

# **Draft Final Sustainability Appraisal (March 2014)**

## **Part 2 Appendix 1: Detailed Information on the Sustainability Themes**

## **10. LAND AND SOIL**

The key issues addressed in this theme relate to land as a resource:

- Efficient Use of Land
- Agricultural Land
- Waste
- Minerals Resources

## 10.1 Issue: Efficient Use of Land

### Policy Context

10.1.1. The National Planning Policy Framework requires planning policies to encourage the effective use of land, by reusing land that is previously developed, provided it is not of high environmental value. Local planning authorities should set out their own approach to housing density to reflect local circumstances.

### What is the Situation Now?

#### *Reuse of previously developed land (PDL)*

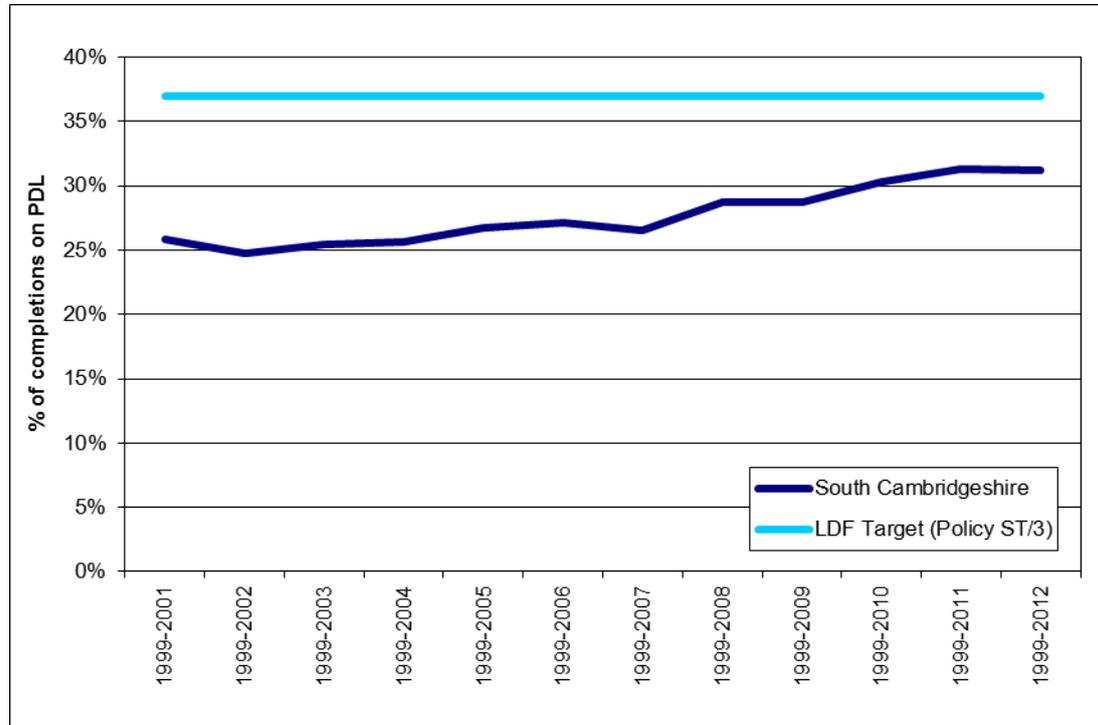
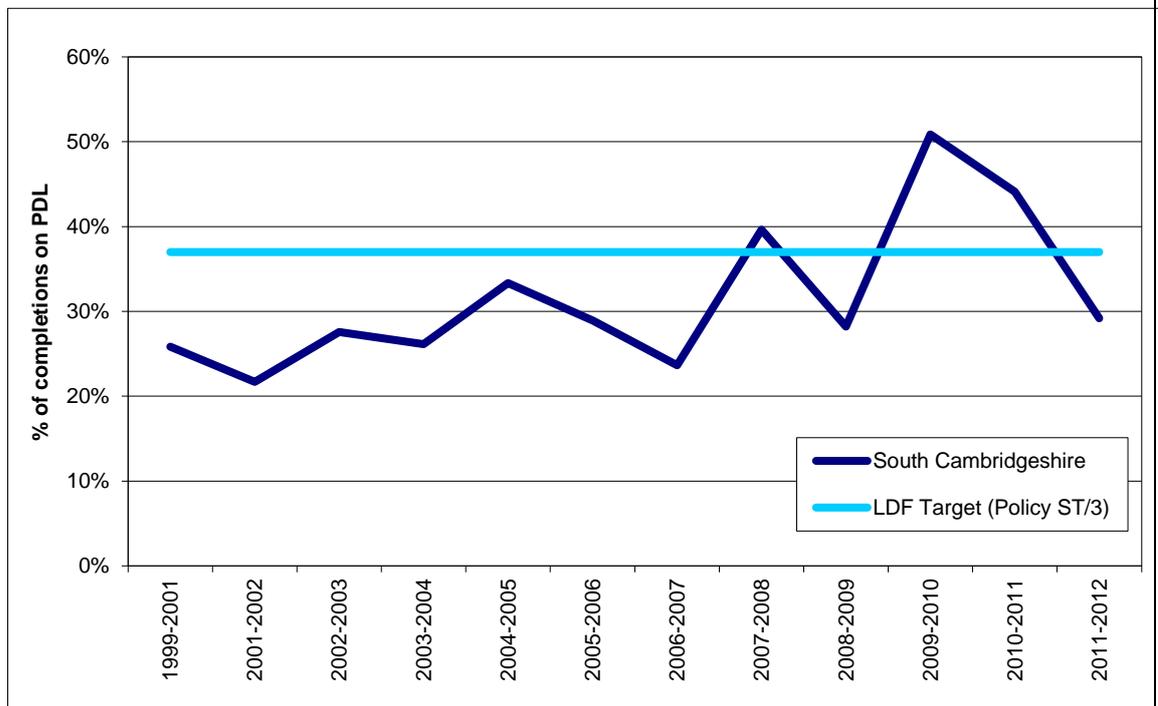
10.1.2. The percentage of development taking place on previously developed land in the district has been increasing in recent years. The upward trend was caused by affordable housing redevelopment schemes in a number of villages, whilst the number of completions on the large greenfield sites of Cambourne and Orchard Park slowed.

10.1.3. The area of previously developed land available in the district to accommodate development is relatively limited. The Core Strategy DPD 2007 set a target that at least 37% of new dwellings between 1999 and 2016 should either be located on PDL or utilise existing buildings. This target was rolled forward from the 2003 Structure Plan and was set lower than the regional and national target of 60% (formerly part of PPS3 Housing), reflecting the rural nature of the district and the location of the planned growth sites. Planned major developments such as Northstowe include large areas of previously developed land, and were anticipated to assist achievement of the target over the plan period, however, as the development has yet to commence it is likely that this target will not be achieved.

*It should be noted that the data is based on the PPS3 definition of Previously Developed Land prior to the changes made in June 2011, which excluded residential gardens from the definition.*

**Figure 1: Annual percentage of new and converted dwellings completed on Previously Developed Land in South Cambridgeshire**

Source: Research & Monitoring – Cambridgeshire County Council



**Figure 2: Cumulative percentage of dwellings completed on Previously Developed Land in South Cambridgeshire**

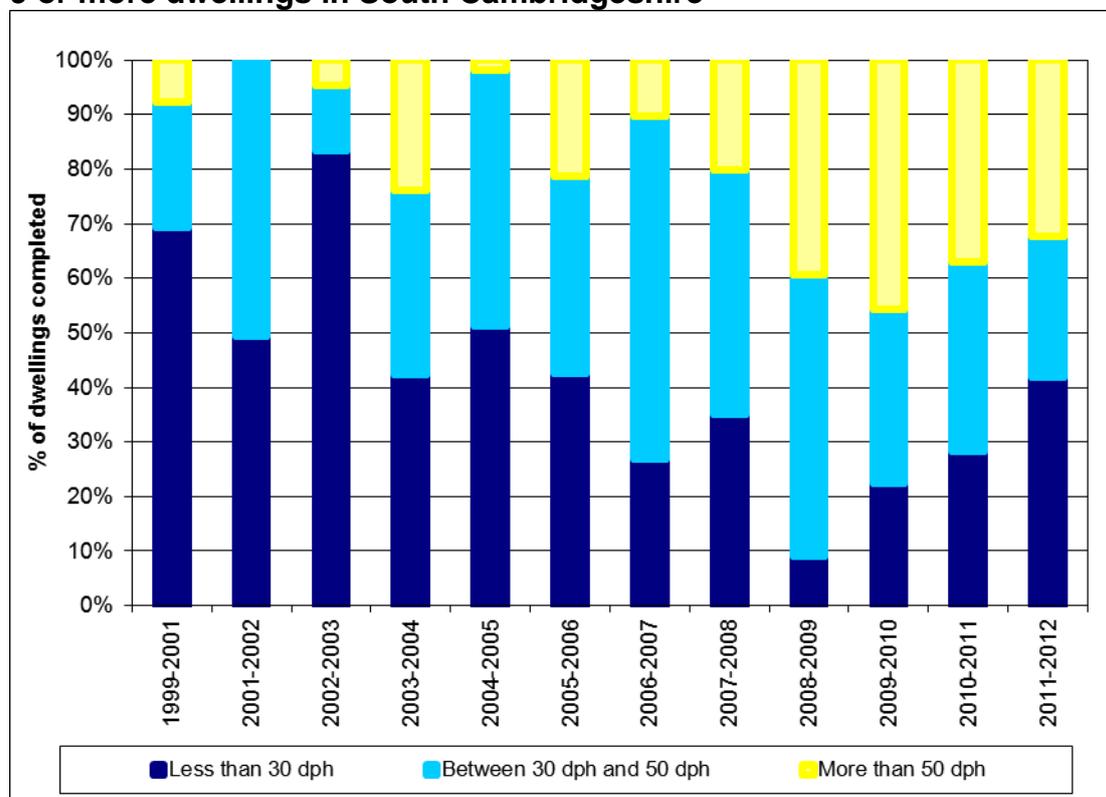
Source: Research & Monitoring – Cambridgeshire County Council

## Efficient Use of Land

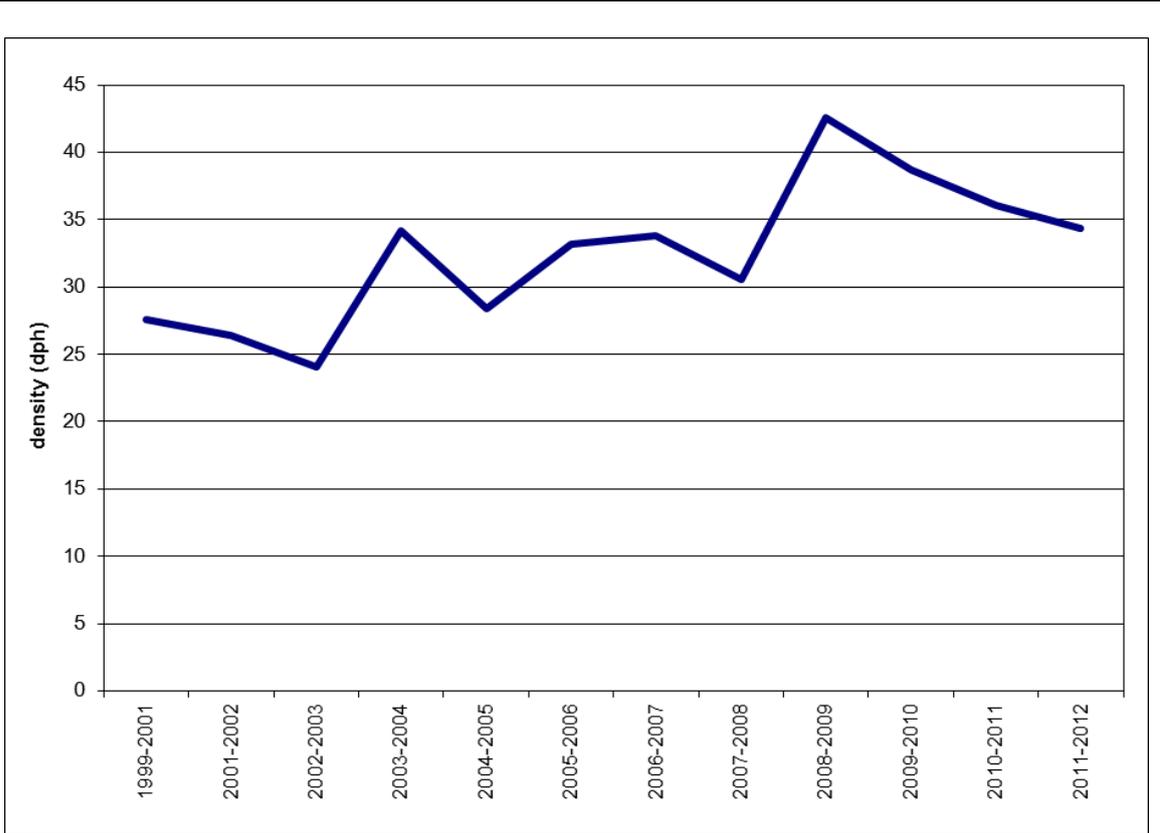
10.1.4. Efficient use of land is about making the best of this limited resource by maximising the amount of housing or other development provided on a site, compatible with the character of the local area. A key measure of efficient use of land is development density, i.e. how much development is achieved on a given area of land. Housing density is measured by the number of dwellings achieved per hectare of development. This is a 'net' figure, which means it excludes non-residential uses from the calculation, such as major roads or public open spaces serving a wider area.

