affordable and private, we need to be future-proofing new homes through design so that they can be easily adaptable to enable people to live independently in their own homes as they age.

In accordance with our current Local Plans, all homes within Cambridge City should be built to level M4(2) of the adaptable and accessible building standard with 5% of the affordable housing to be built to wheelchair accessibility standards. For South Cambridgeshire, the current Local Plan seeks 5% of all homes to be built to the accessible and adaptable dwellings M4(2) standard but we will encourage developers to work to this standard where possible¹⁷.

In addition, from local research carried out by Sheffield Hallam¹⁸, based on projected need for specialist accommodation we will look to secure the following types of accommodation for older people on larger development sites.

Approximately 5% of new supply to be age exclusive homes - likely to take the form of mainstream housing built with older people in mind, i.e. meeting Building Regulations Part 4 (2 or 3).

Around 7% of homes to be specialist housing for older people, where the size of development makes this practicable. This could take the form of care ready type accommodation or extra care.

Appropriate provision of additional care beds.

According to the research, the number of care beds in Greater Cambridge is insufficient to meet existing needs. The provision of care beds that can be funded through social care is a particular issue facing the County Council and we will continue to work with them to identify how we can support the provision of care homes, including places available for spot purchasing beds for those funded through social care. With the increase of older people suffering from dementia, providers of any new specialist accommodation should consider how it can help meet this need, as well as the potential to help hospital discharge through the provision of intermediate care.



South Cambridgeshire Priority: Exploring the Potential for a Retirement Village

South Cambridgeshire District Council is keen to explore the potential for a retirement village in the District that provides a retirement lifestyle with a real community spirit where people want to live, alongside affordable homes for care workers needed to support older people with more complex needs.

The council is also keen to understand the role that existing mobile home parks play in the District to meet the accommodation needs of older people, and whether this type of accommodation should be supported in the future mix of homes provided.

Promoting specialist and other types of housing

We will continue to develop partnership working with appropriate organisations (*see partnership diagram under priority 7*) to ensure that sufficient support is available for those at greatest risk in our communities, including young people, families with young children, young people leaving care, ex-offenders, those suffering from domestic abuse and asylum seekers. Where purpose built accommodation is required, we will work with both commissioners and developers to secure appropriate accommodation on new developments.

Students form a significant part of Cambridge's population and the two universities make a major contribution to the local economy. Provision of new student housing is to be closely aligned with growth in University student numbers and can contribute towards balanced and mixed communities. However, consideration needs to be given to the scale and impact of any such development on local residential amenity. How proposals for new student accommodation will be dealt with is detailed in Cambridge City Council's Local Plan.

Homes for Gypsies & Travellers and Houseboat Dwellers

Everyone should have the right to a decent home, be that in traditional housing or through other cultural or lifestyle choices. Under the Housing & Planning Act 2016, local authorities have a duty to assess the housing needs of both those residing in caravans and on inland waterways where houseboats can be moored. A key priority for South Cambridgeshire District Council is to identify new sites to accommodate those that wish to live in a caravan. Although a recent assessment did not identify any need for Gypsy & Traveller sites for those meeting the planning definition, it did show a need to provide sites for those residing in caravans who no longer travel, as well as pitches to accommodate Travelling Showpeople¹⁹.

Across Greater Cambridge there has also been a noticeable increase over the last year or so in

the number of temporary unauthorised encampments, particularly involving gypsies and travellers needing to access hospital treatment. As part of the council's action to identify new sites, we will look to see how we can best accommodate those stopping temporarily in the District.

In terms of houseboat dwellers, there is currently space for around seventy residential boats plus some additional space for visitors, on the river Cam. A site to the north of the City has been allocated for off-river residential moorings, and the Local Plan supports appropriate delivery of residential moorings where they meet agreed criteria. As we develop the Joint Local Plan from 2019, a full assessment of need for these groups will be undertaken.

Excerpt from the Greater Cambridge Local Plan 'First Proposals' Draft Plan (reg 18)

First Proposals



Greater Cambridge Local Plan

(Regulation 18: Preferred Options 2021)



GREATER CAMBRIDGE
SHARED PLANNING

Policy H/HM: Housing mix

What will this policy do?

This policy will set out the mix of housing to be provided by new development, to ensure that new housing is generally of a size and type to meet the housing needs of different groups in the community.

Proposed policy direction

New housing developments of 10 or more dwellings will be required to provide an appropriate mix of housing sizes (number of bedrooms), with the proportions of dwellings of each size to be guided by the housing mix for each tenure and for Cambridge and South Cambridgeshire as set out in the recommendations from the Cambridgeshire and West Suffolk Housing Needs of Specific Groups study (2021) and the Housing Needs of Specific Groups – Addendum for Greater Cambridge (2021) or any future update to the Greater Cambridge Housing Strategy or housing mix evidence published by the Councils. As the proportion of dwellings of each size is provided as a range, this allows flexibility for local circumstances.

The housing mix (size of bedrooms) recommendations from the Cambridgeshire and West Suffolk Housing Needs of Specific Groups study (2021) and the Housing Needs of Specific Groups – Addendum for Greater Cambridge (2021) are as follows:

For Cambridge:

Tenure	1 bedroom homes	2 bedroom homes	3 bedroom homes	Homes with 4 or more bedrooms
Market housing	0-10%	15-25%	40-50%	25-35%
Affordable housing – ownership	15-25%	35-45%	25-35%	5-15%
Affordable housing – rented	35-45%	30-40%	15-25%	0-10%

For South Cambridgeshire:

Tenure	1 bedroom homes	2 bedroom homes	3 bedroom homes	Homes with 4 or more bedrooms
Market housing	0-10%	20-30%	35-45%	25-35%
Affordable housing – ownership	15-25%	35-45%	25-35%	5-15%
Affordable housing – rented	25-35%	35-45%	20-30%	0-10%

Exceptions will be allowed where an alternative housing mix is justified by site specific circumstances, such as local character, the built form of the new development, affordable housing demand on the councils' housing registers, and the existing housing mix in the surrounding area.

In some circumstances a condition(s) may be added to the planning permission to remove the permitted development rights for all or some of the dwellings if increasing the approved number of bedrooms for all or some of the dwellings through extensions would harm the housing mix that the development was responding to.

Policy will also encourage the delivery of a mix of types of homes – houses, flats and bungalows – proportionally across all market and affordable tenures, taking account of local circumstances including character and built form, and up to date evidence of affordable housing need as demonstrated by the councils' housing registers.

Applicants will be encouraged to work collaboratively with a Registered Provider, the relevant Councils housing team, and the Greater Cambridge Shared Planning service, to discuss the affordable housing mix for a new development ahead of the submission of a planning application.

Why is this policy needed?

National planning policy requires the size and type of homes needed for different groups in the community to be assessed and that the results of that assessment be reflected in planning policies. The Local Plan therefore needs to set out how the Councils will secure a mix of sizes and types of homes on new developments to address the identified need and create balanced and mixed communities.

What consultation have we done on this issue?

Responses to First Conversation highlighted the need to create balanced and integrated communities by providing a mix of housing types, sizes and tenures that reflect the findings of the Councils evidence of housing needs of specific groups. However, respondents also commented that the housing mix policy should be sufficiently flexible to address viability challenges, to address changing housing needs over the plan period, to appropriately cater for the needs of the community it will serve, and to appropriately respond to the site and its surroundings. There were also differing views that highlighted both a wish for more smaller homes and microhomes – particularly for first time buyers and the homeless – to help overcome the affordability crisis, and for more family sized homes / bigger homes that provide flexibility. Specific comments were received highlighting a need for more bungalows for older people.

What alternatives did we consider?

1. Not including a policy setting out a housing mix for new developments, and therefore relying on the housing market to determine the housing mix. - Not considered a reasonable alternative as without a policy there is a risk that the housing mix provided on new developments would not meet the needs of the area.
2. Applying the housing mix policy to all developments. - Not considered a reasonable alternative as it is not practical to apply the housing mixes suggested to sites of less than 10 dwellings, and for smaller sites it is important to make best use of the land and to take account of local circumstances.
3. Not including a policy setting out a housing mix for affordable dwellings, and therefore relying on local circumstances to determine the housing mix. - Not considered a reasonable alternative as without guidance in the Local Plan there is a risk that the affordable housing mix provided on new developments would not meet the needs of the area.

Supporting topic paper and evidence studies

Greater Cambridge Local Plan: Topic paper 7: Homes

[Greater Cambridge Housing Strategy 2019-2023: Homes for Our Future and Annexes 1-8](#) (Cambridge City Council and South Cambridgeshire District Council, April 2019)

Cambridgeshire and West Suffolk Housing Needs of Specific Groups Study (2021)

Housing Needs of Specific Groups Study – Addendum for Greater Cambridge (2021)

Existing policies in adopted 2018 Local Plans

South Cambridgeshire Local Plan 2018

- Policy H/9: Housing Mix

Cambridge Local Plan 2018

- Policy 45: Affordable housing and dwelling mix

Policy H/SH: Specialist housing and homes for older people

What will this policy do?

This policy will guide proposals for specialist housing (within both Use Classes C2 and C3) designed to support a variety of groups such as older people, disabled people, people with alcohol or drug dependency, those requiring refuge from harassment and violence, and others who may, for a variety of reasons, be excluded from the local community. Student accommodation is covered in Policy H/SA: Student Accommodation. The need to help older people downsize or stay within their community through ‘whole life housing’ approaches are also addressed in Policy H/HM: Housing mix and Policy H/SS: Residential space standards and accessible homes.

Proposed policy direction

Provision of specialist housing will be required as part of the housing mix of new developments, particularly at new settlements and within urban extensions, to create balanced and mixed communities and to meet the identified need for specialist housing. The policy will support the development of housing for older people and other groups in need of specialist housing. It is important to recognise that those in need of specialist housing are not a homogeneous group and the policy will need to support a broad range of specialist housing reflecting local needs.

Proposals for new specialist housing will be considered via a criteria based policy similar to that in the adopted Cambridge Local Plan 2018, but with the policy applying to the whole of Greater Cambridge. The criteria will ensure that new specialist housing is provided where there is a need, in suitably accessible locations, and without resulting in an excessive concentration of such housing.

Any specialist accommodation provided either as self-contained units or bedspaces for older people will contribute towards delivering the overall housing requirement for Greater Cambridge, but any specialist housing for other groups such as children and young people, or disabled people, will not contribute.

The provision of some forms of specialist housing, such as general housing for older people, will be delivered through the requirements for all new homes to be accessible and adaptable homes as set out in Building Regulations M4(2) standard (see H/SS: Residential space standards and accessible homes).

Why is this policy needed?

National planning policy requires the size, type and tenure of homes needed for different groups in the community to be assessed and that the results of that assessment be reflected in planning policies. Specialist housing is designed so that support can be provided to its occupants where required (and often to others in the wider community) while promoting independent living. The Local Plan therefore needs to set out how the Councils will deliver sufficient specialist housing to meet the identified need and how proposals for new specialist housing will be considered.

Providing specialist accommodation for older people can help people to live independently whilst staying within their local community. It can also provide opportunities for people to downsize if they choose to do so.

The Local Plan therefore needs to set out how the Councils will deliver sufficient specialist housing to meet the identified need and how proposals for new specialist housing will be considered.

What consultation have we done on this issue?

Responses to the First Conversation 2020 consultation highlighted the need to create balanced and integrated communities by providing a mix of housing types, sizes and tenures that reflect the findings of the Councils evidence of housing needs of specific groups. This included support for including specialist housing within new developments to enable residents to move through different forms of housing while still staying in their local area. Respondents also commented that specific allocations should be made for specialist housing, that are close to existing homes, public transport, and medical and community facilities.

What alternatives did we consider?

1. No policy - Not considered a reasonable alternative as the Councils consider that a criteria based policy is needed as the considerations for specialist housing are different to other types of housing development.
2. To not require provision for specialist housing at new settlements and within urban extensions - Not considered a reasonable alternative as the Councils need to set out how they will deliver sufficient specialist housing to meet the identified need, and these new developments should seek to deliver balanced and mixed communities.

Supporting topic paper and evidence studies

Greater Cambridge Local Plan: Topic paper 7: Homes

[Greater Cambridge Housing Strategy 2019-2023: Homes for Our Future and Annexes 1-8](#) (Cambridge City Council and South Cambridgeshire District Council, April 2019)

Cambridgeshire and West Suffolk Housing Needs of Specific Groups Study (2021)

Housing Needs of Specific Groups Study – Addendum for Greater Cambridge (2021)