10.1.5. The overall trend in South Cambridgeshire has been increasing housing densities. This reflects the nature of recent developments such as urban sites like Orchard Park, and planning policy in the Development Control Policies DPD 2007 (Policy HG/1) which requires that residential developments should achieve average net densities of at least 30 dwellings per hectare (dph), and that in more sustainable locations higher average net densities of at least 40 dph should be achieved. It should be noted that PPS3: Housing was amended in June 2010 to remove the national minimum of 30 dwellings per hectare, although the principle of making effective use of land has been included in the National Planning Policy Framework.

**Figure 3: Net Density of completed new housing developments on sites of 9 or more dwellings in South Cambridgeshire**



Source: Research & Monitoring – Cambridgeshire County Council



Source: Research & Monitoring – Cambridgeshire County Council

**Figure 4: Average net density of completed new housing developments on sites of 9 or more dwellings (in dwellings per hectare, dph) in South Cambridgeshire**

10.1.6. The other relatively large land take for development in South Cambridgeshire is employment. Monitoring data regarding density of new employment development is not available. However, the District has a number of relatively low density business and research parks that have grown up as a result of the success of the Cambridge economy over the last 20 years.

**What will be the Situation Without the Plan?**

10.1.7. Without locally developed policies development proposals would be considered against national planning policy. Opportunities would be lost to address development needs in a planned way to make best use of previously developed land to accommodate development, and to use land efficiently. There could also be more pressure on greenfield land resources.

**What are the Key Sustainability Issues and Problems?**

*Limited supply of previously developed land*

10.1.8. The district has a limited supply of available previously developed land, and significant areas of high quality agricultural land (see next issue). The need to identify and maintain a large supply of land for development to meet the long

term development needs of the District means there is pressure for greenfield development.

10.1.9. A key sustainability issue for the sustainability appraisal and the Local Plan is therefore to make best use of previously developed land. It must also consider how land can be used efficiently, whilst reflecting local character and other sustainability issues.

#### **Cross Cutting Issues**

10.1.10. Landscape and Townscape - It is important that achieving efficient use of land is balanced with creating quality environments that meet the needs of people and reflect local landscape and townscape character.

## 10.2. Issue: Agricultural Land

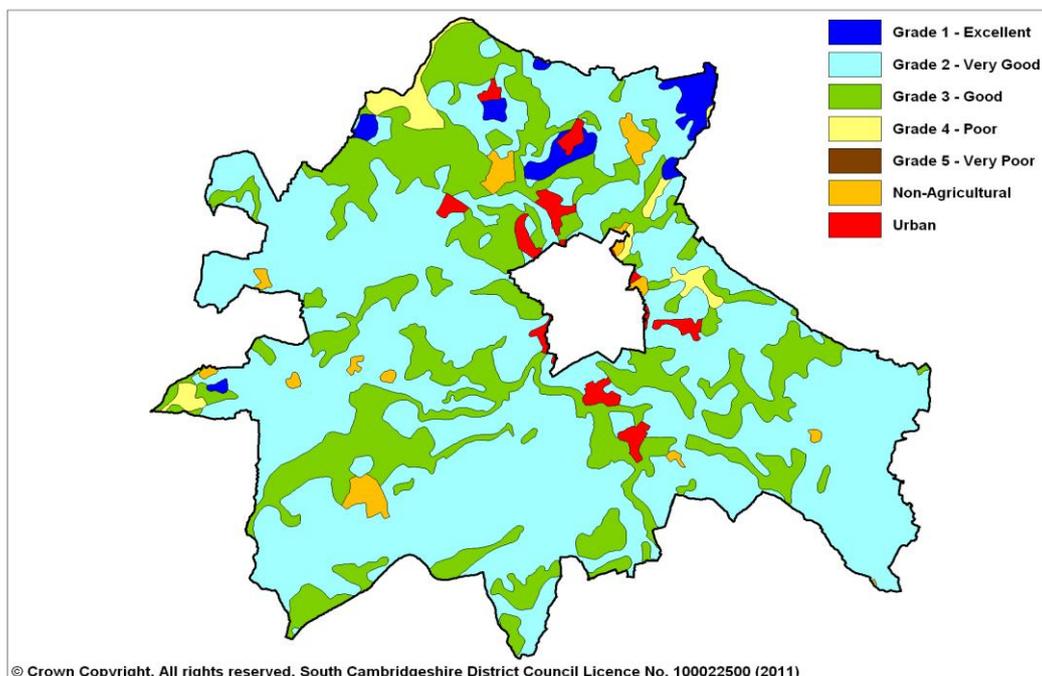
### What is the Policy Context (Summary)?

- 10.2.1. Government Strategies, Safeguarding our Soils – A Strategy for England (DEFRA 2009) and Strategy for Sustainable Farming and Food (DEFRA 2009), highlight the value of soils and the need to protect soil resources. Soils are under threat from erosion, compaction and organic decline. The strategy seeks effective protection for soils during construction and development, protection for agricultural soils, and the prevention of soil pollution.
- 10.2.2. This is reflected in the National Planning Policy Framework, which requires plans to take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.

### What is the Situation Now?

- 10.2.3. South Cambridgeshire has a significant resource of good quality agricultural land. Agricultural land classification provides a uniform method for assessing the quality of farmland to enable informed choices to be made about its future use within the planning system. The most productive and flexible land falls into Grades 1 and 2 and Subgrade 3a and collectively comprises about one-third of the agricultural land in England and Wales. About half the land is of moderate quality in Subgrade 3b or poor quality in Grade 4. The remainder is very poor quality land in Grade 5, which mostly occurs in the uplands.

**Figure 5: Map of Agricultural Land Classification in South Cambridgeshire**



Source: Agricultural Land Classification - Provisional (England) – Natural England

**What will be the situation without the plan?**

10.2.4. Without locally developed policies development proposals would be considered against national planning policy. Opportunities would be lost to address development needs in a planned way to minimise the loss of best and most versatile agricultural land.

**What are the Key Sustainability Issues and Problems?**

*Significant areas of high quality agricultural land*

10.2.5. Within the district there are significant areas of high quality agricultural land. Much of the best agricultural land lies around Cambridge and the larger settlements, which may be the most sustainable locations for future development. The need to identify and maintain a large supply of land for development means there is pressure for development of agricultural land. In addition, the impact of development on soils and the protection of soil quality must be considered

10.2.6. A key issue for the sustainability appraisal and the Local Plan will be how to protect the best and most versatile agricultural land, whilst meeting the development needs of the district, and ensuring impact on soil is considered through the development process.

**Cross Cutting Issues**

10.2.7. Landscape and Townscape – loss of agricultural and could impact on landscape character, and biodiversity.

### 10.3. Issue: Waste

#### What is the Policy Context (Summary)?

- 10.3.1. The European Framework Directive on Waste sets a five-step hierarchy of waste management options, with waste prevention as the preferred option, and then reuse, recycling, recovery (including energy recovery) and safe disposal, in descending order. It sets targets of 50% for household recycling and reuse and 70% target for non-hazardous construction and demolition waste, both of which must be reached by the UK by 2020. Targets are cascaded through national strategies, in this case the Waste Strategy for England (DEFRA 2007, Reviewed in 2011).
- 10.3.2. Cambridgeshire County Council is responsible for planning for waste. Cambridgeshire County Council has prepared a Minerals and Waste Local Development Framework (in partnership with Peterborough City Council). The Core Strategy was adopted in July 2011, and the Site Specific Proposals Plan was adopted in 2012. The Core Strategy aims to enable delivery of new modern waste management facilities, and to manage waste in a better way than landfill. As well as meeting the needs of new development, and minimising the need for the movement of waste, the plan seeks a proactive approach to sustainable construction, maximising reuse, recovery and recycling of construction materials. The plan allocates a number of areas of search for new waste management facilities in association with existing planned growth areas.

Table 1: Cambridgeshire & Peterborough Minerals and Waste Targets

TARGETS		2016	2021	2026
Municipal Solid Waste (MSW)	Recycling/ Composting	60%	67%	67%
	Total Recovery	84%	86%	86%
Commercial and Industrial (C&I)	Recycling/ Composting	84.2%	88%	88%
	Total Recovery	92%	99%	99%
Construction and Demolition wastes	Recycling/ Composting	65%	70%	70%

#### What is the Situation Now?

- 10.3.3. The level of household waste generated in the District is monitored by the District Council.

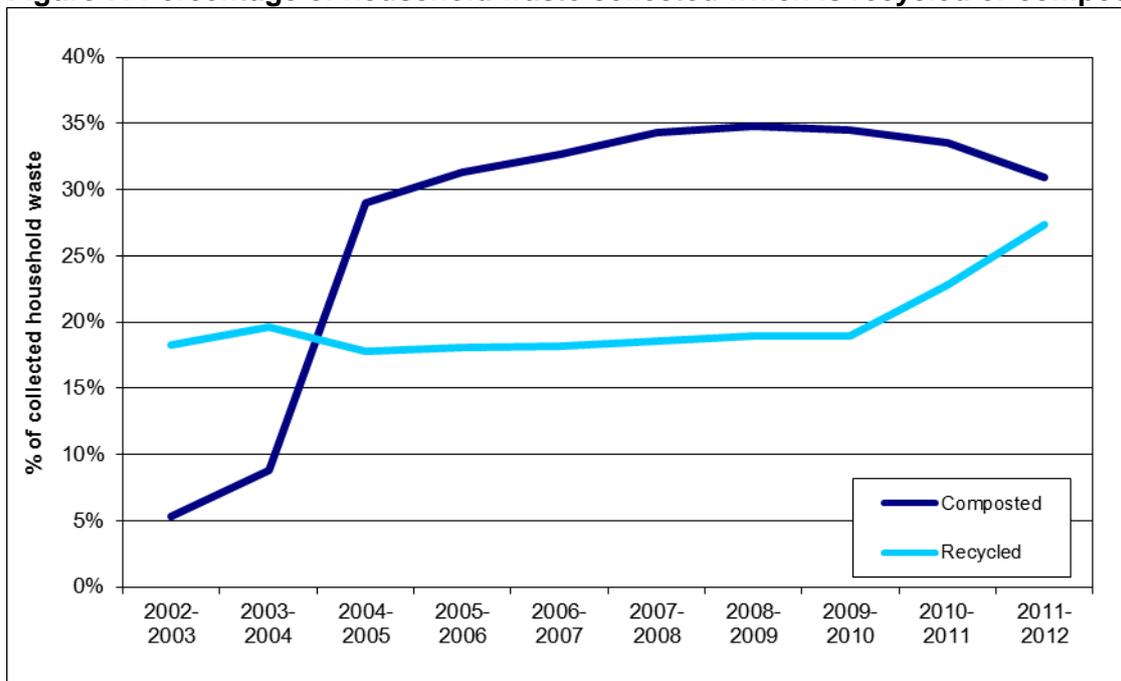
#### Figure 6: Household waste collected in South Cambridgeshire<sup>1</sup>

<sup>1</sup> Source: South Cambridgeshire District Council

	2009-2010	2010-2011	2011-2012
Residual waste per household (kg) *	450.71	412.50	419.9
Recycled waste per household (kg)	183.34	215.76	252.20
Composted waste per household (kg)	334.20	316.42	284.93

\* **Residual waste per household:** this is measured by household and only includes the 'black bag' waste, therefore excluding any waste recycled, reused or composted.

**Figure 7: Percentage of household waste collected which is recycled or composted** <sup>2</sup>



10.3.4. The proportion of household waste sent for recycling, composting or reuse in 2009/10 in England was 39.7 per cent, increasing from 37.6 per cent in 2008/09. In South Cambridgeshire the rate is significantly higher than the national average, at 53.4%.

10.3.5. The weight of household waste generated in 2009/10 in England, in kilograms per household, was 1036 kg per household. 411 kg of that was recycled, composted or reused whilst 625 kg was not<sup>3</sup>. In South Cambridgeshire, not only is the total amount of waste generated per household lower at 966 kg per household but also the average amount of waste sent to landfill in 2009/10 was lower at 450 kg per household.

<sup>2</sup> Source: South Cambridgeshire District Council

<sup>3</sup> DEFRA statistical Release 2010

[http://www.defra.gov.uk/evidence/statistics/environment/wastats/download/mwb200910\\_statsrelease.pdf](http://www.defra.gov.uk/evidence/statistics/environment/wastats/download/mwb200910_statsrelease.pdf)

**What will be the situation without the plan?**

10.3.6. Without locally developed policies development proposals would be considered against national planning policy, and the adopted Minerals and Waste LDF. Opportunities may be missed to consider local policies to reduce waste and encourage recycling.

**What are the Key Sustainability Issues and Problems?**

*Reducing waste and increasing recycling rates*

10.3.7. The levels of waste per household are already significantly lower than the national average, and the recycling rates are higher. However, targets set at the international level seek even greater improvements.

10.3.8. A key sustainability issue for the sustainability appraisal and the Local Plan is therefore how development can be designed to minimise waste and support recycling.

**Cross Cutting Issues**

10.3.9. High levels of development create a need for waste management facilities, and new sites are being planned through the Minerals and Waste LDF process. In preparing the Local Plan the Council will need to work with the Waste Planning Authority to consider how the needs of new developments can be met.