Existing policies in adopted 2018 Local Plans

Cambridge Local Plan 2018

- Policy 47: Specialist housing

South Cambridgeshire Local Plan 2018

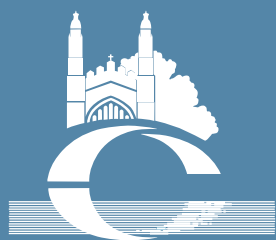
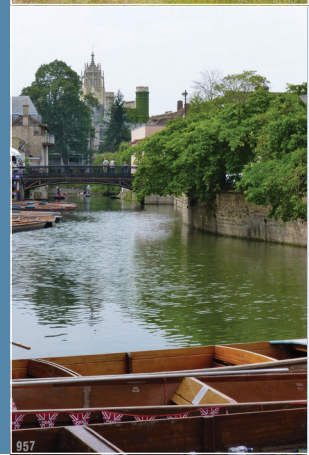
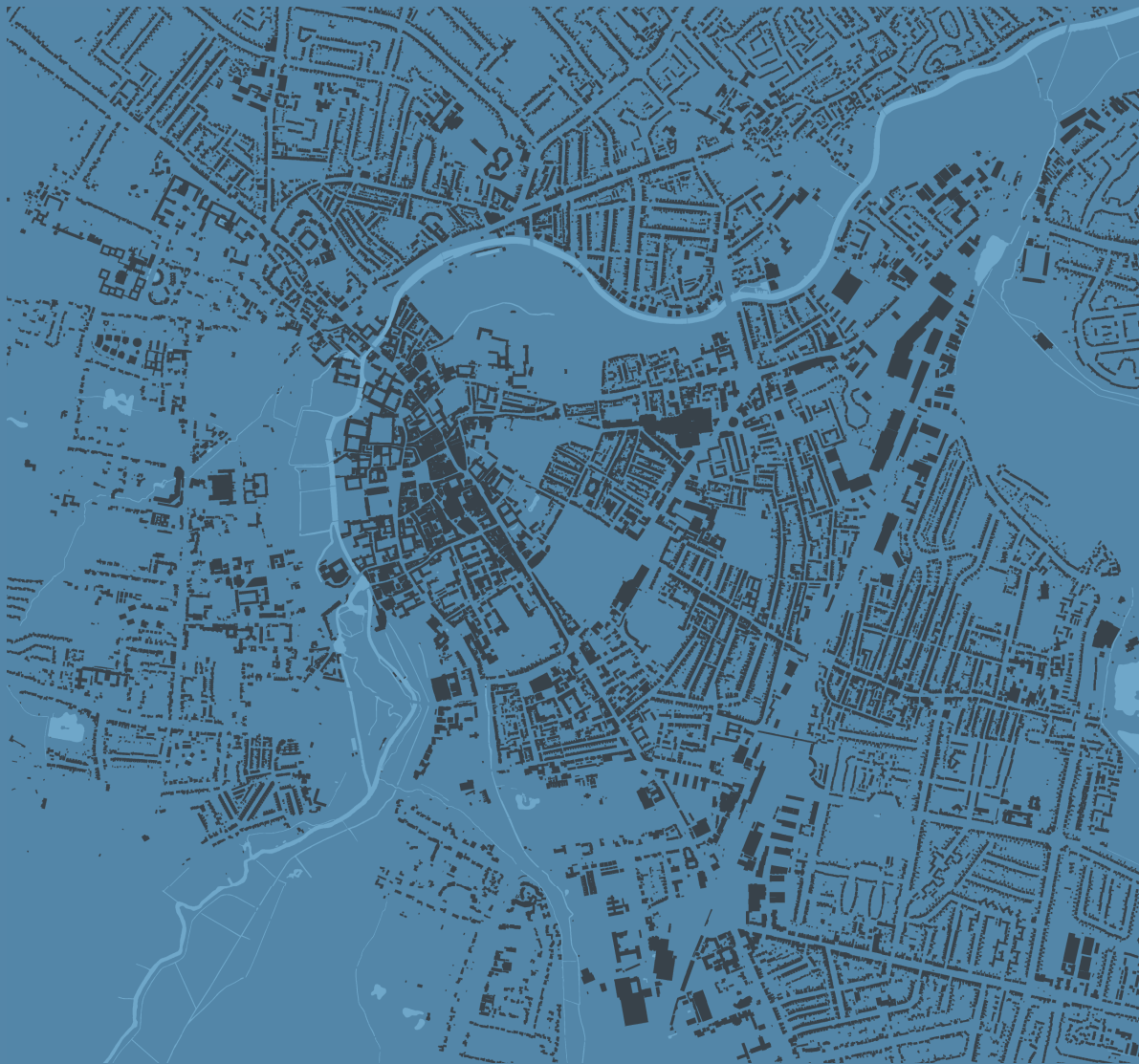
- None

APPENDIX 5

Policy 47 Cambridge City Local Plan

Cambridge Local Plan

October 2018



CAMBRIDGE
CITY COUNCIL

Planning Services

six students (*sui generis*). Student accommodation should be well designed, providing appropriate internal and/or amenity space and facilities. Provision should be made for disabled students.

Policy 47: Specialist housing

Planning permission will be granted for the development of specialist housing, subject to the development being:

- a. supported by evidence of the demonstrable need for this form of development within Cambridge;
- b. suitable for the intended occupiers in relation to the quality and type of facilities, and the provision of support and/or care;
- c. accessible to local shops and services, public transport and other sustainable modes of transport, and community facilities appropriate to the needs of the intended occupiers; and
- d. in a location that avoids excessive concentration of such housing within any one street or small area.

Where the development falls within use class C3 (dwelling houses), the development will be expected to contribute to the supply of affordable housing within Cambridge in accordance with Policy 45. If development, including change of use, would involve a net loss of specialist residential floorspace, this will only be permitted where appropriate replacement specialist housing accommodation will be made that satisfies the four criteria a–d or it is demonstrated that there is no local need for the floorspace to be retained for the current use, last use or for any other form of specialist housing and that there is no demand for the floorspace from other operators of specialist housing.

Supporting text:

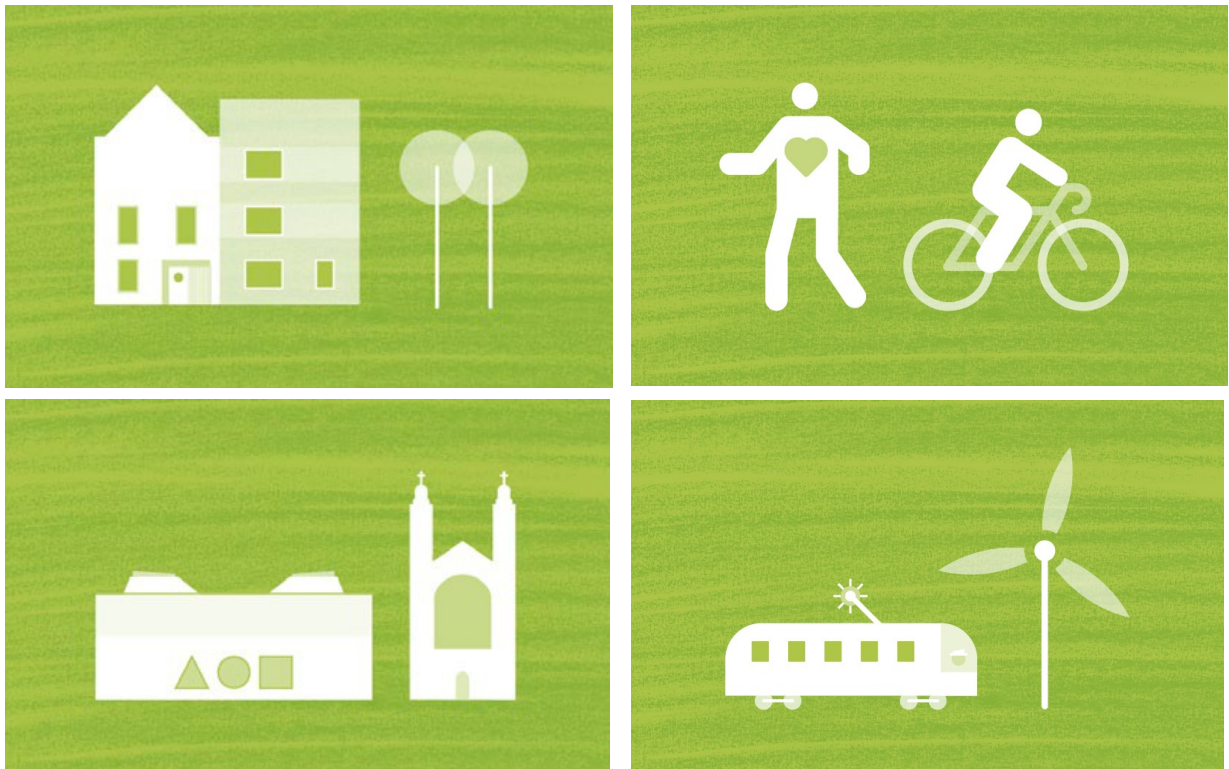
- 6.16 This policy relates to housing designed and designated for occupation by older people, disabled people, and vulnerable people with specific housing needs, referred to within the policy and hereafter as ‘specialist housing’. People with the need for specialist housing contribute to the community in many ways, but for some their ability to participate fully in society is hampered by poor or inappropriate housing, which affects their physical or mental health, or their ability to receive the support they need to live as independently as possible.

- 6.17 Forms of housing covered under this policy include:
- sheltered housing
 - residential care and nursing homes
 - extra-care housing
 - shared homes
 - cluster units
 - respite, rehabilitation and convalescent accommodation
 - hostel accommodation.
- 6.18 This policy does not relate to student accommodation or other types of accommodation within the C2 use class (residential institutions) not specifically for older, disabled or vulnerable people, e.g. hospitals and boarding schools. It also does not relate to individual homes built to wheelchair-accessible standards.
- 6.19 Specialist housing is intended to enable people to live as independently as possible, but is designed so that support can be provided to them (and often to others in the wider community) on-site. Where possible, such housing should be designed flexibly so that it can be adapted to meet alternative housing uses as needs change in the future. Such housing should be provided across the city, as opposed to being concentrated in certain areas, to help to enable people moving into such accommodation to remain in their local area and to create and maintain balanced communities. Safe and accessible high quality amenity space should be provided for specialist housing in compliance with Policy 50 on residential space standards.
- 6.20 In demonstrating need for specialist housing, applications should refer to the Council's Housing Strategy, Cambridgeshire County Council's Joint Strategic Needs Assessment, the Cambridgeshire Health and Wellbeing Strategy, Local Health and Social Care Commissioning Strategies and, where appropriate, the Commissioning Strategy for Extra Care Sheltered Housing in Cambridgeshire 2011 – 2015 and its successor documents. Ideally the scheme should be endorsed by the appropriate revenue funding commissioners under the newly emerging health and social care commissioning arrangements, where care and/or support funding may be required for some or all of the residents – either from the outset or for future residents.
- 6.21 Where a proposal includes the loss of specialist residential floorspace, the applicant will be expected to provide appropriate replacement floorspace as required by the policy or will be expected to provide adequate evidence of lack of local need and demand for the floorspace for any form of specialist housing. In providing evidence of lack of local need and demand, the facility will be required to have been offered on the open market and the guidance within Appendix K should be adhered to. Local need in this instance is considered to be city-wide.

APPENDIX 6

Greater Cambridge Local Development Scheme

Greater Cambridge Local Development Scheme July 2020



Cambridge City Council

PO Box 700,
Cambridge, CB1 0JH

South Cambridgeshire District Council

South Cambridgeshire Hall, Cambourne
Business Park, Cambridge, CB23 6EA

This updated Greater Cambridge Local Development Scheme was approved by:

Cambridge City Council

The Executive Councillor, Planning and Open Spaces, following debate by the Planning and Transport Scrutiny Committee – 30 June 2020

South Cambridgeshire District Council

Cabinet – 29 June 2020

It took effect from 13 July 2020.

Greater Cambridge Local Development Scheme 2020

Introduction

1. The Planning and Compulsory Purchase Act 2004 (as amended) requires that Local Planning Authorities must prepare and maintain a Local Development Scheme (LDS). This LDS provides information on the documents that the Councils intend to produce to form their planning policy framework and sets out the timetable for their production.
2. The LDS is designed to help the local community and all our partners interested in development and the use of land and buildings in Greater Cambridge to understand what plans the Councils have and intend to produce.
3. Cambridge City Council and South Cambridgeshire District Council (“the Councils”) have committed to work together to prepare a new Local Plan for Greater Cambridge. They have also committed to prepare jointly an Area Action Plan for North East Cambridge. This LDS is therefore prepared and agreed jointly by both Local Planning Authorities.

What are the current adopted Development Plan Documents?

4. The Councils have prepared a number of Development Plan Documents (DPDs) jointly or in parallel in recent years. The Development Plan for both authorities currently consists of the documents set out in the table below:

Cambridge City Council	South Cambridgeshire District Council
Cambridge Local Plan (October 2018)	South Cambridgeshire Local Plan (September 2018)
-	The Northstowe Area Action Plan (2007) (excluding Policy NS/3 (1g))
-	Cambridge Southern Fringe Area Action Plan (2008)

Jointly prepared Area Action Plans
Cambridge East Area Action Plan (February 2008) (excluding Policies CE/3 and CE/35)
North West Cambridge Area Action Plan (October 2009)
Documents prepared by Cambridgeshire County Council which apply to the Greater Cambridge area
Cambridgeshire and Peterborough Minerals and Waste Core Strategy & Proposals Map C (July 2011) Site Specific Proposals Plan, Proposals Map A: Minerals Transport Zones and Proposals Map B: Waste (February 2012)

5. Decisions on planning applications are to be taken in line with the policies of the above development plan documents unless there are significant matters ('material considerations') that indicate otherwise.

What new Development Plan Documents are to be prepared?

North East Cambridge Area Action Plan

6. The adopted 2018 Local Plans include a policy allocating an area of land on the northern fringe of Cambridge to enable the creation of a revitalised, employment focussed area centred on the new transport interchange created by Cambridge North Station. The policies say that "the amount of development, site capacity, viability, timescales and phasing of development will be established through the preparation of an Area Action Plan (AAP) for the site. The AAP will be developed jointly between South Cambridgeshire District Council and Cambridge City Council, and will involve close collaborative working with Cambridgeshire County Council, Anglian Water and other stakeholders in the area. The final boundaries of land that the joint AAP will consider will be determined by the AAP".
7. Between December 2014 and February 2015, the Councils published an Issues and Options document which asked a series of questions about how best the Councils should plan for development on land to east of Milton Road. At this time the site was known as Cambridge Northern Fringe East. From February 2019 to March 2019, a second Issues and Options consultation was undertaken. The Councils did this to reflect proposed changes in the site boundary, in particular to include Cambridge Science Park to the west of Milton Road, opening up the area for more comprehensive regeneration.
8. Following consultation on Issues and Options in 2019, the Councils confirmed that the plan would be renamed the North East Cambridge Area Action Plan and that the geographical coverage would be enlarged to include the Cambridge Science Park. A map of the area is included at Appendix 1.
9. Significant government Housing Infrastructure Funding has been secured to facilitate the relocation of the Milton Waste Water Treatment Plant (WTP) which will enable the development of a major brownfield site and comprehensive planning of the North East Cambridge area. Anglian Water proposes that a Development Consent Order (DCO) process will now be undertaken to enable the relocation.
10. The formal agreement by the Councils of the Proposed Submission AAP will be an important factor in the DCO Examination process to demonstrate commitment to development of the area. Therefore, work on the AAP is intended to progress to complete the Regulation 18 stage, consider the responses received and prepare the Proposed Submission AAP. The

Councils would make a decision ahead of the DCO Examination to agree the AAP for Regulation 19 publication, but actually carrying out the consultation would be subject to the successful completion of the DCO process, because of the need at Examination to be able to demonstrate that the development proposed on the site could be delivered.

11. It is therefore anticipated that the AAP process would then pause until the outcome of the DCO is known. If successful, the Councils would then proceed with the publication of the Proposed Submission AAP for the making of representations (Regulation 19), following which the AAP would progress to Submission and Examination.
12. The Councils have been advised by Anglian Water that DCO submission is anticipated in summer 2022. This is likely to mean that the outcome of the DCO process will be in Autumn 2023. It is therefore anticipated that the Proposed Submission AAP will be published in Autumn/Winter 2023, based on the latest DCO process and subject to a positive outcome. The AAP would then be Submitted for Examination in Spring 2024. The timing of the remainder of the AAP process is in the hands of the Inspector. A timetable for all key stages in the preparation of the joint North East Cambridge Area Action Plan is included below.
13. There is potential that the AAP could be on a similar timetable to the Greater Cambridge Local Plan (see below). As such, the Councils will keep under review whether it is appropriate to merge the AAP into the Local Plan at the Proposed Submission stage.