## **10.4. Issue: Minerals Resources**

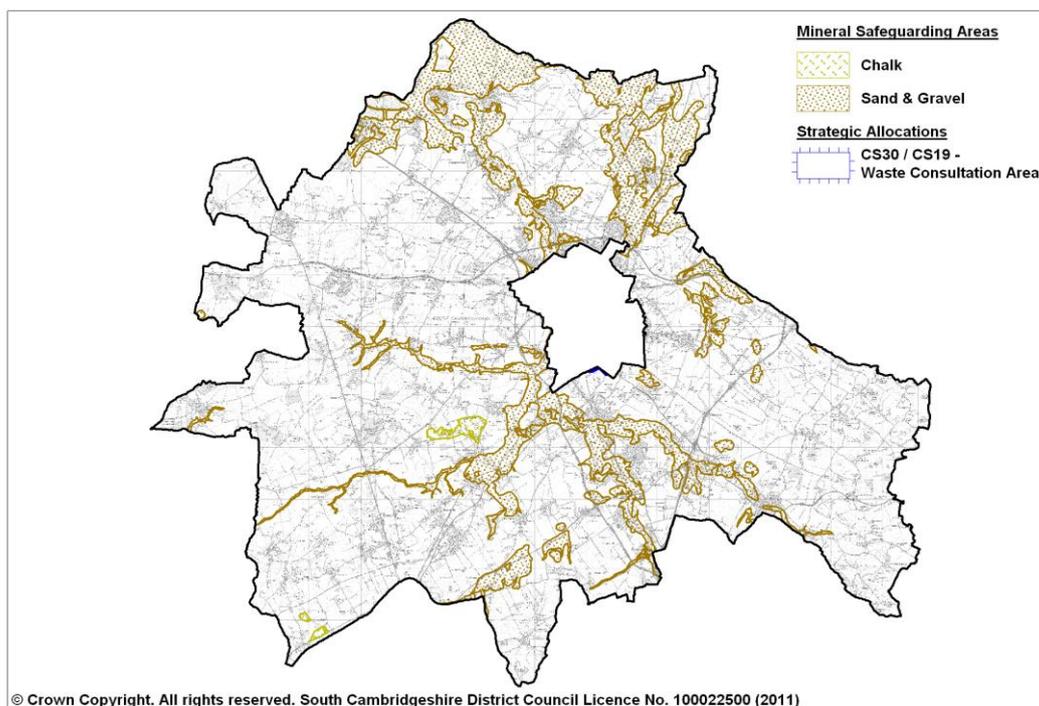
### **What is the Policy Context (Summary)?**

- 10.4.1. The National Planning Policy Framework identifies that Minerals are essential to support sustainable economic growth and our quality of life. It is therefore important that there is a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs. However, since minerals are a finite natural resource, and can only be worked where they are found, it is important to make best use of them to secure their long-term conservation.
- 10.4.2. The Cambridgeshire and Peterborough Minerals and Waste LDF identifies areas to be developed to provide mineral resources, and areas to be safeguarded for the longer term. It also identifies areas where former mineral workings can be used to provide a resource as Green Infrastructure. The policies and allocations will need to be taken into account when developing policies in the South Cambridgeshire Local Plan.

### **What is the Situation Now?**

- 10.4.3. A variety of important minerals are found in South Cambridgeshire, these include Sand and Gravel, worked extensively in the north of the district, and Chalk and Lower Greensand in the south.
- 10.4.4. Delivering growth requires minerals, particularly sand and gravel, to supplement recycled and secondary aggregates. Areas that will be worked for Minerals are identified in the Cambridgeshire and Peterborough Minerals and Waste LDF. Other areas where there are economic minerals reserves are safeguarded to avoid needless sterilisation.

**Figure 8: Map of Allocated and safeguarded Minerals sites (extract from Minerals and Waste LDF Proposals Map)**



**What will be the situation without the plan?**

10.4.5. Without locally developed policies development proposals would be considered against national planning policy, and the adopted minerals and waste LDF.

**What are the Key Sustainability Issues and Problems?**

*Protecting mineral resources*

10.4.6. The District contains a variety of important mineral resources.

10.4.7. A key sustainability issue for the sustainability appraisal and the Local Plan will be to consider the impact if development proposals on economic mineral reserves.

**Cross Cutting Issues**

10.4.8. Biodiversity - Where areas have been worked they can provide opportunities for biodiversity and green infrastructure; this is particularly the case around the Ouse valley.

## 10.5. Sustainability Appraisal Framework

10.5.1. Taking account of the relevant plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration of the Local Plan.

10.5.2. To expand on the central focus of each objective (as they are high-level) the SA Framework includes a series of questions for use when applying the SA Framework to the assessment of proposed policies.

**Table 2: Sustainability Objectives regarding Land and Soil**

Sustainability Objective	Decision Making Criteria	Indicators
Minimise the irreversible loss of undeveloped land and productive agricultural holdings and the degradation / loss of soils	Will it use land that has been previously developed?	Percentage of new and Converted Dwellings on Previously Developed Land
	Will it use land efficiently?	
	Will it protect and enhance the best and most versatile agricultural land?	Amount and Type of Completed Employment on Previously Developed Land
	Will it avoid the sterilisation of economic mineral reserves?	Average Density of New Residential Development Completed
Minimise waste production and support the reuse and recycling of waste products	Will it minimise the degradation/loss of soils due to new development'	
	Will it encourage reduction in household waste, and increase waste recovery and recycling?	Percentage Household Waste which is recycled or composted  Household Waste Collected per person per year

## **11. Air Quality and Environmental Pollution Topic Paper**

The key themes addressed in this section are:

- air quality
- water
- land contamination
- noise, odour, and light pollution.

## **11.1 Issue: Air Quality**

### **What is the Policy Context (Summary)**

- 11.1.1 The European Community has established air quality standards to avoid, prevent or reduce harmful effects on human health and the environment as a whole. EC Council Directive 2008/50/EC on ambient air quality and cleaner air for Europe sets mandatory standards for air quality for a specific set of pollutants.
- 11.1.2 The Air Quality Strategy for England, Wales, Scotland and Northern Ireland (DEFRA 2007) provides the strategic framework for the UK, and sets air quality standards for a range of pollutants reflecting the European standards.
- 11.1.3 A system of Local Air Quality Management has been in place in the UK since 1997, with the overall aim of ensuring that the national air quality objectives will be achieved in all areas. Local Authorities are required to review their current air quality and assess whether any locations are likely to exceed the national objectives. If they identify areas of exceedence then Air Quality Management Areas (AQMA's) need to be defined.
- 11.1.4 The National Planning Policy Framework establishes that planning policies and decisions should ensure that new development is appropriate for its location, to prevent unacceptable risks from pollution and land instability. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account.
- 11.1.5 In 2010, South Cambridgeshire District Council completed an AQAP in response to the 2008 designation of an Air Quality Management Area for annual mean nitrogen dioxide and daily mean PM10 along the A14 corridor. The AQAP was completed jointly with Cambridge City Council and Huntingdonshire District Council and each Authority has identified 5 priority actions that are thought will have the greatest benefit to local air quality. In addition to the 5 priority actions, a series of other actions were identified and studied for feasibility and cost effectiveness. Two of the priority actions involved the planned upgrades to the A14, however this has been delayed due to the Government Spending Review of 2010. As a result of this and in order to prevent a stagnation of the priority actions process, the AQAP will be reviewed in order to identify further feasible priority actions. Measures are being implemented to increase capacity on the A14, and opportunities for more comprehensive upgrade are being explored.
- 11.1.6 The potential impact of development on air quality is assessed largely from the Environmental Protection UK guidance "Planning for Air Quality" alongside results of air quality modelling and monitoring. However, South Cambridgeshire District Council has been a member of the national Peer Review Group for Low Emissions Strategies since it was established in 2008. The Review Group has been driving forward ideas, advice and guidance on how low emission developments, looking specifically at transport related emissions.
- 11.1.7 As a result of the work carried out by the group, new Guidance "Low Emissions Strategies -using the planning system to reduce transport emissions Good Practice Guidance (Defra 2010)" was adopted by Defra in 2010. The Guidance has been used by South Cambridgeshire District Council to create a local Low Emission Strategy, which is now embedded with the existing Local Development Framework through the Design Guide Supplementary Planning Document.

## What is the Situation Now?

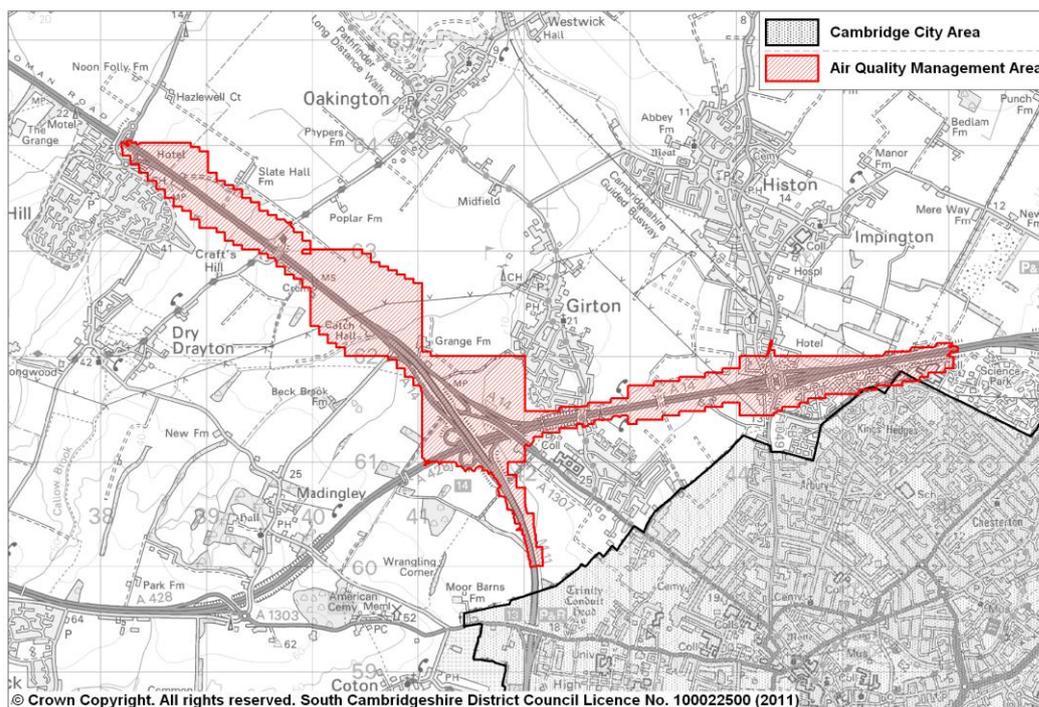
11.1.8 South Cambridgeshire District Council has a general duty to protect its local area from air pollution and produce a Local Air Quality Strategy<sup>1</sup>. To do this the Council:

- Monitors the pollutants nitrogen oxides and PM10 and PM2.5 particulate matter, to gather an understanding of whether the pollutants are in exceedance of national standards or objectives;
- Monitors emissions to air from certain industrial processes that are listed under the Environmental Protection Act 1990 Part 1.

11.1.9 Air quality is measured at various sites in the district, most of which follow the route of the A14. The South Cambridgeshire District Council air quality web pages provide up to date information on air quality monitoring in the District.<sup>2</sup> The 2011 Air Quality Progress Report for South Cambridgeshire District Council includes detailed monitoring information.<sup>3</sup>

11.1.10 To date, air quality issues within South Cambridgeshire have been linked directly to the volume of traffic that runs through the District, specifically along the A14. The A14 is congested on a regular basis between Bar Hill (to the West of Cambridge) and Milton (to the North North-East of Cambridge). This has resulted in the declaration of an Air Quality Management Area for nitrogen dioxide (NO<sub>2</sub>) and PM10 along a stretch of the A14 between Bar Hill and Milton.

**Figure 1: Map of Air Quality Management Area between Bar Hill and Milton**



1 Local Air Quality Strategy 2008-2013

[http://www.scambs.gov.uk/documents/retrieve.htm?pk\\_document=908845](http://www.scambs.gov.uk/documents/retrieve.htm?pk_document=908845)

2 South Cambridgeshire DC air quality web pages <http://scambs-airquality.aeat.co.uk/>

3 Air Quality Progress Report for South Cambridgeshire District

Council 2011 <http://www.scambs.gov.uk/environment/pollution/airpollution/airquality.htm>

11.1.11 The air quality in the AQMA is continually monitored. Annual average nitrogen dioxide levels recorded at two automatic monitoring stations alongside the A14 are showing a fall compared to 2004, although they remain close to the annual mean objective of 40 $\mu\text{g}/\text{m}^3$ . A third automatic monitoring station was placed on Orchard Park and within the AQMA in 2009, and a fourth was installed in December 2011 on the corner of Girton Road with Huntingdon Road, Cambridge.

11.1.12 During 2011, the objectives for nitrogen dioxide were met at the Impington and Orchard Park monitoring locations, but the target level was exceeded at the Bar Hill site. However, daily mean PM10 objective was exceeded at the Bar Hill and Impington continuous monitoring stations and the annual mean PM10 objective was exceeded at Impington.