Greater Cambridge Local Plan

14. The Councils have previously committed to start work on a joint Local Plan in 2019 as part of the City Deal agreement with Government established in 2013. The Councils' adopted 2018 Local Plans both include a policy which makes a commitment to an early review of those Plans. The policies are for a new Local Plan to be prepared jointly by Cambridge and South Cambridgeshire Councils for their combined districts (Greater Cambridge) and include a timetable for this review, to commence before the end of 2019 and with submission to the Secretary of State for Examination anticipated by the end of summer 2022.
15. The National Planning Policy Framework (NPPF) updated in February 2019 continues to include a strong expectation that Local Planning Authorities will prepare plans which positively seek opportunities to meet the development needs of their area, and that are sufficiently flexible to adapt to rapid change. Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for a number of key land uses. These are housing (including affordable housing), employment, retail, leisure and other commercial development, infrastructure for transport and other key utilities, community facilities, and the conservation and

enhancement of the natural, built and historic environment including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.

16. There is a clear desire from the Councils and key stakeholders to have an inclusive and engaging plan making process. This update to the LDS includes an additional Preferred Options stage to enable public consultation on the emerging preferred approach to be taken by the plan to key strategic issues, and for those views to be considered before detailed policies are drafted. The Preferred Option consultation will make clear the other options considered and why the preferred option was chosen, together with the evidence underpinning the plan to ensure a transparent and inclusive process. This would take place in Summer/Autumn 2021, prior to a Draft Plan Consultation in summer 2022.
17. The Councils' aim to respond constructively to the opportunities that the Greater Cambridge area offers and to deliver a robust plan which responds to these issues, as well as the other big themes raised in the First Conversation consultation, such as responding to climate change. The issues facing the Greater Cambridge area are particularly complex, including a number of major infrastructure proposals being developed by other organisations that could provide significant opportunities for the area. These include the programmes for the DCO for the Milton WTP in relation to North East Cambridge, East West Rail, and the Mayor's proposal for Cambridge Autonomous Metro (CAM). However, there are uncertainties around their delivery and timescales at this early stage in preparing the Local Plan, which make fixing the longer-term timetable difficult at this point in time and ahead of testing the evidence, considering the options for meeting the needs of the area, and identifying the preferred development strategy and being clear on its deliverability.
18. The programme for the later stages of plan making needs to reflect the current complexity in an appropriate way. At this time it is considered there could be two scenarios for the way the latter stages of plan preparation could take place:
 - Option 1 - Local Plan runs ahead of the North East Cambridge Area Action Plan

If the Local Plan assessment of options were to identify an appropriate strategy or policy approach that did not include reliance on the NEC site or which could allow for the AAP to follow on without undermining the soundness of the Local Plan, there would be potential to progress the Local Plan to the Proposed Submission stage in Spring 2023 (or sooner if practicable). The plan would be Submitted in Autumn 2023, followed by public Examination. The timing of the Examination is in the hands of the independent Inspector. This alternative scenario could achieve an overall timescale that is 6 months or more quicker than option 2.
 - Option 2 – Align the Local Plan and the North East Cambridge AAP processes

If the Local Plan assessment of options were to identify an appropriate strategy or policy approach that includes the NEC site as potentially making an important contribution to the development strategy and delivery of homes and jobs, it would be necessary to align the AAP and Local Plan to parallel timetables so that Proposed Submission consultation on both plans takes place after the DCO outcome is known, in order to provide certainty on the relocation of the WTP and confidence in the site capacity and delivery trajectory for NEC and the role it could play in the overall development strategy for Greater Cambridge. This would mean that Proposed Submission publication of both plans would take place in Autumn/Winter 2023, and submission for Examination in Spring 2024 (based on the current DCO timetable). The timing of the remainder of the Local Plan process is in the hands of the Inspector.

19. A timetable for all key stages in the preparation of the joint Greater Cambridge Local Plan is included below. The timing of the Proposed Submission stage and beyond will be kept under close review and refined when there is greater certainty over the timetable.

Development Plan Documents to be produced

Document title	Subject matter and geographical area	Chain of Conformity	Consultation	Publication of Proposed Submission DPD and public consultation	Submission and Examination of DPD	Adoption and publication of DPD
North East Cambridge Area Action Plan	Vision and planning framework to ensure the coordination of development in the Cambridge Northern Fringe East development site and the Cambridge Science Park (see map at Appendix 1)	Conformity with the NPPF Compatibility with the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (July 2011) and Site Specific Proposals Plan (February 2012) Development Plan Documents	Issues and Options 1 (Reg 18) Winter 2014/2015 Issues and Options 2 (Reg 18) Spring 2019 Draft Area Action Plan (Reg 18) Summer 2020	Proposed Submission Consultation (Reg 19) Autumn/Winter 2023 Note: to follow outcome of Milton Waste Water Treatment Plant (WTP) DCO outcome	Submission to Secretary of State for independent Examination (Reg 22) Spring 2024 Note: subject to the outcome of Milton WTP DCO	Subject to progress of independent Examination

Document title	Subject matter and geographical area	Chain of Conformity	Consultation	Options	Publication of Proposed Submission DPD and public consultation	Submission and Examination of DPD	Adoption and publication of DPD
Greater Cambridge Local Plan	Includes the Vision, Objectives and Spatial Development Strategy and policies for Greater Cambridge Prepared for the whole of the administrative areas covered by Cambridge City Council and South Cambridgeshire District Council.	Conformity with the NPPF	Issues and Options (Reg 18) January 2020 Preferred Option Consultation (Reg 18) Summer/Autumn 2021 Draft Plan Consultation (Reg 18) Summer 2022	Option 1: Local Plan runs ahead of the North East Cambridge Area Action Plan Option 2: Align the Local Plan and the North East Cambridge AAP processes	Option 1: Proposed Submission Consultation (Reg 19) Spring 2023 Option 2: Proposed Submission Consultation (Reg 19) Autumn/Winter 2023	Option 1: Submission to Secretary of State for independent Examination (Reg 22) Autumn 2023 Option 2: Submission to Secretary of State for independent Examination (Reg 22) Spring 2024 Note: subject to the outcome of Milton WTP DCO	Option 1: <i>Subject to progress of independent Examination</i> Option 2: <i>Subject to progress of independent Examination</i>

Neighbourhood Planning

20. Local communities have the power to influence the future of the places they live and work by preparing neighbourhood plans. Neighbourhood plans are led and prepared by the community, not the Council, although the Council has a statutory role to provide advice and support to those producing a plan and at prescribed stages in the plan making process. When a neighbourhood plan is passed by an independent examiner and a local referendum, the Council must adopt it as part of its development plan framework and take it into account when it makes decisions on planning applications in the area, alongside other adopted development plan documents.
21. As neighbourhood plans are not prepared by the Council and their timetables are dependent on the progress made by the community, timetables for their preparation are not included in the LDS. However, the section below provides the status of plans at May 2020.

Cambridge

22. Within Cambridge City there is one designated neighbourhood area and its associated neighbourhood forum:
- South Newnham – approved in March 2017.
23. There is a [neighbourhood planning](#) page on the Cambridge City website.

South Cambridgeshire

24. There are nineteen designated neighbourhood areas in South Cambridgeshire as at the end of May 2020. In chronological order these are:
- Linton and Hildersham (designated jointly) – these two parishes have joined together to form a single neighbourhood area that was approved in May 2014
 - Histon and Impington (part of the parish excluded) – this covers the area of the two parishes to the north of the A14 and was approved in September 2014
 - Gamlingay – this covers the parish and was approved in February 2015
 - Waterbeach – this covers the parish and was approved in August 2015
 - Cottenham - this covers the parish and was approved in November 2015
 - Foxton - this covers the parish and was approved in November 2015.
 - West Wickham - this covers the parish and was approved in November 2015
 - Melbourn – this covers the parish and was approved in May 2016
 - Whittlesford – this covers the parish and was approved in August 2016

- Great Abington Former Land Settlement Association Estate – this covers the former Land Settlement Association estate, which only forms part of the parish of Great Abington and was approved in September 2016
- Stapleford and Great Shelford – this two parishes have joined together to form a single neighbourhood area that was approved in November 2016
- Swavesey – this covers the parish and was approved in November 2016
- Thriplow – this covers the parish and was approved in August 2017
- Bassingbourn-cum-Kneesworth – this covers the parish and was approved in December 2017
- Pampisford – this covers the parish and was approved in March 2018
- Sawston – this covers the parish and was approved in June 2018
- Babraham – this covers the parish and was approved in June 2018
- Fulbourn – this covers the parish and was approved in August 2018.

25. The Great Abington Former Land Settlement Association Neighbourhood Plan was 'made' within South Cambridgeshire in February 2019.
26. Cottenham Neighbourhood Plan has been successful through Examination and a referendum date had been set. With changes in the regulations due to Covid19 this referendum was suspended in March 2020. Another date will be set when regulations permit.
27. Histon & Impington Neighbourhood Plan has also been successful through Examination as of March 2020 and subject to agreement between the District Council and Parish Council, a Referendum version of the plan will be allowed to proceed to referendum once regulations permit.
28. Foxton Parish Council submitted its neighbourhood plan to the council on 10 February 2020 and the Regulation 16 consultation started but was subsequently suspended due to the change in circumstances affecting public consultations during Covid19. This consultation will resume once circumstances change.
29. Waterbeach Parish Council has carried out its six-week pre-submission (Regulation 14) consultation which ended on 24 February 2020. They are working towards submission.
30. The remainder of parish councils with designated neighbourhood areas are working their ways towards the consultation required by Regulation 14.
31. For further information on Neighbourhood Planning, including the current status of the neighbourhood forums and plans being prepared, there are [neighbourhood planning](#) pages on the South Cambridgeshire District Council's website which provide more information about the progress of each neighbourhood plan.

Supporting evidence and other planning documents

32. Whilst not forming part of the Local Plan, the councils have produced other supporting documents to aid in the preparation or implementation of Local Plan policies:

- A detailed evidence base
- Statement of Community Involvement
- Sustainability Appraisal & Strategic Environmental Assessment
- Local Plan Policies Map
- Supplementary Planning Documents and Guidance
- Authority Monitoring Reports

Evidence Base

33. In order to carry out the preparation of the new joint Greater Cambridge Local Plan, the councils will develop and maintain a sound evidence base. Necessary research and studies will be conducted and will be supplemented by research undertaken by others as appropriate. Providing a sound and comprehensive evidence base is fundamental to developing sound planning documents. The key evidence base documents will be made available to view and download from the relevant Local Plan webpage.

Statement of Community Involvement (SCI)

34. A significant concern of planning is to improve community and stakeholder engagement from the outset, ensuring people's views can be taken into account. This commitment is reinforced by the requirement for all LPAs to produce a Statement of Community Involvement (SCI). The SCI is not a DPD, and is not subject to public Examination.
35. A Greater Cambridge Statement of Community Involvement was adopted by both councils in June 2019. It details how the community and stakeholders will be involved in the preparation, alteration and review of all local plan documents as well as the consideration of minor and major planning applications.
36. To ensure the SCI remains relevant and has regard to new methods of engagement, the councils will keep this under review, updating it as necessary.

Sustainability Appraisal (SA)

37. Sustainability Appraisal (SA) is required for all DPDs. It is an integral component of all stages of plan-making. The purpose of the SA is to promote sustainable development through better integration of sustainability considerations into the preparation and adoption of plans. The SA embraces economic, environmental and social objectives, including equalities and health

impacts, the therefore has a wider scope than Strategic Environment Assessment (SEA) which is a requirement of an EU Directive and is primarily concerned with environmental impacts.

38. Work on producing a DPD cannot proceed without corresponding work on the SA. Therefore, each DPD will be accompanied by a supporting SA. Both the draft document and the SA will be made available for consultation at the same time and comments invited. The findings of the SA, will inform the DPD and will be a material consideration in determining soundness of the document at the Examination.

Local Plans Policies Map

39. The Policies Map identifies sites allocations and areas of planning constraint, such as Green Belt and other local and national designations. The policies map is updated as new DPDs are prepared or revised so as to provide a clear visual illustration of the application of policies across the area.

Supplementary Planning Documents

40. Supplementary Planning Documents (SPDs) provide further information and guidance on the implementation of Local Plan policies and can be given substantial weight in planning decisions. A list of adopted SPDs, as well as those the councils are intending to review or prepare, are set out on the councils' websites.

Authority Monitoring Reports (AMR)

41. The AMR is a 'state of the environment' report published at least annually. It assesses the effectiveness of the Local Plan policies in managing development and achieving the outcomes and strategic objectives of the planning framework. It also monitors the implementation of the LDS, highlighting whether revisions are necessary.
42. AMRs are particularly useful in identifying development trends, patterns of land use, as well as reporting on transport, housing and population/socio-economic trends in order to provide a 'baseline' context for reviewing and amending existing policies.
43. The latest versions of the AMRs are available to view on the Councils' websites.

Community Infrastructure Levy

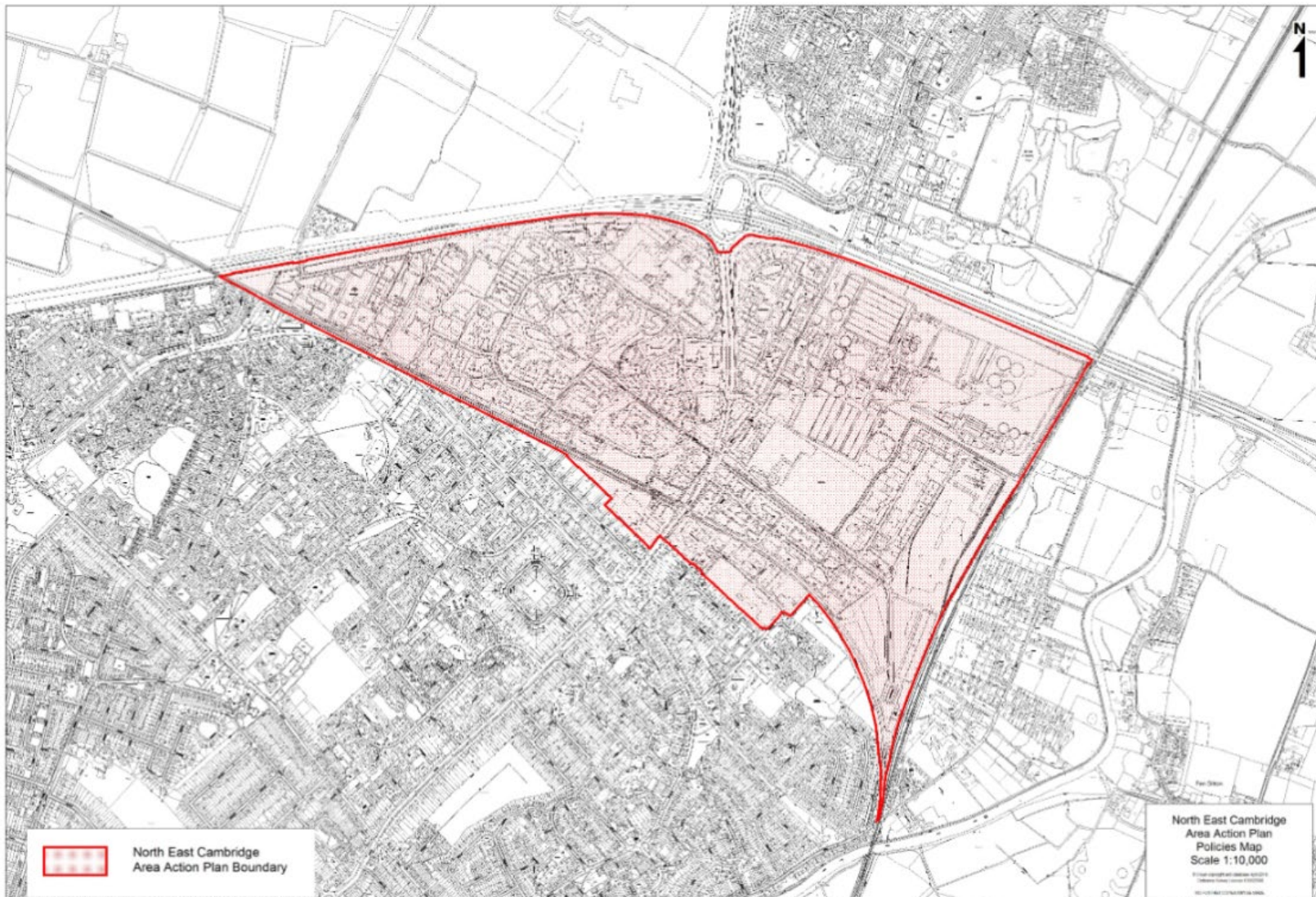
44. The Community Infrastructure Levy (CIL) is a tax on new development, which helps fund a wide range of strategic infrastructure, such as public transport, parks and community facilities, needed to support growth. Both councils had previously sought to introduce a CIL and had submitted draft charging schedules for Examination in 2014. The intention was for these to be Examined following the conclusion of the Examinations into the Local Plans. The councils each agreed to withdraw their CIL draft charging schedules in 2017 reflecting a number of changes in circumstances and to jointly reassess the position.
45. The Councils will update this Local Development Scheme if they intend to commence preparation of a CIL scheme.

Monitoring and Review

46. The councils will monitor the progress of the work set out in this LDS and will publish the results as part of the annual AMR.
47. The LDS will be updated or reviewed where the need to do so is identified.

Appendix 1:

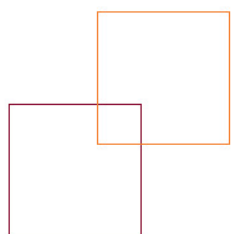
Geographic extent of North East Cambridge Area Action Plan



DEFRA strategy for England's wildlife and ecosystem services 2020

Biodiversity 2020:

A strategy for England's wildlife
and ecosystem services





Foreword by the Secretary of State for Environment, Food and Rural Affairs

In October 2010 in Nagoya, Japan, over 190 countries around the world reached an historic global agreement to take urgent action to halt the loss of biodiversity. This agreement recognised just how important our wildlife and ecosystems are for sustaining a healthy planet and for delivering essential benefits for people.

I was firmly committed to ensuring we reached an ambitious global agreement at Nagoya and I am equally committed to ensuring that we now play our part in delivering these commitments through action at home.

Biodiversity is key to the survival of life on Earth. Its loss deprives future generations of irreplaceable genetic information and compromises sustainability.

Our recent National Ecosystem Assessment also shows just how much nature provides for us in this country. For example, the enormous value of inland wetlands to water quality, the value of pollination to agriculture, the health benefits of experiencing nature and, not least, how nature and wildlife enrich all our lives.

This strategy will guide our conservation efforts in England over the next decade, including setting our ambition to halt overall loss of England's biodiversity by 2020. In the longer term, our ambition is to move progressively from a position of net biodiversity loss to net gain.

In our recent Natural Environment White Paper we responded to Sir John Lawton's call for a more integrated landscape-scale approach. We need to build a wider network of places across England which enable wildlife to thrive and natural processes to be sustained, alongside other land uses such as farming. This will help nature to better withstand future pressures such as climate change – and set our continuing conservation efforts for particular important species into a wider context.

Achieving our aims will be a big challenge. Government will play an important role but can't deliver this strategy alone. Our conservation charities, supported by millions of members of the public and volunteers, already make a vital contribution in protecting biodiversity. Equally, farmers and landowners have a central role to play as the stewards of England's countryside.

We fully recognise the importance of people in helping to arrest the loss of species. We must ensure that the value of nature's services is better understood and enhance people's personal connection with wildlife and nature. Ultimately, conservation efforts can only truly succeed with society's support.

This strategy provides the national framework for action to help us collectively achieve our goals. We need to work together, in partnership, to put this into practice, for the sake of England's wildlife, but also for ourselves and for future generations.

A handwritten signature in black ink that reads "Caroline Spelman". The signature is written in a cursive, flowing style.

The Rt Hon. Caroline Spelman MP

Excerpt from the Cambridge Sub Region Strategic Housing Market Assessment 2013



2013

**Strategic Housing
Market Assessment**

for the

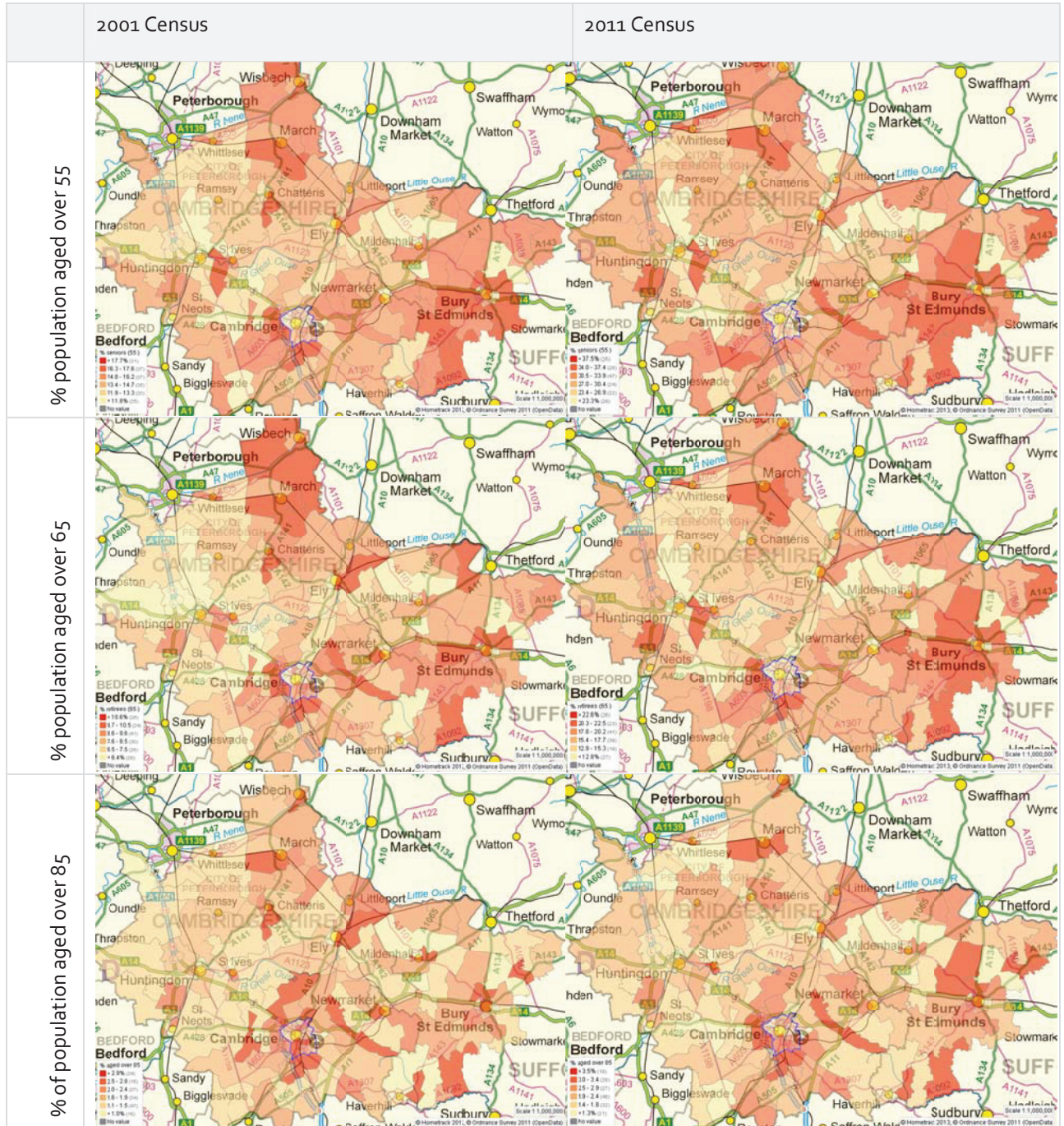
Cambridge housing sub-region

Section 15.2 Facts and figures

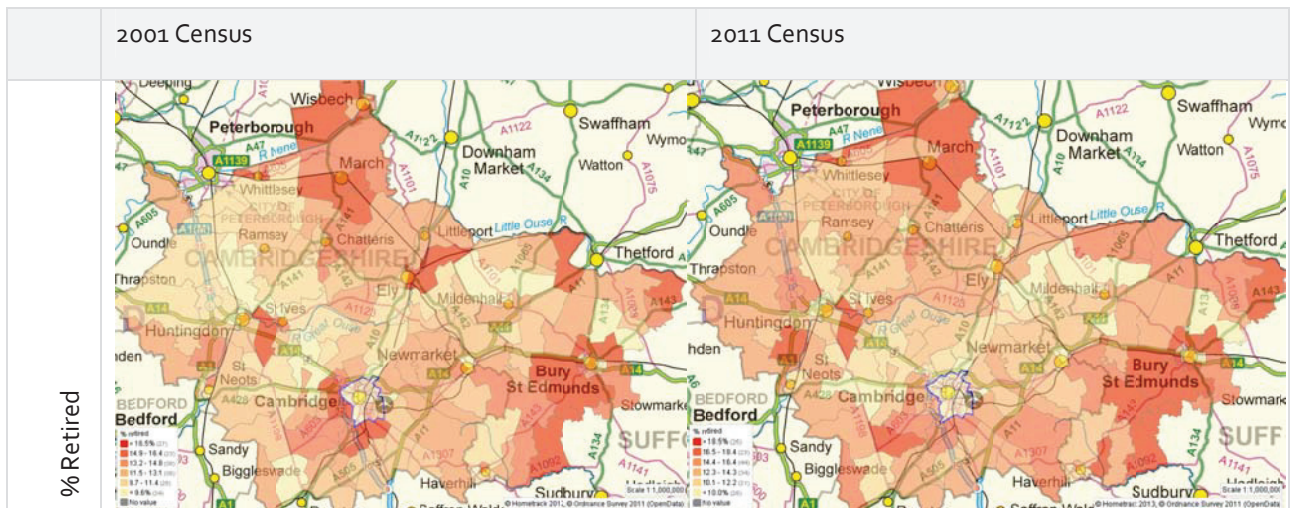
15.2.3 Older people

Current demography for older people

Map 2 Percentage of the population who are older people or retired, comparing 2001 and 2011 Census



Section 15.2 Facts and figures



Source: Census 2001 and 2011, via Hometrack

Table 7. Usually resident population, age groups over 55, Cambridge housing sub-region

	55 to 59	60 to 64	65 to 69	70 to 74	75 to 79	80 to 84	85 to 89	90+	All ages
Cambridge	5,400	5,000	3,800	3,000	2,700	2,300	1,700	1,000	123,900
East Cambridgeshire	4,900	5,500	4,200	3,300	2,700	2,100	1,200	700	83,800
Fenland	6,100	6,600	5,500	4,600	3,800	2,900	1,700	800	95,300
Huntingdonshire	10,300	11,400	8,900	6,600	4,900	3,600	2,200	1,200	169,500
South Cambridgeshire	8,900	9,800	7,500	5,600	4,600	3,600	2,200	1,200	148,800
Forest Heath	3,100	3,600	2,800	2,300	1,900	1,500	900	400	59,700
St Edmundsbury	6,400	7,500	6,300	5,000	3,800	3,000	1,800	1,100	111,000
Cambridge sub-region	45,100	49,400	39,000	30,400	24,400	19,000	11,700	6,400	792,000
% of total population ²	6%	6%	5%	4%	3%	2%	1%	1%	100%

Source: 2011 Census: based on table Po4, original data from <http://www.ons.gov.uk/ons/rel/census/2011-census/population-and-household-estimates-for-england-and-wales/rft-po4.xls>

Cambridgeshire's [Older People JSNA](#) published in 2010 outlines that in 2009, there were:

- 95,500 people aged 65 or over - almost 16% of all residents (early 2011 Census results show 100,100 people aged over 65 in Cambridgeshire, or 16%)
- 44,000 people aged 75 or over, or 7% of all residents (early 2011 Census results show 47,100 people aged over 75 in Cambridgeshire, or 8%)
- 11,600 people aged 85 and over, or 2% of all residents (early 2011 Census results show 13,900 people aged over 85 in Cambridgeshire, or 2%)

The JSNA observes that in 2009 the older population was similar to the national picture, but there was variation across Cambridgeshire. The district with the greatest number of older residents was Huntingdonshire. The proportion of the population aged 65 and over ranged from 11.8% in Cambridge to 19.6% in Fenland.