11.1.13 The higher concentrations Bar Hill and Impington are possibly due to their location, adjoining the A14 carriageway, whereas the Orchard Park analyser is approximately 50m from the carriageway

**Table 1: Annual average concentration of Nitrogen Dioxide ( $\mu\text{g}/\text{m}^3$ ) at Monitoring Stations in South Cambridgeshire**

	2004	2005	2006	2007	2008	2009	2010	2011
Bar Hill	49.7	42.0	43.0	34.0	42.0	39.0	30.0	43.0
Impington	52.2	31.0	30.0	41.0	35.0	33.0	30.0	31.0
Orchard Park School	N/A	N/A	N/A	N/A	N/A	20.0	28.0	25.0

Source: South Cambridgeshire District Council

**Table 2: Annual number of days when PM<sub>10</sub> levels exceeded a daily mean of 50 $\mu\text{g}/\text{m}^3$  at Monitoring Stations in South Cambridgeshire**

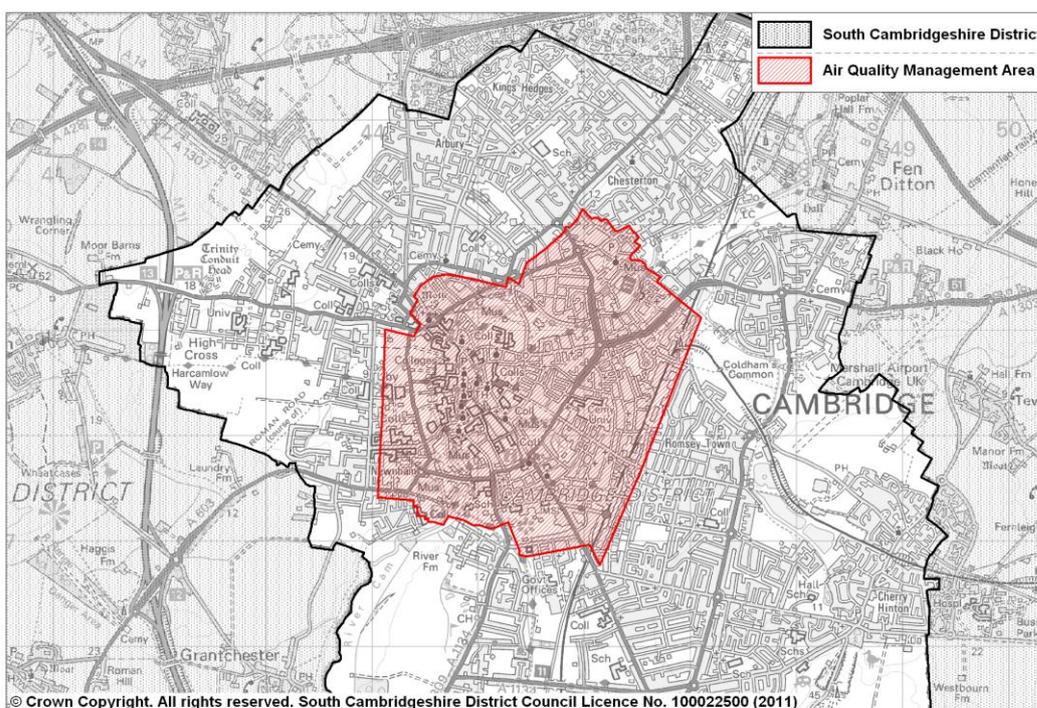
	2004	2005	2006	2007	2008	2009	2010	2011
Bar Hill	40 days	25 days	51 days	49 days	52 days	48 days	37 days	26 days
Impington	72 days	37 days	42 days	34 days	43 days	55 days	36 days	119 days
Orchard Park School	N/A	N/A	N/A	N/A	N/A	0 days	0 days	10 days

Source: South Cambridgeshire District Council

11.1.14 The exceedances of the short-term PM<sub>10</sub> objective at Impington monitoring station may be attributable to a PM<sub>10</sub> episode that occurred between the 25th and 30th of March, when the AURN experienced a widespread PM10 episode of moderate air pollution levels. This event was due to a mixture of local emissions and transboundary pollution from continental Europe. Both of the other PM10 monitoring sites had fewer than 35 exceedances of the 50  $\mu\text{g}/\text{m}^3$  short-term objective. Continued monitoring of air quality and monitoring of the impact of development and mitigation measures throughout the AQMA into future years will enable the Council to determine the causes of any change.

11.1.15 An AQMA has been designated in Cambridge City Centre for nitrogen dioxide (NO<sub>2</sub>), in an area encompassing the inner ring road and all the land within it. Targets have been established to reduce concentrations to less than 40 µg/m<sup>3</sup> by 2015

**Figure 2: Map of Air Quality Management Area (AQMA) in Cambridge City Centre.**



**Table 3: Annual average concentration of Nitrogen Dioxide (ug/m<sup>3</sup>) at Monitoring Stations in Cambridge**

	2004	2005	2006	2007	2008	2009	2010	2011
<b>Gonville Place</b>	33	48	52	41	42	42	52	39
<b>Parker Street</b>	49	52	60	54	49	52	49	50
<b>Regent Street</b>	42	43	45	42	44	41	40	40

Source: Cambridge City Council<sup>4</sup>

11.1.16 South Cambridgeshire District Council also monitors nitrogen dioxide levels at 29 sites across the District using diffusion tubes. All show compliance with the national annual mean objective for nitrogen dioxide.

<sup>4</sup> <http://www.cambridge.gov.uk/ccm/content/environment-and-recycling/pollution-noise-and-nuisance/air-pollution/air-pollution-monitoring-results>

### **What will be the situation without the plan?**

11.1.17 Without the plan development proposals would be considered against national planning policies. The Council will still be obliged to address air quality standards where they are exceeded, but individual developments would be considered on their merits rather than a planned approach to meeting development needs.

### **What are the Key Sustainability Issues and Problems?**

#### *Air Quality and Health*

11.1.18 Air pollution and poor air quality can have detrimental impacts on health. It can also impact on the amenity of users of land in terms of odour, dust and nuisance. There are areas of the district where air quality objectives have been exceeded, and designated as AQMAs.

11.1.19 The importance of Cambridge as an employment, education and tourist centre, linked to a shortage of housing compared to numbers of jobs, has led to high numbers of longer than average commutes to and from Cambridge. The importance of the A14 east-west corridor for long-distance freight has led to a high proportion of heavy goods vehicles on the trunk roads. The combined effect has been congestion on trunk routes, and the centres of Cambridge and the surrounding market towns.

11.1.20 The Local plan and the appraisal will need to ensure that relevant sensitive receptors such as residential development are not exposed to air quality that can have an adverse impact on health and consideration mitigation measures as necessary. They will also need to consider the impact of development options and policies on achievement of air quality targets, in particular as a result of road traffic. This relates to distance of homes to employment, services and facilities, and the availability of alternative modes of travel. These issues are addressed in greater detail in other themes. The development of a Low Emissions Strategy, to address measures to help mitigate the transport impacts of development on local air quality and on climate change secured through planning will play an important role in mitigating impact of development on local air quality.

11.1.21 A key issue for the appraisal and the Local Plan will be to consider the impact of development options and policies on achievement of air quality standards locally, and the impact of air quality on development sites themselves.

### **Cross cutting issues**

11.1.22 Healthy Communities - Air and other forms of pollution can impact on health and wellbeing. Quantifying the health impacts of air pollution in the UK statistically is very complex. Recent research suggests that the impact can be described in a number of different ways:

- 26,800 'attributable deaths' per year in England and Wales
- 340,000 'lost life years' from the population
- Up to 200,000 deaths with average loss of life of up to 2 years

11.1.23 Climate Change Adaptation and Mitigation - due to the impact of emissions on climate change.

11.1.24 Biodiversity - poor air quality can impact on biodiversity habitats and species.

- 11.1.25 Transport - The AQMA in South Cambridgeshire results from exceedences of the national air quality objectives It is likely that these exceedences are due to the high traffic flows on the A14.
- 11.1.26 Housing - To consider the impact of development options and policies on achievement of and improving national air quality targets, and the impact of air quality on development sites themselves and in particular introducing relevant sensitive receptors into areas of poor air quality.

## **11.2 Issue: Water Quality**

### **What is the Policy Context (Summary)**

- 11.2.1 The EU Water Framework Directive requires all inland and coastal waters to achieve 'good ecological status' by 2015 or, where this is not possible, by 2021 or 2027.
- 11.2.2 River Basin Management Plans have been prepared by the Environment Agency towards achieving the improvements needed to achieve the targets. The Anglian River Basin Management Plan (Environment Agency 2009) suggests a range of measures as contributions that can be made by Local Authorities: implement surface water management plans, promote the use of sustainable drainage systems, ensuring Local Development Framework policies require water efficiency standards in new development that exceed extant Buildings Regulations.
- 11.2.3 The National Planning Policy Framework requires plans to include strategic policies for the provision of infrastructure for water quality and water supply. The planning system should aim to conserve and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of water pollution.

### **What is the Situation Now?**

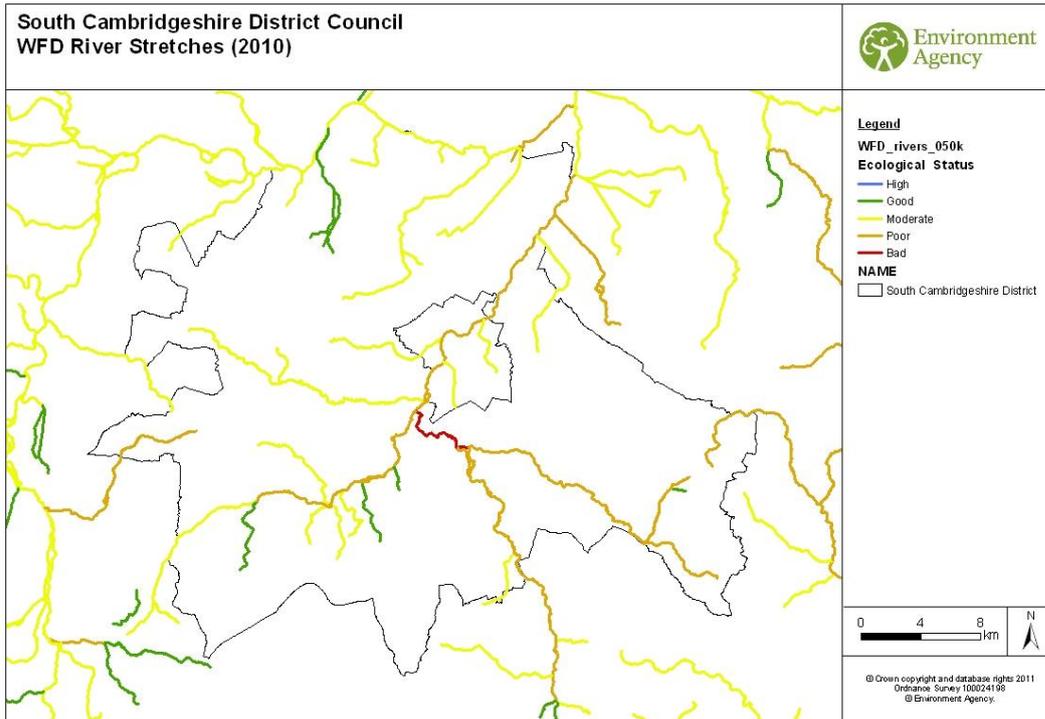
- 11.2.4 In South Cambridgeshire the majority of rivers are currently of moderate or poor ecological status. There are a range of reasons why watercourses do not meet the good status. The most common in the region is diffuse pollution from agriculture, point source pollution from water industry sewage treatment works<sup>5</sup>. Other reasons include modification of water bodies for flood protection, drainage, or urbanisation. In most cases the Environment Agency has set a target of achieving 'Good Ecological Potential' standard by 2027 for the watercourses in the district through the Anglian River Basin Management Plan. All surface water bodies requiring assessment currently meet the target of good chemical status.

---

<sup>5</sup> Environment Agency – State of the Anglian Region, Water Chapter, page 6.

**Table 4: Ecological Quality of River Water Bodies in South Cambridgeshire at 2011.**

Ecological Status	Number of river water bodies	Length (km)
High	0	0
Good	3	22.1
Moderate	15	188.1
Poor	11	181.9
Bad	1	7.2

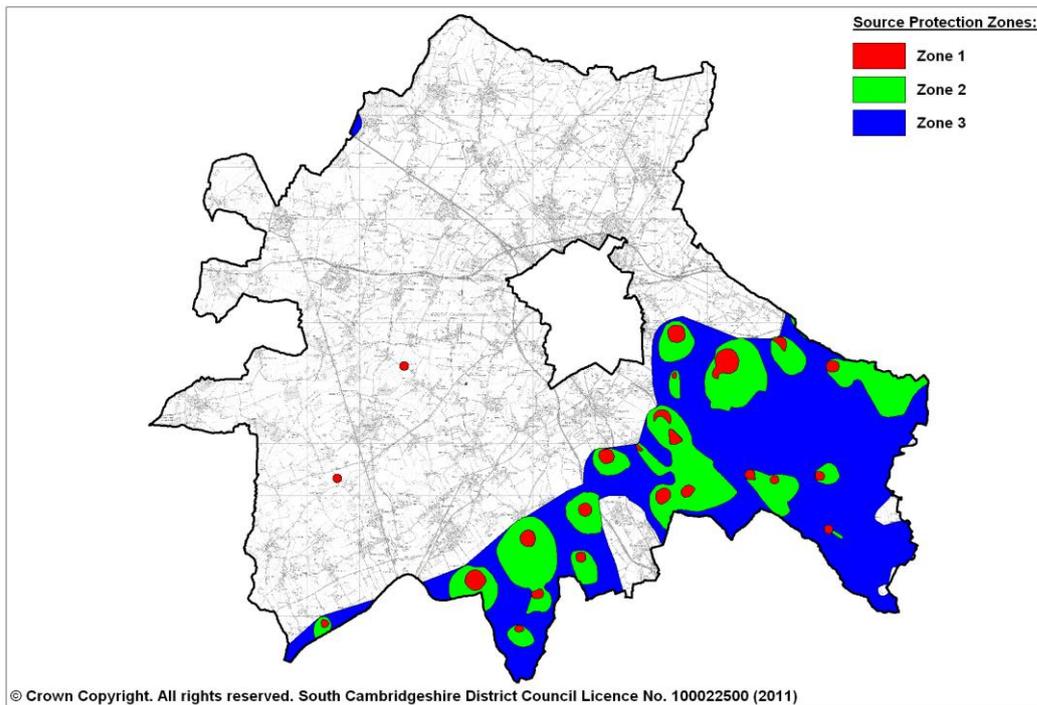


Source: Environment Agency

*Note: General Quality Assessment (GQA) scheme to assess river water quality was replaced in 2009 following the European Water Framework Directive (WFD).*

11.2.6 Much of the underlying geology in the southern and eastern parts of the District is chalk, providing a significant source of groundwater. The Environment Agency define source protection zones for groundwater sources such as wells, boreholes and springs used for public drinking water supply. These zones show the risk of contamination from any activities that might cause pollution in the area. The closer the activity, the greater the risk. The maps show three main zones (1. inner, 2. outer and 3. total catchment). These areas are used to guide pollution control measures that may be required.