² Rounded to 1 significant figure

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Early Census 2011 results confirm that Huntingdonshire still has the highest number of older residents (49,100 aged over 55). The proportion of residents aged over 65 ranged from 11.7% in Cambridge to 20.3% in Fenland. The sub-regional average was 16.5%.

Excerpt from Older People JSNA, looking at life expectancy³

- People in Cambridgeshire are living longer. Since 1991 life expectancy at birth has consistently increased across the county for both males to around 78 years of age and females to around 82 years of age. Increasing life expectancy means that older people are an increasing proportion of our population and this trend is set to continue.
- Generally, life expectancy in Cambridgeshire is better than the national average. The gender gap has narrowed slightly over time but differences in life expectancy in different parts of the county have remained consistent. Life expectancy at 65 has also increased to more than 17 years for men and 20 for women.
- While the length of time we can expect to live has increased, the period we can expect to live with long term illness and disability has also increased. Periods of life spent in poor health or with a limiting chronic illness or disability have increased by more than two years in the period 1981 to 2006.
- The most recent figures⁴ indicate that English males aged 65 can expect to spend 4.4 years of their life in poor health and English females can expect 5.4 years.
- Periods of life with a limiting chronic illness or disability rose from 12.8 years in 1981 to 14.6 years in 2006 for males; and from 16.0 to 17.7 years for females⁵.
- Even excluding the poorest 5% and the richest 5% of the population, the gap in life expectancy between those of low and high income is greater than the overall increase in life expectancy over the last 25 years. The less well-off die on average six years earlier, and spend 13 years more years living with disability.⁶

Disability, frailty and ageing

With increasing life expectancy more people are living to an age where they are likely to be physically frail, which has implications for housing and related services.

This section considers the likely numbers of elderly people who are frail because of a physical disability, mental disability or both. It incorporates assumptions about frailty drawn from a longitudinal population study – the Medical Research Council’s ‘Cognitive Function and Ageing Study’ (CFAS) developed in 1999. The study provides estimates of the current prevalence of frailty amongst older people. The methodology assumes that the prevalence of frailty, by age, and sex, remains constant in the future. With medical and technical advances this may prove wrong, but there is no accepted alternative hypothesis at present, as some disabilities have replaced others in terms of prevalence. However it is worth exploring the impact of a reduction in frailty by 7% by 2021 as has been proposed by Wanless.

Table 8 provides the ‘prevalence of frailty’ scores which are applied to our forecast population.

³ Source: http://cambridge.newcastlejsna.org.uk/webfm_send/52

⁴ http://www.statistics.gov.uk/downloads/theme_health/Health-Expectancies-2000-2007_submitted.xls

⁵ <http://www.statistics.gov.uk/ci/nugget.asp?id=934>

⁶ <http://www.marmotreview.org/AssetLibrary/pdfs/Reports/FairSocietyHealthyLives.pdf>

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Table 8. **Prevalence of frailty, England**

Prevalence	64 - 74		75 - 84		85+		Total 65+	
	Men	Women	Men	Women	Men	Women	Men	Women
% frail	6%	7%	14%	21%	36%	54%	11%	19%
Frailty:								
Physical only	59%	75%	53%	69%	48%	59%	54%	66%
Cognitive only	28%	18%	29%	15%	22%	16%	27%	16%
Combined	13%	7%	17%	15%	30%	25%	19%	18%

Source: MRC CFAS Study, 1999

Table 9 shows that numbers of frail elderly residents in Cambridgeshire are forecast to increase by 7,660 over 15 years, from just under 14,000 in 2006 to over 21,500 in 2021. There are increases of over 50% in each of the three categories, although with an additional 4,700 people, the 'physically frail' sector accounts for just over 60% of the total increase. The mentally frail population is expected to increase by over 1,500, slightly more than the increase in people with both mental and physical frailty (1,400). Table 9 also shows the forecast numbers of frail elderly residents for Cambridgeshire, as well as for Forest Heath and St Edmundsbury based on the same prevalence and trends.

Table 9. **Forecast Numbers of Frail Elderly Residents, Cambridge housing sub-region**

	2006	2011	2021	2006/21 change	% change (rounded)
Cambridgeshire					
Physically frail	8,620	9,720	13,320	4,690	54%
Mentally frail	2,700	3,070	4,250	1,550	57%
Both mental and physical frailty	2,570	2,880	4,000	1,420	55%
Total frail	13,900	15,670	21,560	7,660	55%
Forest Heath and St Edmundsbury					
Physically frail	2,600	2,880	3,680	1,080	41%
Mentally frail	820	910	1,170	360	44%
Both mental and physical frailty	790	870	1,140	350	45%
Total frail	4,210	4,660	5,990	1,780	42%

Source: MRC; Cambridgeshire County Council Research Group 2005 base population forecasts; ARU for Suffolk population forecasts

Table 9 shows that in the two Suffolk districts, an additional 1,780 frail elderly people are expected to be resident in 2021 as compared with 2006, giving a total of around 6,000.

The biggest proportional increase is in the population with both physical and mental frailty, up by almost 45% in fifteen years. However all three frailty groups will experience a growth of 40% or more. Of the overall increase in Cambridgeshire an estimated 4,560 will be females and 3,100 males.

In the two Suffolk districts the expected split is an additional 700 frail males and just over 1,000 frail females. If a 7% reduction in frailty is achieved by 2021 (following Wanless, as described above) this will imply a total of 20,050 elderly frail residents of Cambridgeshire and 5,570 in the two Suffolk districts. The increase as compared with 2006 will be 6,150 and 1,360 respectively, 44.2% and 32.3%.

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Older people and ethnicity

Estimates of older people in each ethnic group, described as 'experimental' by the Office of National Statistics, show that the number of older Black and Minority Ethnic people may have slightly since 2001, though still only comprising around 2% of the total population.

There is some variation across Cambridgeshire; with more older BME people in Cambridge than elsewhere.

Older Gypsies and Travellers

Cambridgeshire has one of the largest Gypsy and Traveller populations in the United Kingdom. A JSNA focusing specifically on Travellers was published in 2010. Older people from Gypsy and Traveller communities face potentially severe social exclusion and vulnerability in several respects:⁷

- Much lower life expectancy than the national average
- Low percentage of Gypsies and Travellers aged over 50 in paid employment
- Low likelihood of entitlement to full pension
- Low levels of literacy
- Lack of awareness of entitlements to state benefits
- Complex issues around accommodation policies and planning permission which make it difficult for older people to settle on authorised sites with other family members or with carers
- Barriers in accessing health and social care services
- Discrimination and negative attitudes towards Gypsy and Traveller communities
- Lack of cultural awareness, sensitivity and appropriate outreach methods by housing, health and social care professionals.

Commissioning Strategy for Extra Care Sheltered Housing in Cambridgeshire 2011-15

Extra Care Sheltered Housing provides a real alternative to institutional care for Older People in Cambridgeshire. The Extra Care Housing Strategy sets out the commitment of key commissioning organisations to deliver appropriate levels and standards of extra care sheltered housing in Cambridgeshire. Specifically, it identifies targets, priorities and standards for this purpose.

The strategy seeks to clarify the process for prioritisation and authorisation of funding streams. It also provides guidance on best practice for the planning, development, and implementation of schemes. The latter includes guidance on the allocation process for tenancies.

The strategy framework focuses primarily on the development of new extra care sheltered housing schemes for older people, taking into account current and future needs based on demographic projections.

⁷ http://www.gypsy-traveller.org/pdfs/older_gypsies_and_travellers_report.pdf

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The definition of older people in this instance is people aged over sixty five. The strategy also provides operating guidance that is applicable to existing schemes. Additionally, it makes links to the earlier broader Best Value Review of Sheltered Housing.

Needs

- In 2010 there were an estimated 92,768 people aged 65 or over living in Cambridgeshire.
- Of this number over 42,000 are aged over 75, and 11,130 aged over 85. These numbers are projected to increase significantly.
- By 2021, there will be an increase of 54% in the 75 to 84 year age range. The over 85 age group will increase by even more at 57%.
- All areas will experience an increase in their older people's population. However, most of the impact of the demographic change will be felt in the rural districts.
 - South Cambridgeshire is expected to see the largest increase in over 75s at 80%
 - Huntingdonshire over 75s will increase by 69%
 - East Cambridgeshire over 75s will increase by 53%
 - Fenland over 75s will increase by 35%
 - Cambridge over 75s will increase by 22%.

Physical and mental frailty increases with age. It is anticipated that there are currently approximately 13,900 older people experiencing physical frailty, mental frailty or a combination of both. Approximately 8,500 are supported by Adult Social Care, and will have been assessed as having "critical and substantial" needs. The majority of this number is aged over 75.

The total number of older people in residential and nursing care, in Cambridgeshire is 3,235 (July 2007). Some 1,282 of these are funded by Adult Social Care. Without the additional provision of extra care it is anticipated that, local authority funded, care numbers would rise to 1647 by 2021.

Hospital usage also increases with age with the biggest pressure being in emergency care.

Vision and Priorities for Older People in Cambridgeshire

The Joint Commissioning Strategy (NHS Cambridgeshire and Cambridgeshire County Council. 2008) sets out the vision for Older People:

"Our vision is to develop communities in which older people are truly engaged, exercising choice and control over their lives... Our focus is on independence, empowerment, respect, dignity, the promotion of wellbeing through the prevention of illness and social breakdown"

This approach is strengthened by the housing vision identified within the best value review of Sheltered Housing:

"Our vision is for a positive, creative approach to building homes, neighbourhoods and communities. This includes high quality, cost-effective public services that meet the needs of local people, tackling climate change, building sustainable communities and ensuring strong and inclusive communities.

We will work with Older People to improve their quality of life by:

- Listening to what older people have to say and involving them in the development of services

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- Challenging and addressing ageism whilst promoting positive views of older people
- Working with others to promote well-being in all aspect of an older person's life
- Designing and delivering services around individual needs
- Enabling older people to live in a safe home and environment
 - Tailored to meet their needs
 - In an active community
 - In a secure environment
 - Promoting independence in all of our services"

Health and Social Care Commissioning Priorities

- Support more people to live at home to maximise independence
- Not to commission any more residential care for older people
- Ensure that older people and their families / carers have as much choice as possible in their care, support and treatment options as part of a person-centred approach
- Develop alternatives to residential living e.g. extra care schemes
- Develop community based services which respond to older people's needs and prevent unnecessary admissions to hospital
- Provide more responsive and integrated services for older people
- Encourage older people to directly buy services to suit their needs through self-directed support

Source Cambridgeshire health and Social care Joint Commissioning Strategy 2008 to 2011

Housing Commissioning Priorities

- Mixed communities providing a range of housing types and tenures to offer people choice
- Plan for and respond to the sub-region's changing demography, particularly the needs of a growing number of older people.
- Respond to the diverse and changing needs of our communities
- Tackle both housing and support issues for people who are most vulnerable.
- Make best use of existing homes and extend housing options
- Prevent and tackle homelessness, help reduce deprivation and improve health and social inclusion.

Source: Cambridge Sub Regional Housing Strategy 2008- 2011

Definition and role of Extra Care

Extra care housing is specifically identified as a vehicle by which strategic objectives for older people can be delivered and by which improved outcomes can be achieved. It is defined as specialist accommodation designed to maximise the independence of older people by providing a safe, secure and stimulating environment. Residents retain the independence of having their own home and at the same time benefit from the availability of around the clock social care and housing support.

The defining characteristics of extra care housing according to the toolkit produced by the Housing Learning and Improvement Network, called [Strategic Housing for Older People](#) (SHOP) are as follows:

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- Living at home – not in a home.
- Having one's own front door.
- Flexible care delivery based on individual need – which can increase or diminish according to circumstance.
- The opportunity to preserve or rebuild independent living skills.
- The provision of accessible buildings with smart technology that make independent living possible for people with a range of abilities.
- Building a real community, including mixed tenures and mixed abilities. Extra care should be permeable to the wider community and offer the same benefits and services available to all older people.

Typically schemes offer a range of additional services and facilities available to the wider community to enhance health and wellbeing. Examples include restaurant and recreational facilities as well as health and social care services such as intermediate care, assistive technology and outreach support.

The approach in Cambridgeshire will include encouragement to develop services that benefit the wider community, as well as the residents of the scheme, in order to maximise the benefits attainable in terms of outcomes and cost effectiveness.

Outcomes

All extra care schemes should support the achievement of the well being requirements for older people identified within National Indicators and the Local Area Agreement. Additionally they must meet the Health and Social Care outcomes specified in [Our Health, Our Care, Our Say](#) (DoH 2006), namely:

- Improved health and emotional well-being
- Improved quality of life
- Making a positive contribution
- Choice and Control
- Freedom from discrimination
- Economic well-being
- Personal Dignity and respect

Housing and Community Outcomes:

- Good quality, cost effective and accessible affordable housing in areas of housing need, either through remodelling of existing or provision of new schemes;
- Flexible design to meet current and potential future needs of older people, and the diverse needs of our communities;
- Homes developed in the most environmentally sustainable way possible, to minimise impact of use in relation to CO₂ emissions and fuel costs;
- Responsive, flexible and person centred housing related support and care.

Source: Cambridge Sub Regional Housing Strategy

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User Groups Eligible for the Service

Older People, and their partners' who meet the eligibility requirements for adult social care. Examples include older people with:

- Long term physical conditions
- Mental Health Needs (including dementia)
- Visual Impairments
- Learning Disability

Note: Dementia: The number of older people with dementia, in Cambridgeshire is expected to rise from 6,600 in 2006 to 10,200 by 2021. The National Dementia Strategy (DOH.2009) requires services to end prejudice and improve support available. The prevalence of dementia increases significantly with age. It is therefore essential that, within extra care, staff are adequately trained to support people with dementia and their carers.

Diversity

In planning for and designing schemes, providers should consider the diverse needs of older people within the local community, taking into account needs identified through the Cambridgeshire Joint Strategic Needs Assessment (JSNA) and the Cambridgeshire Sub-regional Strategic Housing Market Assessment (SHMA). This could include the needs of people with dementia, physical or learning disabilities, cultural or ethnic needs etc.

Service providers within schemes must also recognise and value equality and diversity. Service users have a right to equal access to services without hindrance from discrimination, prejudice, or social exclusion, and providers must, as a minimum, comply with legal requirements in this area, such as the Equality Act 2010.

Extra Care Targets and Priorities

The Best Value Review in 2004 established key principles for the development of supported housing for older people. In particular it aimed for an equity of provision across the county and an increase of 1079 additional extra care units in Cambridgeshire. Up to July 2010 there have been 425 units developed with a further 167 in development.