**Figure 3: Map of Source Protection Zones in South Cambridgeshire<sup>6</sup>**

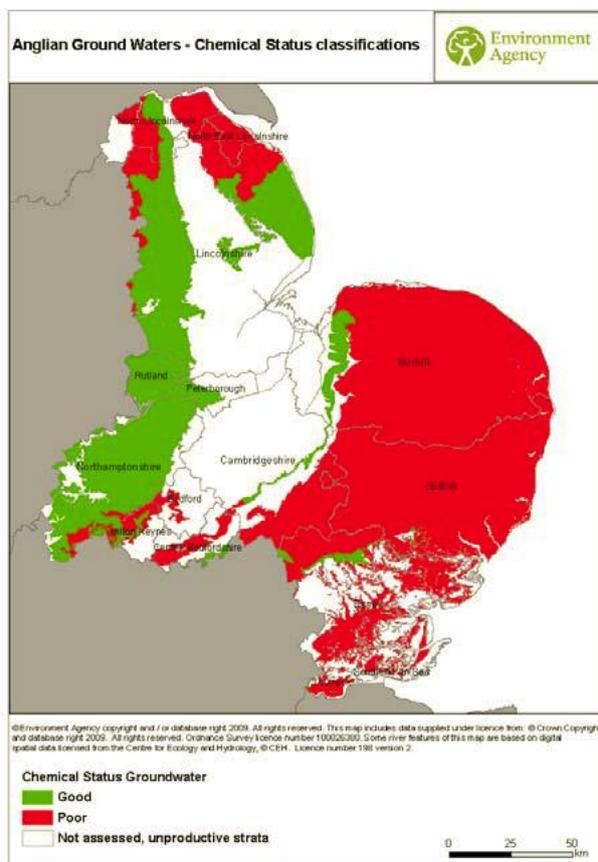


11.2.7 The quality of groundwater in the majority of the district is classed as poor. This is due to diffuse pollution from agricultural sources<sup>7</sup>. The Water Framework Directive requires all water bodies are required to meet 'Good status' by 2015.

<sup>6</sup> Source: Environment Agency. For the latest maps visit Environment Agency website: <http://www.environment-agency.gov.uk/homeandleisure/37833.aspx>

<sup>7</sup> Environment Agency – State of the Anglian Region, Water Chapter, page 8.

**Figure 4: Chemical Status of Groundwater in Anglian Region.**



Source: Extract from State of Our Environment Report: Water (Environment Agency 2011) Page 8

### *Water Infrastructure*

11.2.8 There are Sewage Treatment Works (STW) at the following locations; Arrington; Balsham; Bassingbourn; Bourn; Cambridge; Camps (nr. Shudy Camps); Coton; Duxford; Foxton; Gamlingay; Guilden (nr. Guilden Morden); Haslingfield; Hatley St George; Linton; Litlington; Melbourn; Over; Papworth Everard; Royston; Sawston; Tadlow; Teversham; Uttons Drove; Waterbeach and West Wickham.

11.2.9 The Water Cycle Strategy for Major Growth areas around Cambridge (Cambridgeshire Horizons 2011) explored the capacity of Sewage Treatment Works and water supply infrastructure to accommodate the existing development strategy. In particular improvements are planned at Uttons Drove STW (near Swavesey), and Cambridge STW (near Milton) to accommodate existing planned major developments.

11.2.10 The Cambridgeshire Development Study 2009 explores the capacity of wastewater treatment works to accommodate a range of future development scenarios, and identifies where capacity could be a constraint to future development. In addition, the issue has been explored in the Strategic Housing Land Availability Assessment.

**What will be the situation without the plan?**

11.2.11 Without the plan development, developments would be required to consider the impacts of and on pollution by national guidance, but opportunities to address development and infrastructure needs in a planned way would be lost.

**What are the Key Sustainability Issues and Problems?***Protection of groundwater quality*

11.2.12 Large areas of the south east of the district are identified as source protection zones. If not correctly planned, development in these areas could risk the contamination of aquifers.

11.2.13 A key issue for the sustainability appraisal and the Local Plan will be to ensure development proposals are located and designed to minimise risk to water quality.

*Maintaining water quality*

11.2.14 New development will require wastewater infrastructure. Whilst in some areas there is remaining capacity in existing works, or opportunities to upgrade works, in other areas there is limited existing capacity. The capacity of receiving watercourses to receive treated water, both in quantity and quality must be considered.

11.2.15 A key issue for the appraisal and the Local Plan will be to ensure that the needs of development proposals can be met, whilst meeting appropriate water quality standards, in particular those established by the Water Framework Directive.

**Cross cutting issues**

11.2.16 Biodiversity - water quality is intrinsic to a number of designated sites.

11.2.17 Climate Change – Reduced flows in rivers could impact on ability to achieve water quality targets, due to lower dilution of pollutants. It could also impact on replenishment of groundwater supplies.<sup>8</sup>

---

<sup>8</sup> Environment Agency – State of the Anglian Region, Water Chapter, page 19.

## **11.3 Issue: Land Contamination**

### **What is the Policy Context (Summary)**

- 11.3.1 Under Part IIA of the Environmental Protection Act, the statutory definition of contaminated land is  
“any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land, that
- significant harm is being caused or there is significant possibility of such harm being caused; or
  - pollution of controlled waters is being, or is likely to be, caused”
- To meet this definition there must therefore be the following components:
- Source ---> Pathway ---> Receptor
- 11.3.2 The National Planning Policy Framework establishes that local policies and decisions should ensure that a site is suitable for its new use taking account of ground conditions, pollution arising from previous uses and any proposals for mitigation.
- 11.3.3 The actual or possible presence of contamination is a material planning consideration. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.

### **What is the Situation Now?**

- 11.3.5 The presence of contamination can be a constraint to the sustainable reuse of brownfield land. Within South Cambridgeshire there are a number of current and historical rural industries across the district. Slaughterhouses and tannery industries dominated some areas of the district, for example Sawston and Pampisford and the district also contains several large military bases. However, the district also includes former engineering works, chemical works, gas works, mills, brick works and railway land. All of these industries often result in the land being contaminated by spillages and leakages of chemicals and fuels and by the deposition of waste materials resulting from industrial processes. For example, on former gas works the wastes are likely to contain cyanide, tars, oils, hydrocarbon sludge, spent oxide wastes and ash, whereas former tanneries may give rise to the contaminants such as chlorinated solvents.
- 11.3.6 The Council has approximately 600 sites highlighted as potentially being affected by contamination across the district. These cover all sites in South Cambridgeshire which have had a previous potentially contaminative land use and include everything from a former chemical works to an infilled pond, the latter of which is a potential source of landfill gas.
- 11.3.7 Approximately 100 former landfill sites or areas of infilled land have been identified within the district. These are sites that have been used for waste disposal in the past and could be potentially contaminated with landfill gas and heavy metals, organic compounds and hydrocarbons depending on the type of fill. The sites can range from large areas that were used for the disposal of domestic, commercial and industrial waste to small areas of agricultural land or former sand or gravel pits which may have been infilled using unknown material.

- 11.3.8 Due to its rural nature, there are numerous agricultural farm buildings within the district. Though these sites are not anticipated to pose a high risk from contamination, these are important sites to be considered when such land comes up for redevelopment to a residential use. Potential contamination arising from agricultural uses includes fuel spillages, leached metals into the soil and asbestos containing materials.
- 11.3.9 South Cambridgeshire is also home to a large asbestos cement board manufacturing works in the south of the district. Historically, the waste hardcore product was distributed to farmers in the local area to use on rights of ways leaving a legacy of asbestos containing materials on both farmyards and farm tracks.
- 11.3.10 In April 2000, Part 2A of the Environmental Protection Act (EPA) 1990 as inserted by Section 57 of the Environment Act 1995 came into force introducing a new regime for the regulation of Contaminated Land in England. The main purpose of Part 2A is to provide a system for the identification of land that is posing unacceptable risks to health or the environment, and for securing appropriate remediation to remove these risks.
- 11.3.11 Statutory guidance requires Local Authorities to take a strategic approach to inspecting their areas, which has been described in the Council's Contaminated Land Strategy, published in July 2001.
- 11.3.12 The Strategy describes how the Council will identify, investigate and remediate contaminated land within the District. The identification stage of the process has commenced and following the inspection of the historical maps, sites affected by potential contamination have been identified. The Council will address the most serious risks that would include areas where the most contaminative uses have been carried out and where the most sensitive end uses are currently situated.
- 11.3.13 The Part 2A regime is designed to deal with the most seriously contaminated sites which have no prospect of being redeveloped in their current state. Therefore, most contaminated brownfield land within the District will be redeveloped and remediated to an appropriate standard for their intended use through the planning process
- 11.3.14 Scientific Officers with Health and Environmental Services assess most new planning applications and recommend contaminated land conditions on planning permissions if there is the potential for contamination to be present or if the proposed development is particularly sensitive to contamination. Scientific Officers also assess and respond to any site investigation reports submitted in support of planning applications. If contamination is identified, an appropriate remediation strategy for the site will be agreed and validation of all remedial measures required before the conditions will be discharged. For most sites where contamination has been identified, this is an ongoing dialogue between the Council and the developer which can last, in some cases, for several years until the development has been completed and occupied

11.3.15 The Council maintains a continually updated database of all information submitted in respect to the condition of land within its district. All site investigation and remediation reports are kept within this database. This information is then taken into consideration during the consultation process for new planning applications and also when enquiries are received during private property transactions where potential contamination has been highlighted as an issue.

**What will be the situation without the plan?**

11.3.16 Without the plan, developments would still be required to consider the impacts of potential land contamination by national guidance and legislation. The developer would be responsible for ensuring that the land is suitable for use and does not pose an unacceptable risk to either human health and/or the environment. However, opportunities to develop local policy guidance would be missed, as well as opportunities to plan for growth needs strategically considering the opportunities available.

**What are the Key Sustainability Issues and Problems?**

*Contaminated Land is present in the district*

11.3.17 Some parcels of land in the district are subject to contamination, from varying sources.

11.3.18 A key issue for the appraisal and the Local Plan will be to ensure sites are located and designed appropriately to ensure potential land contamination is identified at the time of development and to ensure appropriate remedial measures are designed and carried out to protect public health and the environment, and to secure opportunities to address existing land contamination through development where appropriate having regard to the location of the site and nature of the contamination.

**Cross cutting issues**

11.3.19 Links to Healthy Communities, due to the impact pollution can have on human health.

11.3.20 Land and Soil Resources – The reuse of previously developed land can mean there are potential contamination issues that need to be addressed.