Given the length of time that has elapsed since the Best Value review and considering the financial pressures on both capital and revenue budgets the Extra Care Commissioning Strategy Group carried out a mapping exercise to identify areas of high demand yet low supply of extra care housing. The aim of this was to prioritise new schemes to be funded out of the resources available. A series of maps were developed that showed the following factors which may influence demand for extra care sheltered housing:

- The pattern of home care use
- The numbers of people over 75 years of age
- The numbers of people with long term limiting conditions
- The numbers of people claiming Disability Living Allowance

There were several other symbols added to the maps which showed existing facilities. These were

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- Sheltered Housing Schemes
- Existing and planned Extra Care Schemes
- Residential Homes

When this data was analysed it was clear there were certain areas where demand for extra care is likely to be high and supply relatively limited. These areas were shown to be mainly in Huntingdonshire, South Cambridgeshire and Fenland.

The maps of extra care housing demand across the county, on which this scoping process was based, can be found through the following link: <http://www.cambridgeshirejsna.org.uk/older-people-including-dementia/older-people-including-dementia>

This exercise resulted in the following locations as being priorities for development:

Table 10. **High priority locations for development based on mapping exercise (extra care commissioning strategy)**

District	Location(s)	New or Re-Development
South Cambridgeshire (north of district)	Histon & Impington Over, Willingham or Cottenham	Potential redevelopment of existing sheltered scheme in Over Or New scheme required
South Cambridgeshire	Fulbourn	New scheme required
Huntingdonshire / Fenland	Ramsey/North Hunts Or Whittlesey	New scheme required
Huntingdonshire	St Ives	New scheme required

APPENDIX 9

Copy of representations to GCP CSET Consultation 2020

One Station Square
Cambridge
CB1 2GA

T: 01223 368771
F: 01223 346627

Your ref:
Our ref: 6259062v1

Cambridge South East Transport
Cambridgeshire County Council
Business Intelligence Service
OCT 1224
Castle Hill
Cambridge
CB3 0AP

Sent by e-mail only to
consultations@greatercambridge.org.uk

9 December 2020

Dear Sir/Madam,

CAMBRIDGE SOUTH EAST TRANSPORT EIA CONSULTATION (OCTOBER 2020) RESPONSE BY AXIS LAND PARTNERSHIPS LTD

Introduction

We are instructed by Axis Land Partnerships Ltd (Axis Land) to respond to the Environmental Impact Assessment (EIA) consultation for the Cambridge South East Transport Project (CSET Project).

Axis Land is promoting land between Hinton Way and Haverhill Rd in Stapleford for the provision of a retirement care village, a planning application for development of the land for these purposes is presently pending determination. A site location plan is enclosed which defines the site area for the proposed retirement care village. The land in question would be directly affected by the preferred route of the CSET Project between Stapleford and Great Shelford.

Axis Land is also promoting land at Hinton Way for residential development. A site location plan showing the extent of this land is also enclosed. The proposed Hinton Way bus stop would conflict with the promoted use of this land.

Axis Land is supportive of the principle of the CSET Project and the principle of a better public transport and active travel route between Granta Park and the Cambridge Biomedical Campus. However, Axis Land strongly objects to the specific elements of the detailed scheme that conflict with their proposals for a retirement care village at Stapleford.

With minor alteration to the design to the CSET Project this conflict can be avoided without detrimental impact upon the CSET Project itself.

Background

Axis Land has previously promoted two parcels of land at Stapleford through the 'Call for Sites' process of the Greater Cambridge Local Plan. The details of these land parcels are as follows:

- land south of Hinton Way in Stapleford (JDI Ref. 40246) - promoted for residential development (up to 100 units) including affordable housing or a retirement/care village.
- land west of Haverhill Road in Stapleford (JDI Ref. 51758) - promoted for a retirement/care village or residential development (up to 90 units) including affordable housing. As set out below, a planning application has been submitted for a retirement care village on the Haverhill Road site.

Both parcels are located within the Green Belt. It is considered that exceptional circumstances exist to justify the release of the sites from the Green Belt as part of the local plan process. These relate to the need for housing, affordable housing, and retirement/care dwellings in Cambridge and South Cambridgeshire. It is further considered that the parcels make a limited contribution to the purposes of the Cambridge Green Belt, and that development at the sites would have no adverse impact on the compactness or setting of Cambridge and would not lead to the merging of villages.

Stapleford is designated as a Rural Centre in the adopted South Cambridgeshire Local Plan 2018, and these settlements are the preferred location for development in the rural area because they are sustainable and contain a good range of services and facilities. Stapleford is connected to Cambridge and London by a frequent train service, and is served by a cycle route into Cambridge.

Therefore, it is considered that both sites have good prospects of being allocated for development in the Greater Cambridge Local Plan because they make limited contribution to Green Belt purposes, have good access to employment and services and facilities, and are accessible by sustainable modes of transport.

Notwithstanding the above, the Councils have not yet determined their future development needs and have not assessed the development potential of promoted sites.

In addition, and importantly, Axis Land has submitted an outline planning application for a retirement care village on the land west of Haverhill Road site (Application Ref: 20/02929/OUT). The full description of development is as follows:

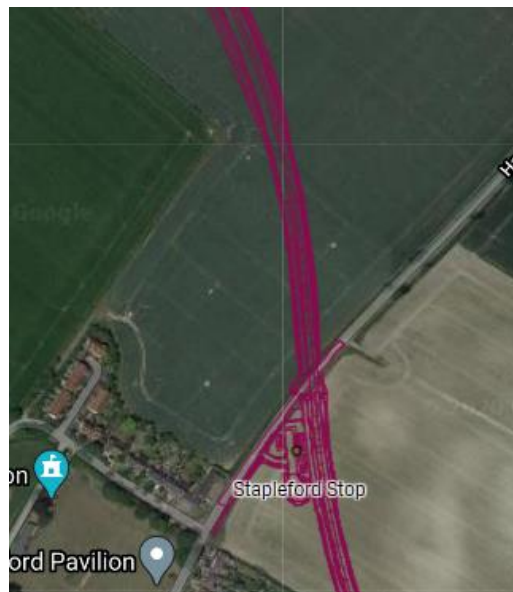
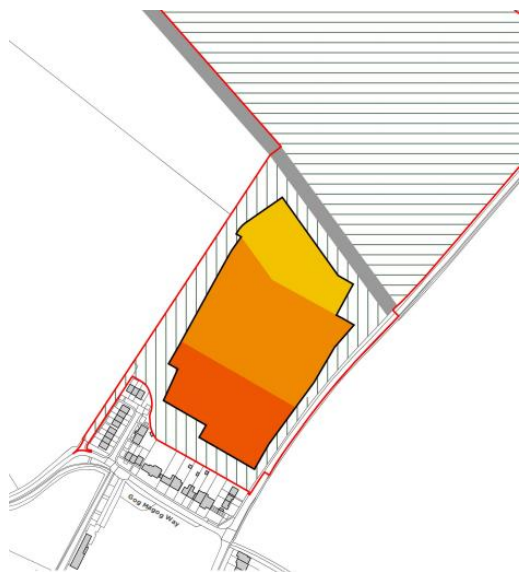
The development of land for a retirement care village in Use Class C2 comprising housing with care, communal health, wellbeing and leisure facilities, public open space, landscaping, car parking, access and associated development and public countryside park with all matters reserved except for access.

The site location plan, land use plan and illustrative masterplan for the application are enclosed. It should be noted that the proposed development includes a countryside park and accommodates a route corridor for the CSET Project. The countryside park could provide landscape mitigation for the proposed development and the CEST Project and provide additional land for biodiversity mitigation and enhancement.

Conflict between the CSET Project the Axis Land Retirement Village

Application ref. 20/02929/OUT is submitted in outline but is accompanied by a set of parameter plans that define the extent of the proposed developable area over which permission is sought for the retirement village. I enclose plan reference J0027450_008 which provides this information and I also include an excerpt of this plan below alongside an excerpt from the detailed information of the proposed CSET Project route alignment provided within the CSET Project EIA consultation.

As can be seen from the below, the preferred route for the CSET Project would cut through the proposed location of the retirement care village. The consequences of this would mean that the proposed retirement care village could not be delivered because the area of land available to deliver accommodation for older persons would be reduced to the extent that a viable level of development could not be achieved.



Additionally, the proposed alignment of the CSET Project route would directly conflict with the proposed principal vehicular access into the retirement care village to the extent the neither is compatible with one another as proposed.

As can also be seen from enclosed drawing reference J0027450_008, the Axis Land proposals have made meaningful endeavours to accommodate a route corridor for the CSET Project which would enable both projects to be delivered without adverse impact upon one another. The alignment of this proposed route corridor has been made available to the Greater Cambridge Partnership in advance of the release of the detailed route designs that form part of the current EIA consultation.

An alternate route alignment that does not present conflict between the two projects is, in the opinion of Axis Land, entirely achievable. More so, it is entirely achievable without any detrimental impact to the scheme design or objectives. In this regard, importantly, an alternate route alignment that maintains bus stop provision with a close spatial relationship to the settlement is possible.

An illustrative layout of the proposed alternate route alignment is enclosed with these representations on drawing reference 406.09693.00002.15.001.0. The alternate route layout incorporates acceptable centre line radii to the routing that reflect the anticipated vehicle speeds in this location (having regard to the bus stops) and the centre line radii employed elsewhere along the route. A 40m section of straight carriageway construction can be achieved at the Haverhill Road stop to ensure that buses can dock in a straight alignment with the proposed stop. The location of the proposed bus stop is no further away from the majority of residencies in Stapleford than as currently proposed.

It is requested that the route for CSET between Hinton Way and Haverhill Road in Stapleford is adjusted so the promoted and proposed developments by Axis Land and the CSET Project can be accommodated harmoniously in this location.

It is further possible that both projects could effectively work together to the benefit of each. By way of example:

- The provision of a retirement village in this location provides potential future patrons of the proposed CSET busway,
- The retirement village provides an opportunity for enhanced and more direct links to the proposed Haverhill Road bus stop

- the proposed countryside park presents an opportunity for additional biodiversity enhancement to the CSET route

Axis Land is entirely open to further discussion with the Greater Cambridge Partnership on this matter and would request that such further discussions are forthcoming.

Conflict between the CSET Project the Axis Land promoted land at Hinton Way

The proposed bus stop on Hinton Way is shown to be sited within land that is controlled Axis Land and which has been promoted to the Greater Cambridge Joint Local Plan for residential development.

The proposed bus stop directly conflicts with the proposed use of southern part of this land for residential development (the northern part of this land forms part of the proposed countryside park that is included within the retirement care village proposals detailed above).

There is no obvious justification for the provision of the 'Great Shelford' bus stop on the south eastern side of Hinton Way. Indeed, there are obvious disbenefits to locating the bus stop on this side of Hinton Way because in this location it is likely that a greater number of pedestrian and cycle users from Great Shelford will have need to cross the live highway to reach the stop which is counter intuitive and run contrary to principles of connectivity set out in the Government publication 'Gear Change'.

Location of the Hinton Way bus stop on the north western side of Hinton Way would enable the stop to be more conveniently located for users in closer proximity to the existing settlement. Furthermore, a location on the north western side of Hinton Way would enable a greater degree of separation from immediately adjacent dwellings on the south east side of Hinton Way which would in turn reduce noise and disturbance impacts upon these properties from comings and goings at the stop.

It is requested that the Hinton Way bus stop be relocated to the north western side of Hinton Way.

CSET EIA Consultation Response – Hinton Way to Haverhill Road Section

Environmental Impact Issues

The consultation documents for the CSET Project include environmental information for each section of the route and potential mitigation measures to address the impacts. Axis Land's comments on the identified environmental issues for the Hinton Way to Haverhill Road section are as follows:

- Air Quality – It is agreed that air quality impacts are not a concern for the CSET Project in this location, and that the use of electric vehicles would reduce any air quality impacts.
- Biodiversity – It is proposed to provide additional habitats along the route. It appears that proposed biodiversity mitigation measures are limited. It is proposed by Axis Land to provide a countryside park including biodiversity enhancement in conjunction with residential and retirement care village in this location. It is considered that additional biodiversity enhancement measures could be delivered along the CSET route if provided in conjunction with other development such as the proposed retirement care village. Axis Land has undertaken ecological surveys of this land.
- Community and Health – It is agreed that the impacts on community and health can be mitigated and enhanced. It is unlikely that the land between Hinton Way and Haverhill Road would remain in agricultural use with the proposed CSET route in this location because the existing fields would separate from one another and access would be difficult.
- Flood Risk and Water Resources – It is agreed that flood risk and water resources are not a concern for the CSET Project in this location.

- Heritage – It is agreed that impacts on above ground archaeological features and listed buildings could be reduced by landscape mitigation measures.
- Landscape and Visual Impacts – It is proposed to provide landscaping along the route for CSET. It appears that the landscape mitigation measures are limited and are unlikely to address visual impacts. It is proposed by Axis Land to provide a countryside park in conjunction with residential and retirement care village in this location. It is considered that additional landscape and visual impact mitigation and enhancement measures could be delivered along the CSET route if provided in conjunction with other development such as the proposed retirement care village. Axis Land has undertaken landscape and visual impact assessments and an assessment against Green Belt purposes of this land.
- Land and Soils – It is unlikely that the land between Hinton Way and Haverhill Road would remain in agricultural use with the proposed CSET route in this location because the existing fields would separate from one another and access would be difficult.
- Noise and Vibration – It is agreed that mitigation measures will be required to address noise and vibration impacts of the CSET Project in this location. It is suggested that the route could be amended so that noise and vibration mitigation measures can be incorporated into promoted new development rather than retrofitted at existing dwellings. Similarly it is considered that relocation of the proposed Hinton Way and Haverhill road bus stops would reduce noise and disturbance impacts to existing dwellinghouses in the location of the proposed stops.
- Traffic and Transport – It is agreed that traffic safety measures at road junctions would address traffic impacts from the CSET Project.

Environmental Assessment – Alternative Routes

In due course the Environmental Impact Assessment for the CSET Project will need to identify and assess the potential impacts on landscape, nature conservation and biodiversity, heritage assets, contaminated land, groundwater, transport, and residents, and consider planning policy designations. The Environmental Statement will need to describe the route selection process for CSET and include an assessment of alternative routes compared against the preferred route. It appears that the main alternative route option considered so far is a route along a former railway line. It has also been suggested that the route could be moved further from Great Shelford and Stapleford.