## 11.4 Issue: Odour Pollution

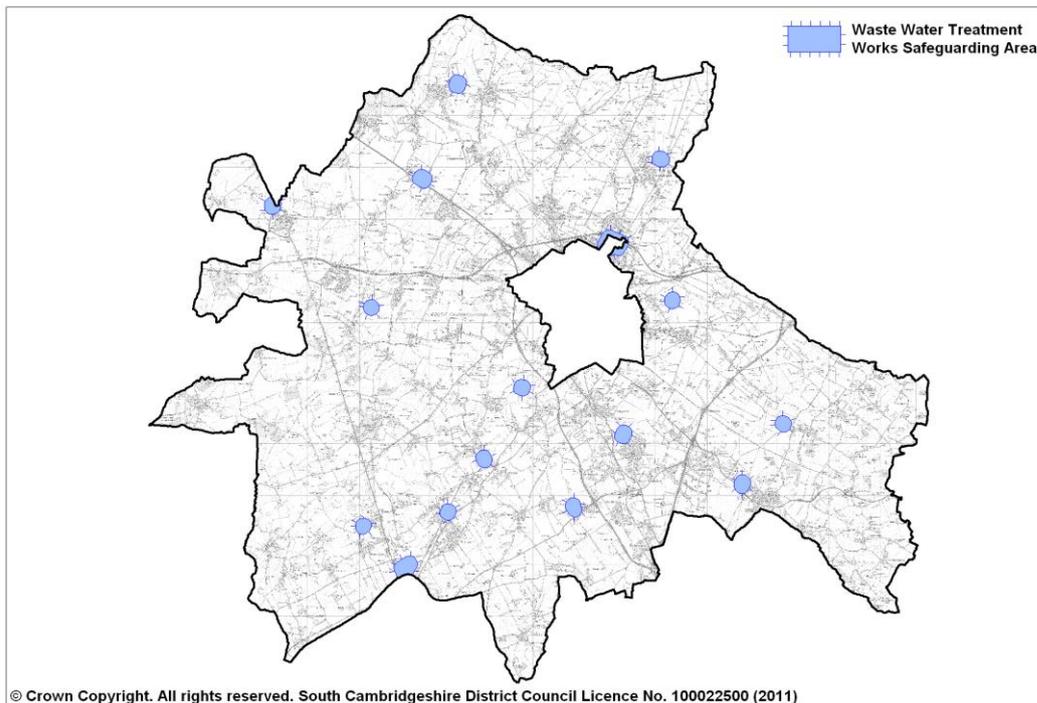
### What is the Policy Context (Summary)

11.4.1 Odour is noted as a form of pollution by the National Planning Policy Framework. Particular issues in relation to odour from sewage treatment works are addressed in the Cambridgeshire Minerals and Waste LDF, which identifies areas around Sewage Treatment Works with a capacity exceeding 2000 population where odour assessment is required for development proposals within safeguarding areas.

### What is the Situation Now?

11.4.2 There are individual potential sources of odour pollution across the district. Odour, dust or fumes from plant serving any odour generating commercial, industrial and agricultural buildings should be considered in relation to nearby sensitive receptor development. Odour can be an issue around certain industries such as food premises, landfills, or Sewage Treatment Works (STWs). Waste Water Treatment Works Safeguarding areas for STWs have been defined in the Cambridgeshire Minerals and Waste LDF at the following locations.

**Figure 5: Waste Water Treatment Works Safeguarding areas in South Cambridgeshire, identified in the Cambridgeshire and Peterborough Mineral and Waste Site Specific Policies DPD**



**What will be the situation without the plan?**

11.4.3 Without the plan developments would be required to consider the impacts of pollution by national guidance and legislation.

**What are the Key Sustainability Issues and Problems?**

11.4.4 Odour pollution can cause problems for sensitive receptors. There are individual sources of odour in the district.

11.4.5 A key issue for the appraisal and the Local Plan will be to ensure sites are located and designed appropriately to reduce and where possible improve on unacceptable impacts of odour pollution.

**Cross cutting issues**

11.4.6 Links to Healthy Communities, due to the impact pollution can have on human health and well being.

## **11.5 Issue: Noise Pollution**

### **What is the Policy Context (Summary)**

- 11.5.1 Noise is defined as 'unwanted or harmful outdoor sound created by human activities'.
- 11.5.2 The National Planning Policy Framework advises that planning policies should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development; mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions, while recognising that many developments will create some noise; and identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.
- 11.5.3 The Environmental Noise (England) Regulations 2006 which implements the Environmental Noise Directive 2002/49/EEC, aims to avoid, prevent or reduce, on a prioritised basis, harmful effects due to exposure to environmental noise. Under the 2006 Regulations DEFRA has published the first round noise action plans for 23 agglomerations required by the Environmental Noise Directive which follow the strategic noise mapping exercise in 2008. The plans seek to set out a strategic approach to managing noise from roads, rail, aviation and industry and will be reviewed at least once every 5 years. Each action plan sets out the number of people exposed to various noise levels. 'Important Areas' have been identified, where 1% of the population that are affected by the highest noise levels are located according to the strategic noise mapping. Areas where noise exceeds 76 dB are designated as 'First Priority Locations'.
- 11.5.4 The Secretary of State is the competent authority for preparing the action plan and will identify a co-ordinator for implementation in each agglomeration. Defra will provide information based on the strategic noise maps to the relevant local highways authorities and local authority planning and environmental health departments.
- 11.5.5 Local authorities currently have no obligations under the Action Plans. However, they will be provided with relevant information and consulted throughout the process in order that they can participate in the investigation of important areas and identification of measures to mitigate noise. The Secretary of State also encourages local authorities to review policy and practice for the management of noise from industrial / commercial sources and acknowledges that the current complimentary planning system and pollution control regimes can provide sufficient proactive management of such noise sources.
- 11.5.6 Defra will issue further guidance regarding the process for investigating important areas and local highways authorities, the Highways Agency and rail authorities will investigate important areas from October 2011 onwards and implement any actions thereafter.
- 11.5.7 It should be noted that there is no additional funding to implement any measures identified by the action planning process.
- 11.5.8 Alongside the Action Plans, DEFRA published in March 2010 a Noise Policy Statement for England (NPSE) which sets out the long term vision of Government noise policy which is to "promote good health and a good quality of life through the effective management and control of environmental, neighbour and neighbourhood noise within the context of Government policy on sustainable development." with the

specific aims being:

- avoid significant adverse impacts on health and quality of life;
- mitigate and minimise adverse impacts on health and quality of life; and
- where possible, contribute to the improvement of health and quality of life.

11.5.12 The NPSE states that in the longer term, the Government hopes that existing policies could be reviewed (on a prioritised basis), and revised if necessary, so that the policies and any noise management measures being adopted accord with the vision, aims and principles of the NPSE.

#### *Noise and Health Impacts*

11.5.14 In 2010 the Health Protection Agency an ad hoc Expert Group on Effects of Environmental Noise on Health published its report on 'Environmental Noise and Health in the UK'<sup>1</sup>. The report acknowledged that annoyance is probably the most widespread adverse effect of noise, including speech interference and the fact that noise can have an adverse impact on sleep during the sensitive nighttime period and concluded that there is increasing evidence that environmental noise, from both aircraft and road traffic noise, is associated with an adverse impact on health. Noise exposure in children may have implications for education but it is not known if the effects persist or are temporary and further research is recommended on this and other topics.

11.5.15 A March 2011 report from the World Health Organisation (WHO), 'Burden of disease from environmental noise' Quantification of healthy life years lost in Europe'<sup>2</sup>, prepared with support of the European Joint Research Council, stated that environmental noise leads to a disease burden that is second in magnitude only to that from air pollution, among environmental factors in Europe. The report reviewed the evidence of health effects consequent to noise exposure and estimates the burden of disease in western European countries.

1. The Health Protection Agency an ad hoc Expert Group on Effects of Environmental Noise on Health published its report on 'Environmental Noise and Health in the UK' available at <http://www.hpa.org.uk/ProductsServices/ChemicalsPoisons/Environment/Noise/>

2. World Health Organization press release and report 'Burden of disease from environmental noise' Quantification of healthy life years lost in Europe' available at [http://www.euro.who.int/\\_\\_data/assets/pdf\\_file/0008/136466/Burden\\_of\\_disease.pdf](http://www.euro.who.int/__data/assets/pdf_file/0008/136466/Burden_of_disease.pdf)

## What is the Situation Now?

- 11.5.16 There are individual potential sources of noise pollution across the district.
- 11.5.17 Existing sources of noise include noise emitted by means of transport, road traffic, rail traffic, air traffic, industry, landfill operations, construction, commercial premises and entertainment venues, and sport and recreation venues. Unwanted noise can have a significant impact upon environmental quality, public health and amenity.
- 11.5.18 In August 2007 The Campaign for the Protection of Rural England, building on work carried out earlier by the Countryside Commission, published Intrusion Maps using a method of spatially mapping areas of intrusion in England<sup>9</sup>. These are areas classified as being disturbed by the presence of noise (sound) and visual (sight) intrusion from major infrastructure such as motorways, A roads, mainline railways, urban areas, mines / quarries and airports. The resulting series of regional maps for the East of England show the change in the extent of intrusion and the resulting fragmentation of the undisturbed countryside or areas significantly disturbed by visual and noise intrusion from the early 1960s to the early 1990s to 2007. The maps can be viewed on the CPRE website:  
<http://www.cpre.org.uk/resources/countryside/tranquil-places?start=10>
- 11.5.19 The CPRE report stated that 50% of England in 2007 should be classed as disturbed, up from 41% in the early 1990s and 26% in the early 1960s. It is important to note that the maps are not based on any noise monitoring or modeling or internationally / nationally accepted noise level guidelines and only reflect spatial map separation distances from various visual and audible intrusions in the landscape relative to the nature of the respective source. However they are useful in illustrating how development such as the building of the M11 and A14 trunk roads and resulting increase in traffic flows introduce and increase noise levels in the countryside.
- 11.5.20 Strategic noise maps were produced in 2008 by Noise Mapping England on behalf DEFRA, in accordance with the Environmental Noise (England) Regulations 2006. The noise maps estimate noise levels for major roads (those with more than 6 million vehicle passengers annually), major railways (those with more than 60,000 train passages annually), major airports (those with more than 50,000 aircraft movements annually) and for First Round Agglomerations (urban areas with a population greater than 250,000).
- 11.5.21 Noise is assessed through two indicators:
- ● L<sub>den</sub> to assess annoyance; and
  - ● L<sub>night</sub> to assess sleep disturbance.

L<sub>den</sub>= The LA<sub>eq</sub> over the period 0000 – 2400, but with the evening values (1900 – 2300) weighted by the addition of 5 dB(A), and the night values (2300 – 0700) weighted by the addition of 10 dB(A).

L<sub>night</sub>= over the period 2300 – 0700, local time-for strategic noise mapping this is an annual average)

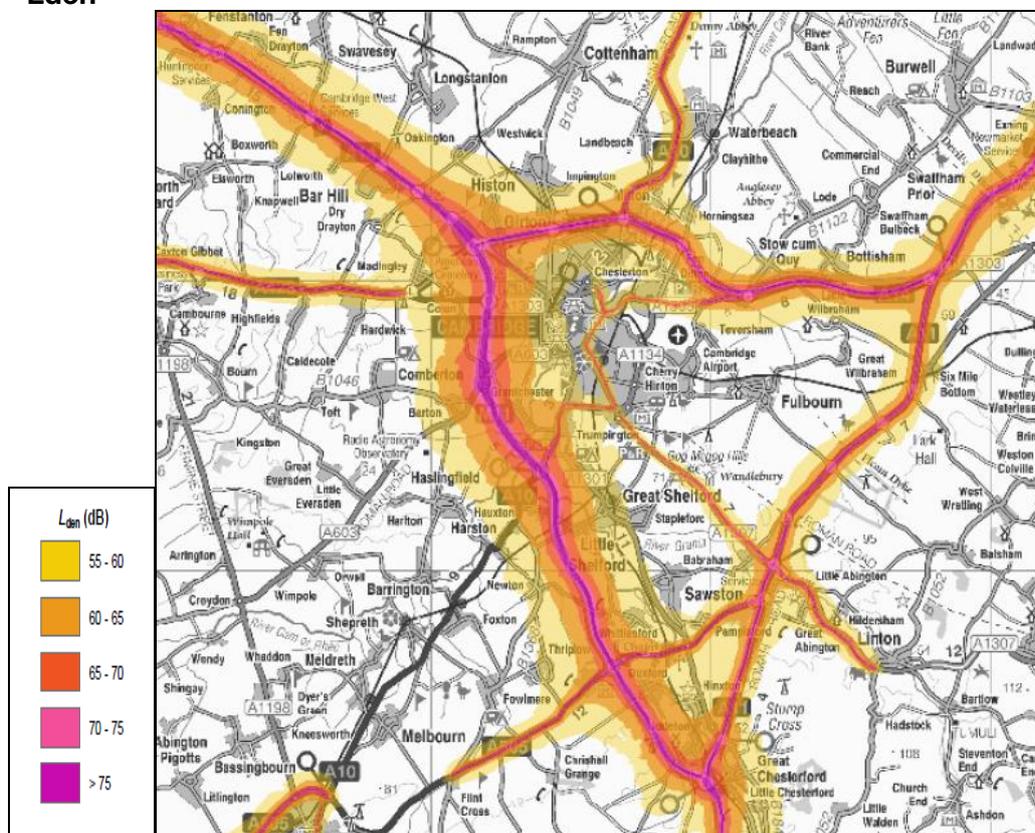
LA<sub>eq</sub> = The A-weighted equivalent continuous sound pressure level which is a notional continuous level that, at a given position and over the defined time period, T, contains the same sound energy as the actual fluctuating sound that occurred at the given position over the same time period, T

<sup>9</sup> Developing an Intrusion Map of England', Prepared for CPRE by Land Use Consultants, September 2007-Available at: <http://www.cpre.org.uk/resources/countryside/tranquil-places/item/1790-developing-an-intrusion-map-of-england>

11.5.22 The noise maps identify areas exposed to noise levels above 55 dB(A) Lden and 50dB(A) Lnight. The Environmental Noise Directive requires action plans to be developed to manage noise issues (areas where noise exceeds the levels identified above) and effects for the major noise sources and areas for which noise maps have been produced. It should be noted that the noise maps are based on generic modelling, and are only indicative of potential issues. The maps have been made using computer modelling techniques, based on information from traffic flow, road, rail and vehicle data. The modelling produced noise level results as required by the directive. Thus, where seemingly high noise levels are detailed, both the level of noise and the impact of this noise require further knowledge and discussion, such as through a detailed study. SCDC is at present only covered by the major road noise maps.

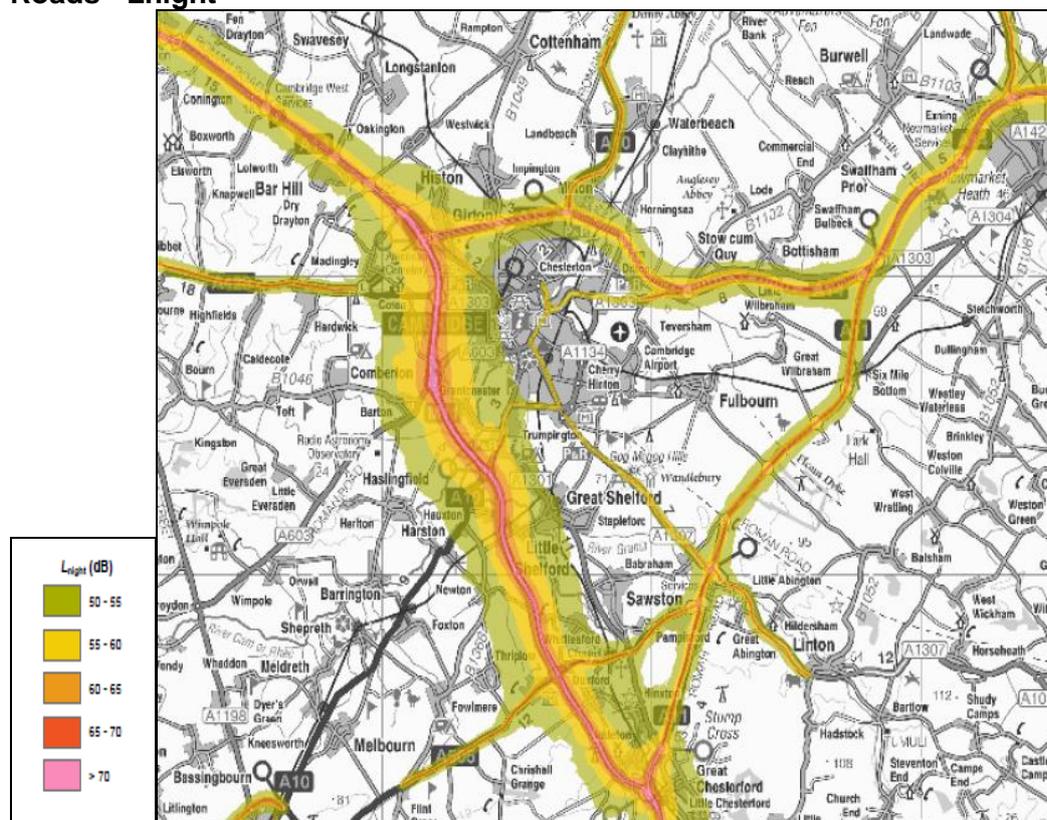
11.5.23 The strategic road maps for SCDC are shown in figures 4 and 5 below:

**Figure 9: Environmental Noise (England) Regulations 2006 - First Round Major Roads - Lden**



Source: DEFRA England Major Road Maps 2008. Available at <http://archive.defra.gov.uk/environment/quality/noise/environment/mapping/roads.htm>

**Figure 10: Environmental Noise (England) Regulations 2006 - First Round Major Roads - Night**



Source: DEFRA England Major Road Maps 2008. Available at <http://archive.defra.gov.uk/environment/quality/noise/environment/mapping/roads.htm>

- 11.5.24 Based on the strategic noise maps DEFRA formally adopted Noise Action Plans for 23 agglomerations (large urban areas), major roads, and major railways in England on 15 March 2010.
- 11.5.25 The purpose of Noise Action Plans is to assist in the management of environmental noise and its effects, including noise reduction if necessary, in the context of government policy on sustainable development. The Action Plans represent a strategic approach to managing environmental noise. They set out a direction of travel for managing noise, but do not propose any specific noise mitigation measures at this stage. It is intended any such measures will be identified and agreed at a local level. Responsibility for implementing the plans will fall on those authorities who generate the noise (road e.g. The Highways Authority or County Council, rail and airport authorities).
- 11.5.26 For South Cambridgeshire the most relevant noise action plan is the Major Roads (outside agglomerations) Noise Action Plan, which is designed to address the management of noise issues and effects from major roads outside agglomerations in England. It has been decided that the Important Areas with respect to noise from major roads will be where the 1% of the population that are affected by the highest noise levels from major roads are located according to the results of the strategic noise mapping ("Important Areas") having due regard to residential databases. However those locations where the noise parameter / descriptor LA<sub>10,18h</sub> is at least 76 dB according to the results of the strategic noise mapping will be investigated as a priority ("First Priority Locations").

11.5.27 Supporting maps indicating the First Priority Locations for Major Roads within South Cambridgeshire include locations along the M11, A14, A428, A505 A1303, A1307 and A10.

11.5.28 It is anticipated that the relevant highway authority will examine locations on a prioritised basis and having regard to any ongoing noise mitigation initiatives, schemes and plans. It is envisaged that the highway authorities will investigate as a priority the Important Areas that contain First Priority Locations. However, the highway authorities may use their discretion.

11.5.29 The road noise action plan details the importance of planning controls for new highways but also acknowledges the importance of the local land use planning system to protect any proposed residential or other noise sensitive development that may be affected by road traffic noise and industry. It is stated that PPG 24 provides guidance regarding the suitability or otherwise of the site for such development. Guidance is also given about the type of mitigation that might be needed in order to achieve appropriate internal noise levels within homes. The approaches used to achieve these levels include designing appropriate façade insulation or optimising the proposed layout of the buildings.

11.5.30 Similarly, British Standard 8233:1999 (BS8233) provides design advice for various buildings, including dwellings and offices in order to mitigate the effects of noise from road traffic. Advice is provided on what constitutes a reasonable or good standard in terms of the internal noise levels and on what mitigation might be used to achieve those levels.

11.5.31 Building Bulletin 93 (BB93), provides guidance on acoustics in schools, including target noise levels for the indoor and outdoor environment in order to secure an appropriate acoustic environment for teaching. Following the guidance in BB93 is one way of ensuring that new schools comply with the requirements of the Building Regulations 2000 (as amended 2003).

#### **What will be the situation without the plan?**

11.5.32 While statutory provisions for the control of noise exist within legislation outside the local plan, the planning system is still an appropriate mechanism for tackling potential noise problems from new development, at the outset, by ensuring that noise-generating proposals are located and designed to prevent conflict with neighbouring land uses. Without the plan developments would be required to consider the impacts of noise by national guidance and legislation, but development plan policy can take a proactive approach to the control of noise in the context of sustainable development.

#### **What are the Key Sustainability Issues and Problems?**

##### *Environmental Noise and Impact*

11.5.33 Noise can have a significant impact upon environmental quality, public health and amenity. There are a range of existing sources of noise in the district, a major source being transport infrastructure. In the context of sustainable development it will be important that new development is located and design appropriately to address noise issues and progress the Government's long-term vision on noise policy which is to

“promote good health and a good quality of life through the effective management and control of environmental, neighbour and neighbourhood noise within the context of Government policy on sustainable development.”

11.5.34 However it is acknowledged in the National Planning Policy Framework that development will often create some noise, which is necessary for the creation of jobs and the construction and improvement of essential infrastructure. The planning system should not place unjustifiable obstacles in the way of such development and there will be a need to balance the impact of noise-sensitive development with appropriate control measures as necessary. A key issue for the appraisal and the Local Plan will be to ensure sites are located and designed appropriately to reduce and where possible improve on unacceptable impacts of noise pollution.

**Cross cutting issues**

11.5.35 Healthy Communities - noise pollution can impact on human health and well being.

11.5.36 Transport - indirect impact of road and rail noise.

11.5.37 Biodiversity – noise can impact on habitats and species.

11.5.38 Landscape and Townscape – Ensure high quality sustainable living and working environments are provided and ensure an adequate level of protection is secured against the impact of noise.

## 11.6 Issue: Light Pollution

### What is the Policy Context (Summary)

- 11.6.1 Light pollution (or obtrusive light) is the general term, which refers to the various negative effects which may be caused by artificial lighting.
- 11.6.2 The House of Commons (HoC) Science and Technology Committee produced a report on Light Pollution and Astronomy in October 2003<sup>1</sup>. The Report made recommendations on how light pollution could be controlled without reducing the levels of light needed for safe illumination of urban and rural environments. One of the recommendations stated: *“Light trespass and glare affects astronomers, but it can also affect us all. We are persuaded by the evidence that light trespass is measurable and controllable. We recommend that obtrusive light should be made a statutory nuisance.”*
- 11.6.3 As a consequence of the recommendations contained within the HoC report and, in recognition of the serious detrimental impacts on the quality of life of individuals and local communities, *“artificial light emitted from premises which is prejudicial to health or a nuisance”* was brought within the statutory nuisance regime in England and Wales in April 2006, through the Clean Neighbourhoods and Environment Act 2005. Under section 79 of the Environmental Protection Act 1990, local authorities have a duty to take reasonably practicable steps to investigate complaints of statutory nuisance.
- 11.6.4 However it is important to note that statutory nuisance regime does not necessarily equate to same standard or/ level of protection under planning. The safeguarding of amenity standard under planning requirements generally affords a higher standard of protection.
- 11.6.5 More recently in November 2009, the Royal Commission on Environmental Pollution published its report *“Artificial Light in the Environment”*<sup>2</sup>. The report set out the Royal Commission’s concerns about the relatively un-researched effects of outdoor artificial light on society and the natural environment. The report made a number of recommendations aimed at addressing these issues through future central and local government policy development, research and practical initiatives. One of the recommendations contained in the report suggested, *“that there should be explicit consideration of light in planning policy. We (the Royal Commission) recommend that planning guidance includes a presumption against the provision of artificial light in some areas where it may have a negative impact on species of concern. We also recommend that guidance is expanded specifically to enable local authorities to assess the likely ecological impacts of changes to the amount and quality of artificial light.”*
- 11.6.6 The Government responded<sup>3</sup> positively to the report and stated in 2010 that it recognises that the planning system can make a contribution to reducing the adverse impact of light pollution in urban and rural areas, both in the preparation of local development frameworks and in determining individual applications. They stated that they remain committed to reducing the adverse impact of light pollution through planning, and will consider how best to address the Royal Commission’s concerns when updating and streamlining our planning policies on local environmental quality and pollution.

11.6.7 The National Planning Policy Framework states that by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

1. House of Commons Select Committee on Science and Technology (2003). Light Pollution and Astronomy. Seventh Report of Session 2002-03. Volume I. HC 747-I. TSO, London.

2. The Royal Commission on Environmental Pollution, "Artificial Light in the Environment", November 2009.

[http://www.rcep.org.uk/reports/sr-2009-light/documents/RCEP\\_artificiallight.pdf](http://www.rcep.org.uk/reports/sr-2009-light/documents/RCEP_artificiallight.pdf)

3. Government Response to the RCEP Report Artificial Light In the Environment, March 2010

<http://www.defra.gov.uk/environment/quality/local/nuisance/light/documents/rcep-artificial-light-report.pdf>

### What is the Situation Now?

11.6.8 Artificial night lighting is used for a number of reasons in both rural and urban areas. Lighting is used for security, safety and amenity, and to enable nocturnal recreational or work activity. Significant sources of light pollution include sports facilities, commerce, retail, agriculture, buildings, monuments, mineral extraction, airports, roads, streets, junctions, pedestrian paths and parking areas.

11.6.9 Concerns about the effects of light pollution on local communities have led to growing demands for action to tackle obtrusive outdoor lighting such as:

- **Sky glow** – the orange glow we see around urban areas caused by a scattering of artificial lighting by dust particles and water droplets in the sky. It reduces contrast in the sky and can be the most pervasive form of light pollution and can affect areas many miles from the original light source.;
- **Glare** – the uncomfortable brightness of a light source when viewed against a darker background affects a person's ability to view an object (conceals rather than reveals); and
- **Artificial Light Trespass** – light spilling beyond the boundary of the property on which a light is located and the nuisance impacts this may have on individuals and local communities.

11.6.11 Further issues caused by inconsiderate or incorrectly set lighting are the following:

- It can detract from the architectural appearance of a building even hiding complex and attractive features.
- It can impact on the wildlife and ecology of an area, effecting species such as bats, otters, birds and fish.
- It can be a waste of energy and resources (including carbon).

11.6.12 The adverse effect of its benefits is an increasing demand for external artificial lighting to improve further, road safety, crime prevention (security lighting) and use for leisure activities (floodlighting of sports). Subsequently, obtrusive light or light pollution is more prevalent increasing the number of complaints received by the local authorities.

11.6.13 Furthermore, people report negative health impacts from sleep disturbance due to light intrusion into their homes from road lamps that are left on all night. They may also experience stress from unwelcome illumination, such as security lighting, spilling onto their property from that of their neighbours.

11.6.14 CPRE have produced maps which illustrate how in the seven years from 1993 to 2000 significant areas of the United Kingdom became more intensively lit at night. Many of the areas showing no significant increases in night light levels were areas which were already lit at a very high level in 1993. Other than these, the only areas showing no real increase in levels were in remote mountainous regions of Scotland and Wales. Outdoor lighting in the UK continues to grow at an estimated rate of about 3% per annum and is expected to continue<sup>1</sup>. UK maps can be viewed at: <http://www.cpre.org.uk/library/results/light-pollution>. In addition, CPRE have produced maps for the East of England, which can be viewed at: <http://www.cpre.org.uk/resources/countryside/dark-skies/item/1985>

#### **What will be the situation without the plan?**

11.6.16 While statutory nuisance provisions for the control artificial lighting exist within legislation outside the local plan, the planning system is still an appropriate mechanism for tackling potential lighting problems from new development, at the outset, by ensuring that lighting proposals are located and designed to prevent conflict with neighbouring land uses. Without the plan developments would still be required to consider the impacts of light pollution by national guidance and legislation, but development plan policy can take a proactive approach to the control of artificial lighting impact in the context of sustainable development.