Axis Land requests a minor realignment of the route between Hinton Way and Haverhill Road (see enclosed plan ref. 406.09693.00002.15.001.), in order to accommodate the proposed development of land for a retirement care village in conjunction with a countryside park, and the route for CSET Project and associated car and cycle parking and drop-off facilities.

It is requested that a realigned route in the vicinity of Hinton Way and Haverhill Road is assessed in the Environmental Statement for the CSET Project. It is entirely possible for the Greater Cambridge Partnership to make minor adjustments to the route for the CSET Project to accommodate the request by Axis Land. There are mutual benefits to a minor realignment to the route, including the potential delivery of additional landscape and visual mitigation and enhancement measures from the proposed countryside park in conjunction with development.

Please let me know if you have any questions about the above representations or require further information.

Yours faithfully

A handwritten signature in blue ink, appearing to read 'Matt Hare'.

Matt Hare MRTPI
Partner

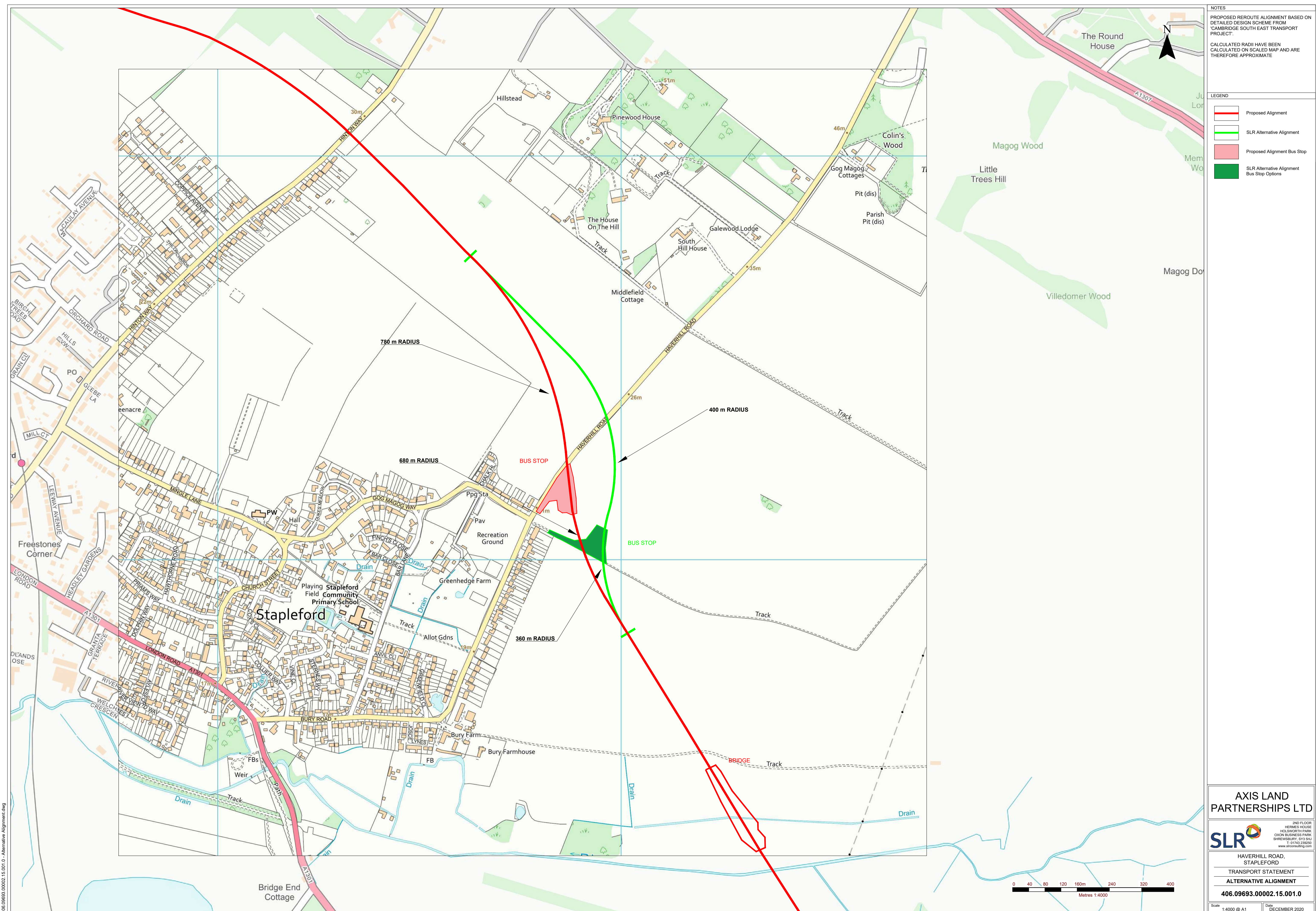
E: Matt.hare@carterjonas.co.uk

T: 01223 326544

M: 07796148843

Enc

c.c. Phil Grant (Axis Land), Andrew Adams (Axis Land)



NOTES
 PROPOSED REROUTE ALIGNMENT BASED ON DETAILED DESIGN SCHEME FROM CAMBRIDGE SOUTH EAST TRANSPORT PROJECT.
 CALCULATED RADII HAVE BEEN CALCULATED ON SCALED MAP AND ARE THEREFORE APPROXIMATE

LEGEND

- Proposed Alignment
- SLR Alternative Alignment
- Proposed Alignment Bus Stop
- SLR Alternative Alignment Bus Stop Options

AXIS LAND PARTNERSHIPS LTD

SLR 2ND FLOOR HERMES HOUSE HOLSWORTH PARK OXON BUSINESS PARK SHREWSBURY SY3 3JZ T: 01453 29650 www.slrc consulting.com

HAVERHILL ROAD, STAPLEFORD
 TRANSPORT STATEMENT
 ALTERNATIVE ALIGNMENT
406.09693.00002.15.001.0

Scale: 1:4000 @ A1 Date: DECEMBER 2020

406.09693.00002.15.001.0 - Alternative Alignment.dwg

APPENDIX 10

Census data for people aged 65 or over in South Cambridgeshire

Office for National Statistics

CT0774 - Age of Household Reference Person (HRP) by number of adults in household

Dataset population : All Household Reference Persons (HRPs) aged 16 or over

Geographical level: National to Local Authority

Source : 2011 Census (27 March)

Created 15/03/2018

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Statistical Disclosure Control

In order to protect against disclosure of personal information, records have been swapped between different geographic areas.

Some counts will be affected, particularly small counts at the lowest geographies.

More details on the ONS Census disclosure control strategy may be found at:

<http://www.ons.gov.uk/ons/guide-method/census/2011/census-data/2011-census-prospectus/new-developments-for-2011-census-results/statistical-disclosure-control/index.html>

CT0774 - Age of Household Reference Person (HRP) by number of adults in household

Dataset population : All Household Reference Persons (HRPs) aged 16 or over

Geographical level: National to Local Authority

Source : 2011 Census (27 March)

			HRPs age 65 to 74														HRPs age 75 or over																		
			Total	1 adult in household	2 adults in household	3 adults in household	4 adults in household	5 adults in household	6 adults in household	7 adults in household	8 adults in household	9 adults in household	10 adults in household	11 adults in household	12 adults in household	13 adults in household	14 adults in household	15 or more adults in household	Total	1 adult in household	2 adults in household	3 adults in household	4 adults in household	5 adults in household	6 adults in household	7 adults in household	8 adults in household	9 adults in household	10 adults in household	11 adults in household	12 adults in household	13 adults in household	14 adults in household	15 or more adults in household	
K04000001 England and Wales			2,949,346	1,143,566	1,534,296	219,325	41,660	7,689	2,111	418	155	66	18	10	8	3	7	14	3,148,242	1,783,198	1,225,974	117,725	16,515	3,276	1,173	201	75	31	27	7	9	1	3	27	
	E12000006 East of England	Total	317,191	114,151	175,878	22,483	3,930	575	131	24	10	4	1	0	1	0	0	3	353,167	194,973	144,013	12,391	1,445	238	86	10	3	3	1	0	1	0	1	2	
		E06000055 Bedford UA	7,626	2,904	4,056	543	95	20	7	0	1	0	0	0	0	0	0	0	8,541	4,797	3,342	348	44	7	1	1	0	1	0	0	0	0	0	0	
		E06000056 Central Bedfordshire UA	13,116	4,622	7,338	991	145	16	3	1	0	0	0	0	0	0	0	0	13,123	7,256	5,240	564	51	11	1	0	0	0	0	0	0	0	0	0	
		E06000032 Luton UA	7,420	2,969	3,460	721	205	45	15	3	1	1	0	0	0	0	0	0	7,892	4,238	3,079	458	81	24	8	3	1	0	0	0	0	0	0	0	
		E06000031 Peterborough UA	7,689	3,038	3,962	552	108	19	8	1	0	1	0	0	0	0	0	0	8,939	5,100	3,523	274	35	5	2	0	0	0	0	0	0	0	0	0	
		E06000033 Southend-on-Sea UA	9,240	3,843	4,591	654	131	16	3	1	0	0	0	0	0	0	0	1	11,098	6,468	4,157	412	46	8	4	0	0	1	0	0	1	0	1	0	
		E06000034 Thurrock UA	6,532	2,499	3,346	563	107	16	0	0	0	0	1	0	0	0	0	0	6,882	3,939	2,607	295	31	8	2	0	0	0	0	0	0	0	0	0	
		E07000008 Cambridge	4,321	1,986	1,921	316	77	17	2	2	0	0	0	0	0	0	0	0	5,488	3,228	1,964	251	33	9	1	1	1	0	0	0	0	0	0	0	
		E07000009 East Cambridgeshire	4,458	1,454	2,586	351	48	16	3	0	0	0	0	0	0	0	0	0	4,874	2,686	2,017	149	21	1	0	0	0	0	0	0	0	0	0	0	
		E07000010 Fenland	5,979	2,084	3,496	336	54	7	2	0	0	0	0	0	0	0	0	0	6,664	3,760	2,679	202	19	3	1	0	0	0	0	0	0	0	0	0	
		E07000011 Huntingdonshire	9,093	2,891	5,460	630	103	9	0	0	0	0	0	0	0	0	0	0	8,469	4,532	3,634	263	33	2	4	1	0	0	0	0	0	0	0	0	
		E07000012 South Cambridgeshire	7,664	2,508	4,505	565	66	16	4	0	0	0	0	0	0	0	0	0	8,368	4,426	3,611	294	32	4	1	0	0	0	0	0	0	0	0	0	
		E07000066 Basildon	8,850	3,501	4,551	661	120	13	2	1	0	0	0	0	0	0	0	1	9,710	5,507	3,803	347	40	6	5	0	0	0	0	0	0	0	0	0	2
		E07000067 Braintree	7,844	2,721	4,478	575	63	7	0	0	0	0	0	0	0	0	0	0	7,951	4,556	3,113	248	25	6	3	0	0	0	0	0	0	0	0	0	
		E07000068 Brentwood	4,102	1,436	2,211	375	72	7	1	0	0	0	0	0	0	0	0	0	5,031	2,781	2,035	188	21	5	1	0	0	0	0	0	0	0	0	0	
		E07000069 Castle Point	6,196	2,021	3,590	487	84	11	3	0	0	0	0	0	0	0	0	0	6,180	3,368	2,589	200	19	3	1	0	0	0	0	0	0	0	0	0	
		E07000070 Chelmsford	8,710	2,872	5,070	638	116	11	2	0	0	1	0	0	0	0	0	0	9,585	5,151	4,005	369	46	9	4	1	0	0	0	0	0	0	0	0	
		E07000071 Colchester	8,659	3,074	4,876	615	81	10	2	1	0	0	0	0	0	0	0	0	9,235	5,138	3,768	294	28	3	3	0	0	0	1	0	0	0	0	0	
		E07000072 Epping Forest	6,972	2,668	3,578	554	144	24	2	2	0	0	0	0	0	0	0	0	7,831	4,354	3,091	341	36	6	2	0	1	0	0	0	0	0	0	0	
		E07000073 Harlow	3,706	1,628	1,745	275	46	7	5	0	0	0	0	0	0	0	0	0	4,762	2,682	1,873	188	13	4	2	0	0	0	0	0	0	0	0	0	
		E07000074 Maldon	4,137	1,400	2,405	280	43	6	3	0	0	0	0	0	0	0	0	0	3,826	2,062	1,625	116	20	3	0	0	0	0	0	0	0	0	0	0	
		E07000075 Rochford	5,105	1,586	3,036	397	80	6	0	0	0	0	0	0	0	0	0	0	5,770	3,095	2,415	224	34	2	0	0	0	0	0	0	0	0	0	0	
		E07000076 Tendring	11,239	4,169	6,236	704	116	10	3	1	0	0	0	0	0	0	0	0	13,266	7,433	5,393	391	34	7	8	0	0	0	0	0	0	0	0	0	
		E07000077 Uttlesford	4,273	1,326	2,565	302	70	8	2	0	0	0	0	0	0	0	0	0	4,412	2,369	1,831	176	32	2	2	0	0	0	0	0	0	0	0	0	
		E07000095 Broxbourne	4,830	1,764	2,514	465	77	8	0	2	0	0	0	0	0	0	0	0	5,332	2,875	2,203	215	30	8	1	0	0	0	0	0	0	0	0	0	
		E07000096 Dacorum	6,835	2,642	3,604	476	93	15	2	2	1	0	0	0	0	0	0	0	8,301	4,633	3,321	312	26	5	4	0	0	0	0	0	0	0	0	0	
		E07000097 East Hertfordshire	6,712	2,381	3,710	522	85	12	2	0	0	0	0	0	0	0	0	0	7,276	4,043	2,941	250	38	4	0	0	0	0	0	0	0	0	0	0	
		E07000098 Hertsmere	4,852	1,850	2,480	408	93	15	5	1	0	0	0	0	0	0	0	0	5,792	3,218	2,322	216	31	3	2	0	0	0	0	0	0	0	0	0	
		E07000099 North Hertfordshire	6,554	2,467	3,501	471	88	18	7	0	2	0	0	0	0	0	0	0	7,645	4,336	3,029	255	22	3	0	0	0	0	0	0	0	0	0	0	
		E07000100 St Albans	6,514	2,361	3,485	522	115	19	7	2	2	0	0	1	0	0	0	0	7,516	4,076	3,128	269	31	7	4	1	0	0	0	0	0	0	0	0	
		E07000101 Stevenage	3,691	1,564	1,809	268	43	6	1	0	0	0	0	0	0	0	0	0	4,376	2,553	1,661	139	22	1	0	0	0	0	0	0	0	0	0	0	
		E07000102 Three Rivers	4,312	1,603	2,226	372	95	14	2	0	0	0	0	0	0	0	0	0	5,112	2,839	2,064	183	24	2	0	0	0	0	0	0	0	0	0	0	
		E07000103 Watford	3,451	1,463	1,572	316	76	15	7	1	1	0	0	0	0	0	0	0	3,797	2,213	1,372	181	25	3	3	0	0	0	0	0	0	0	0	0	
		E07000104 Welwyn Hatfield	4,887	1,933	2,548	332	65	7	2	0	0	0	0	0	0	0	0	0	6,340	3,523	2,553	240	17	5	2	0	0	0	0	0	0	0	0	0	
		E07000143 Breckland	8,632	2,751	5,198	579	85	16	3	0	0	0	0	0	0	0	0	0	9,216	4,789	4,088	291	42	5	1	0	0	0	0	0	0	0	0	0	
		E07000144 Broadland	8,418	2,648	5,121	558	78	11	2	0	0	0	0	0	0	0	0	0	9,295	4,901	4,078	286	26	4	0	0	0	0	0	0	0	0	0	0	
		E07000145 Great Yarmouth	6,578	2,400	3,641	456	68	10	2	0	0	1	0	0	0	0	0	0	6,893	3,922	2,708	227	24	9	3	0	0	0	0	0	0	0	0	0	
		E07000146 King's Lynn and West Norfolk	10,365	3,276	6,305	651	116	14	3	0	0	0	0	0	0	0	0	0	11,363	5,808	5,144	354	46	7	2	1	0	1	0	0	0	0	0		
		E07000147 North Norfolk	8,685	2,902	5,253	468	48	8	3	0	2	0	0	0	0	0	0	1	10,207	5,384	4,466	321	32	4	0	0	0	0	0	0	0	0	0	0	
		E07000148 Norwich	5,955	2,890	2,701	308</																													

APPENDIX 11

Excerpt of Minutes of meeting of full Council on 18 July 2019 at 2.00 p.m.

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

Minutes of a meeting of the Council held on
Thursday, 18 July 2019 at 2.00 p.m.

PRESENT: Councillor Dr. Douglas de Lacey – Chairman
Councillor Anna Bradnam – Vice-Chairman

Councillors: Henry Batchelor, John Batchelor, Dr. Shrobona Bhattacharya, Tom Bygott, Grenville Chamberlain, Sarah Cheung Johnson, Gavin Clayton, Graham Cone, Dr. Claire Daunton, Clare Delderfield, Sue Ellington, Peter Fane, Neil Gough, Bill Handley, Philippa Hart, Geoff Harvey, Dr. Tumi Hawkins, Pippa Heylings, Mark Howell, Steve Hunt, Alex Malyon, Tony Mason, Brian Milnes, Judith Rippeth, Deborah Roberts, Nick Sample, Bridget Smith, Hazel Smith, Dr. Ian Sollom, Peter Topping, Dr. Aidan Van de Weyer, Bunty Waters, Heather Williams, John Williams, Eileen Wilson and Nick Wright

Officers:	Rory McKenna	Deputy Head of Legal Practice
	Peter Maddock	Deputy Head of Finance
	Patrick Adams	Senior Democratic Services Officer
	Susan Gardner Craig	Interim Director of Corporate Services
	Mike Hill	Interim Chief Executive
	Kathrin John	Democratic Services Team Leader

1. FORMER COUNCILLOR ALAN WYATT MBE

Members stood in silence in memory of former Councillor Alan Wyatt MBE who had passed away on 7 July 2019. Former Councillor Wyatt had been the District Councillor for the Waterbeach ward from 1988 to 2004 and had been Chairman of the Council from 1998 – 2000.

2. RECORDING OF MEETING

The Chairman of the Council reported that, as a pilot, the Council meeting was being filmed and that those in attendance were deemed, by their continuing presence, to have consented to being filmed and to the use of those images and sound recordings for a webcast and training purposes. However, the public gallery would not be filmed.

3. APOLOGIES

Apologies for absence were received from Councillors Philip Allen, Ruth Betson, Nigel Cathcart, Dr Martin Cahn, Jose Hales, Peter McDonald and Dawn Percival.

4. DECLARATIONS OF INTEREST

There were no declarations of interest.

5. REGISTER OF INTERESTS

Members were reminded that they needed to update their Register of Interests whenever their circumstances changed.

Upon the motion being put to the vote, votes were cast as follows:

In favour (12):

Councillors Dr. Shrobona Bhattacharya, Tom Bygott, Grenville Chamberlain, Graham Cone, Dr. Douglas de Lacey, Sue Ellington, Mark Howell, Deborah Roberts, Peter Topping, Bunty Waters, Heather Williams and Nick Wright.

Against (26):

Councillors Henry Batchelor, John Batchelor, Anna Bradnam, Sarah Cheung Johnson, Gavin Clayton, Dr. Claire Daunton, Clare Delderfield, Peter Fane, Neil Gough, Bill Handley, Philippa Hart, Geoff Harvey, Dr. Tumi Hawkins, Pippa Heylings, Steve Hunt, Alex Malyon, Tony Mason, Brian Milnes, Judith Rippeth, Nick Sample, Bridget Smith, Hazel Smith, Dr. Ian Sollom, Dr. Aidan Van de Weyer, John Williams and Eileen Wilson.

Abstain (0)

The Chairman declared the motion to be lost.

13 (j) Motion from Councillor Pippa Heylings

Councillor Pippa Heylings had submitted a motion, as set out in the agenda. The Chairman moved that, in order to enable the full implications of the motion to be investigated, it be referred to the Cabinet in accordance with Standing Order 13 (d).

The motion was not seconded.

Accordingly, Councillor Pippa Heylings moved the following motion as set out in the agenda:

“This Council recognises that:

- we are facing an ecological emergency as well as a climate emergency;
- the challenge to balance economic growth with measures to protect and enhance nature has never been more urgent, given the unprecedented investment in infrastructure in the district alongside the increasing decline in biodiversity;
- opportunities are available through the planning system for improving nature by embedding the “environmental net gain” principle into development, including housing and infrastructure, in order to deliver environmental improvements;
- the conservation and enhancement of the natural environment play a pivotal role in our economy and wellbeing, providing wide-ranging benefits such as clean water and air, food, timber, carbon capture, flood protection and recreation.

Therefore, this Council aims to double the area of rich wildlife habitats, tree cover and accessible green space in order for nature and people to thrive, and businesses to prosper. In order to do so, the Council will:

- Ensure the delivery of biodiversity and environmental enhancements through our planning policy and development control functions by providing high-level guidance to support existing biodiversity policies as part of the Greater Cambridge Sustainable Design and Construction SPD and more detailed guidance for developers through the forthcoming Greater Cambridge Biodiversity SPD.
- Enable the development of a mandatory biodiversity net gain policy for South

- Cambridgeshire and Cambridge through the new Joint Greater Cambridge Local Plan, ensuring that this is a core principle for all future development across the Greater Cambridge Shared Planning Service.
- Identify areas for tree planting for carbon sequestration, flood management, air quality improvement and other environmental services.
 - Adopt the Developing Nature Toolkit and direct developers to use the toolkit to assist them in demonstrating a net gain in biodiversity, to be used from the very outset of planning new developments, and ideally at the time of selecting sites to acquire for development.
 - Collaborate with our communities, Parish Councils and schools to encourage the planting of trees and the management of wildflower verges alongside roads.
 - Continue to support Natural Cambridgeshire, the Local Nature Partnership (LNP), to deliver the Doubling Nature Vision for ‘Cambridgeshire to be an exemplar for the landscape scale restoration of the natural environment.’”

In moving her motion, Councillor Heylings commented that the planet was facing both a climate and an ecological emergency. She referred to a study that had indicated an unprecedented decline in species and to a recently published habitat mapping exercise which had indicated that Cambridge and Peterborough was one of the poorest areas in the UK for biodiversity, tree cover and habitat and that South Cambridgeshire had the lowest amount of area under management for nature. Councillor Heylings contended that it had never been more important to balance economic growth with the enhancement and protection of nature. She reported that the Histon and Impington Youth Eco Council had attended the Climate Change and Environment Advisory Committee and had shared their concerns regarding climate change and environmental protection. Councillor Heylings proposed that the Council should use the planning system to protect and enhance nature by embedding bio diversity net gain into the next Joint Local Plan. In terms of the implications in the motion, Councillor Heylings noted that she had spoken with officers who had confirmed that all the proposed policies were feasible and were already under consideration.

Councillor Bridget Smith, the Leader of the Council, seconded the motion, expressing the view that the Council was leading the way on environmental initiatives and that her appointment as political lead for environment on the Ox-Cam project was a reflection of the Council's environmental ambition and leadership. She referred to the threats presented by climate change and to the need for the Council to continue to show leadership as promoted through the motion now presented.

During discussion upon the motion:-

- Councillor Deborah Roberts argued that the environmental protection aspirations as promoted by the motion were incompatible with the extent of development facing South Cambridgeshire and Cambridge. She also believed that the motion was not consistent with the earlier decision on the motion on transport construction projects and felt that the Council should be challenging further development in the District if it was serious about environmental protection.
- Councillor Nick Wright, spoke in support of the motion but noted that a lot of the countryside in South Cambridgeshire was given over to agriculture which might explain the earlier reference to poor tree cover in the District. Whilst there was a need for tree planting as part of new developments, there was also a need for food production and the importance of agriculture in the District should be acknowledged.
- Councillor Dr. Tumi Hawkins reported that officers were already working on the

“Developing Nature Toolkit” as part of the Sustainable Design and Construction SPD. She noted the earlier comments about the conflict in balancing the extent of new development with the environmental aspirations but felt that there was scope to manage growth in a positive way. Cllr Dr. Hawkins also referred to a workshop held with developers who had engaged positively on discussions around environmental and biodiversity aspirations and potential future requirements.

- Councillor Dr. Aidan Van de Weyer noted that the aspirations in the motion were consistent with similar proposals already adopted by Cambridge City Council, with which the Council was preparing the Joint Greater Cambridge Local Plan.
- Councillor Peter Topping commented that the motion would be helpful to any parishes developing neighbourhood plans if they wished to include aspirations around sustainability.
- Councillor Tom Bygott spoke in support of the motion noting that everyone had a vested interest in protecting the environment.
- Councillor Philippa Hart disagreed with the views expressed by Councillor Deborah Roberts and made a comment with regard to her apparent role in opposing an application in the Foxton ward. Councillor Hart argued that there was a need to balance competing interests and welcomed the opportunity to drive forward biodiversity and environmental enhancements as proposed in the motion. She also felt that it was important that the farming industry was challenged to review its biodiversity practices.
- Councillor Heather Williams commented that she would have liked to have seen consistency in terms of the treatment of this motion and the previous motion on the agenda. She felt that it was important that everyone recognised their role as custodians of the planet.
- Councillor Steve Hunt did not agree that there was a conflict with the decision taken on the earlier motion and explained his reasoning.
- Councillor Brian Milnes challenged the notion that economic growth and biodiversity gains were incompatible and cited the Huawei development in his ward as a positive example of where land not needed for the business would be used to include biodiversity gain.
- Councillor Deborah Roberts responded to comments made with reference to her earlier in the discussion and strongly disputed the nature of those comments.

Exercising her right to reply at the end of the debate, Councillor Pippa Heylings welcomed the cross party support for her motion and argued that adopting the aspiration to double the area of wildlife habitats, tree cover and accessible green space would be a tangible way of moving biodiversity up the planning agenda.

Upon being put to the vote, votes on the motion were cast as follows:

In favour (37):

Councillors Henry Batchelor, John Batchelor, Dr. Shrobona Bhattacharya, Anna Bradnam, Tom Bygott, Grenville Chamberlain, Sarah Cheung Johnson, Gavin Clayton,

Graham Cone, Dr. Claire Daunton, Dr. Douglas de Lacey, Clare Delderfield, Sue Ellington, Peter Fane, Neil Gough, Bill Handley, Philippa Hart, Geoff Harvey, Dr. Tumi Hawkins, Pippa Heylings, Mark Howell, Steve Hunt, Alex Malyon, Tony Mason, Brian Milnes, Judith Rippeth, Nick Sample, Bridget Smith, Hazel Smith, Dr. Ian Sollom, Peter Topping, Dr. Aidan Van de Weyer, Bunty Waters, Heather Williams, John Williams, Eileen Wilson and Nick Wright.

Against (0)

Abstain (1)

Councillor Deborah Roberts.

The Chairman declared the motion to be carried.

RESOLVED:

This Council recognises that:

- we are facing an ecological emergency as well as a climate emergency;
- the challenge to balance economic growth with measures to protect and enhance nature has never been more urgent, given the unprecedented investment in infrastructure in the district alongside the increasing decline in biodiversity;
- opportunities are available through the planning system for improving nature by embedding the “environmental net gain” principle into development, including housing and infrastructure, in order to deliver environmental improvements;
- the conservation and enhancement of the natural environment play a pivotal role in our economy and wellbeing, providing wide-ranging benefits such as clean water and air, food, timber, carbon capture, flood protection and recreation.

Therefore, this Council aims to double the area of rich wildlife habitats, tree cover and accessible green space in order for nature and people to thrive, and businesses to prosper. In order to do so, the Council will:

- Ensure the delivery of biodiversity and environmental enhancements through our planning policy and development control functions by providing high-level guidance to support existing biodiversity policies as part of the Greater Cambridge Sustainable Design and Construction SPD and more detailed guidance for developers through the forthcoming Greater Cambridge Biodiversity SPD.
- Enable the development of a mandatory biodiversity net gain policy for South Cambridgeshire and Cambridge through the new Joint Greater Cambridge Local Plan, ensuring that this is a core principle for all future development across the Greater Cambridge Shared Planning Service.
- Identifying areas for tree planting for carbon sequestration, flood management, air quality improvement and other environmental services.
- Adopt the Developing Nature Toolkit and direct developers to use the toolkit to assist them in demonstrating a net gain in biodiversity, to be used from the very outset of planning new developments, and ideally at the time of selecting sites to acquire for development.
- Collaborate with our communities, Parish Councils and schools to encourage the planting of trees and the management of wildflower verges alongside roads.
- Continue to support Natural Cambridgeshire, the Local Nature Partnership (LNP), to deliver the Doubling Nature Vision for ‘Cambridgeshire to be an exemplar for the landscape scale restoration of the natural environment.