#### **What are the Key Sustainability Issues and Problems?**

##### *Artificial light pollution*

11.6.17 There are existing sources of light pollution in the district, and development has the potential to introduce new light sources in a rural area. Whilst appropriate lighting is important for safety or amenity, inappropriate lighting can result in environmental pollution and nuisance.

11.6.18 A key issue for the appraisal and the Local Plan will be to ensure sites are located and designed appropriately to reduce and where possible improve on unacceptable impacts of light pollution.

#### **Cross cutting issues**

11.6.19 Healthy Communities - light pollution can impact on human health and well-being.

11.6.20 Biodiversity – lighting can impact on biodiversity.

## 11.7 Sustainability Appraisal Framework

11.7.1 Taking account of the plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration of the Local Plan.

11.7.2 To expand on the central focus of each objective (as they are high-level) the SA Framework includes a series of questions for use when applying the SA Framework to the assessment of proposed policies.

**Table 5: Sustainability Objectives regarding Air Quality and Environmental Pollution**

<b>Sustainability Objective</b>	<b>Decision Making Criteria</b>	<b>Indicators</b>
Improve air quality and minimise or mitigate against sources of environmental pollution	Will it maintain or improve air quality?	Annual average concentration of Nitrogen Dioxide (ug/m <sup>3</sup> )
	Will it minimise, and where possible improve on, unacceptable levels of noise, light pollution, odour and vibration?	Annual mean number of days when PM10 levels exceeded a daily mean of 50ug/m <sup>3</sup>
	Will it minimise, and where possible address, land contamination?	% of surface waters meet the Water Framework Directive 'good' status or better for water quality
	Will it protect and where possible enhance the quality of the water environment?	

## **12. BIODIVERSITY**

Biodiversity is the variety of life in all its forms. This includes the plant and animal species that make up our wildlife and the habitats in which they live.

This Theme addresses:

- Protection and Enhancement of Habitats and Species
- Delivery of Green Infrastructure

## **12.1 Issue: Protection and Enhancement of Habitats and Species**

### **What is the Policy Context (Summary)**

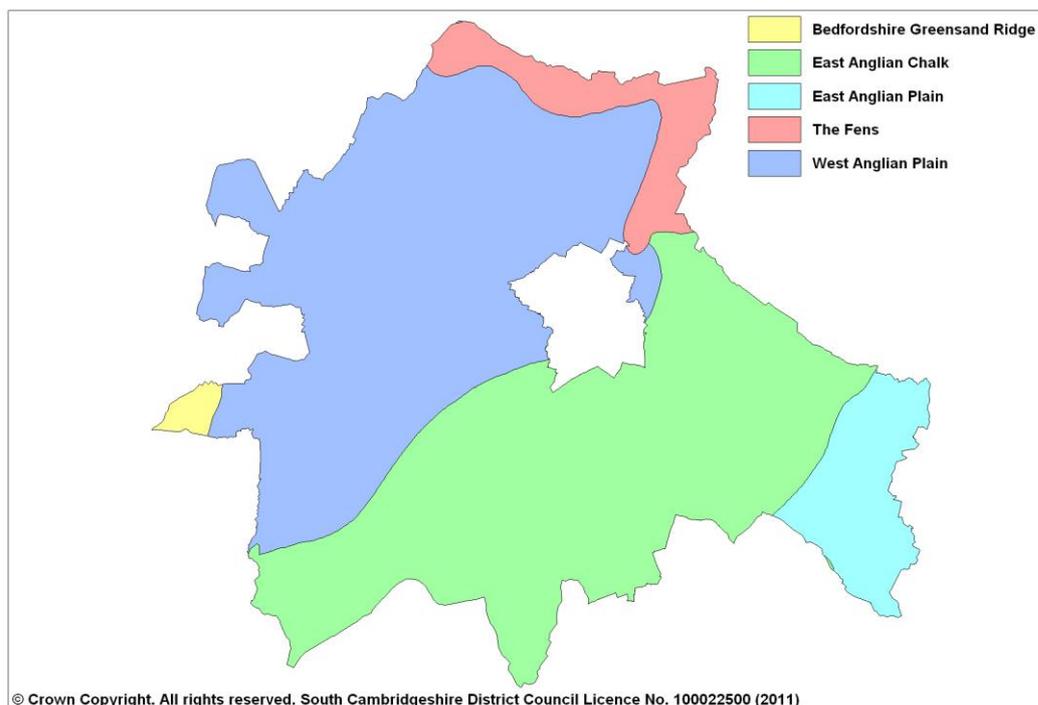
- 12.1.1. There are a range of international and European conventions and directives (implemented through UK legislation) requiring the protection of key habitats and species, and the general protection and enhancement of biodiversity.
- Convention on Biological Diversity - An international commitment to conserve and enhance biodiversity.
  - Ramsar Convention on Wetlands of International Importance (1971) – a commitment to conserve wetlands of international importance, especially as waterfowl habitat;
  - Birds Directive (79/409/EEC) - protection of all naturally occurring wild bird species and their habitats, with particular protection of rare species;
  - Habitats and Species Directive (92/43/EEC) – lists a range of habitats and species that must be conserved, protected and enhanced.
- 12.1.2. At the national level, the Government's recent White Paper: The Natural Choice: Securing the Value of Nature (DEFRA 2011) confirmed the commitment to improve the quality of the natural environment across England, moving to a net gain in the value of nature.
- 12.1.3. The National Planning Policy Framework establishes that the planning system should contribute to and enhance the natural and local environment by:
- protecting and enhancing valued landscapes, geological conservation interests and soils;
  - recognising the wider benefits of ecosystem services;
  - minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.
- 12.1.4. Local planning authorities should set criteria based policies against which proposals for any development on or affecting protected wildlife or geodiversity sites or landscape areas will be judged. When determining planning applications they should aim to conserve and enhance biodiversity, if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.
- 12.1.5. The UK Government is a signatory to the Convention on Biological Diversity (1992) and seeks to meet its obligations under the convention through the biodiversity action planning process. Biodiversity Action Plans (BAPs) should be considered as the drivers for nature conservation across the UK, counties and districts for listed species and habitats. The UK Biodiversity Action Plan 1994 established a series of action plans and recovery targets for the most threatened species and habitats found in England. In 2000 the Cambridgeshire BAP was launched. It was produced by the Cambridgeshire and Peterborough Biodiversity Partnership and lists those species and habitats considered to be of particular importance at the county level.

12.1.6. The South Cambridgeshire District Council Biodiversity Strategy outlines how the Council will promote biodiversity, conservation and enhancement throughout its daily functions, both regulatory and advisory, in order to produce an ecologically diverse and sustainable local environment for the district. Its implementation through planning has been supported by existing Plan policies, and the Biodiversity Supplementary Planning Document. This establishes requirements of developers in order to secure the protection and enhancement of biodiversity.

### What is the Situation Now?

12.1.7. South Cambridgeshire is covered by parts of five different Natural Areas, identified by Natural England to identify areas of a unique combination of attributes such as geology, plants and animal species and land use. The five areas are illustrated in figure 1 below.

**Figure 1: Map of Natural Areas in South Cambridgeshire**



Note: Natural England have prepared profiles describing each Natural Area, which are available to view on their website<sup>1</sup>.

12.1.8. There are a number of important wildlife habitats within the district. However, one of the main features in biodiversity conservation is the extent of fragmentation of this resource. This is in no small measure due to the importance of agriculture in rural areas, and in particular the process of intensification of farming practices over the last 100 years which has reduced the number and network of habitats present. The main exception to

<sup>1</sup> Natural England – Natural Areas:  
<http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/englands/naturalareas.aspx>

this pattern is along the river corridors, most notably the Great Ouse, which serves as a focus for some of the most significant protected sites.

12.1.9. Cambridgeshire has the lowest percentage of woodland cover of any rural county in England, with just 3.6% of the land area, compared to 9.5% for neighbouring Hertfordshire.

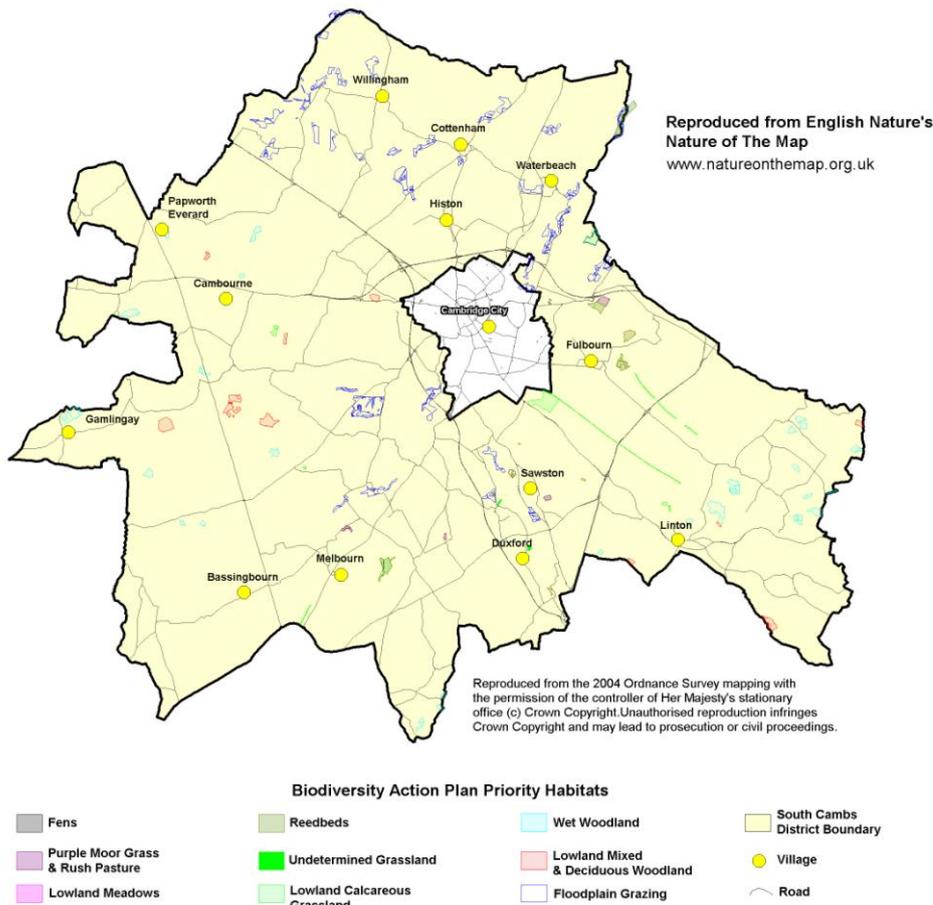
12.1.10. Rivers and streams are particularly important features of the district. To the west and south are the chalk streams and tributaries of the River Cam, while to the north and east the River Great Ouse and the lower Cam form a natural boundary to the district at the fen edge. Together with other wetlands, the rivers provide opportunities for conservation, enhancement and increased public access and enjoyment. The land around watercourses and water bodies provide opportunities to help manage flood risk.

#### **Table 1: Species and habitats of national importance occurring within South Cambridgeshire**

- Remnants of **chalk grassland** occurring in the eastern part of the district. The most significant areas include the Fleam Dyke SSSI (24 hectares), Roman Road SSSI (19 hectares) and Great Wilbraham Common SSSI (26 hectares)
- **Wetlands** are represented by fen communities such as the Fowlmere Watercress Beds SSSI (38 hectares) that also provides the source of the River Shep (a chalk river of 5 km). Fulbourn Fen (30 hectares) holds species rich grassland with species such as marsh orchid, fleabane and marsh bedstraw together with remnants of fen woodland
- **Ancient woodland** is mainly to be found upon the clay soils. One of the most important woods is that of Hayley Wood SSSI (52 hectares) with excellent ground coverings of oxlips beneath oak, ash and hazel. Madingley Wood SSSI (15 hectares) contains bluebells and dog's mercury beneath oak, field maple and hazel coppice
- **Farmland** habitats also support nationally important species. The grass poly is recorded from a small number of post-glacial ponds that still receive temporary flooding in the winter. Other interesting arable plants include shepherd's needle, Venus's looking glass and the rough poppy. Skylark, grey partridge and brown hare still occur on farmland across the district, and the rare stone curlew was still recorded as a breeding bird until recently (there is hope that it may return with suitable land management)
- **Scarce plants** of particular interest include the moon carrot, Cambridge milk parsley, wild candytuft and the man orchid. Their occurrence perhaps is indicative of a period when the district's grasslands were more extensive and naturally more diverse
- **Bird species** of note include the return of the buzzard, ospreys stopping off at lakes on their autumn migration and a steady increase in the number of barn owls. Surveys have highlighted the national importance of certain fields adjacent to the A14 for the golden plover

12.1.11. Natural England has undertaken a mapping exercise to display known information regarding national priority habitats and protected sites. The information is presented on an interactive map entitled Nature on the Map ([www.natureonthemap.org.uk](http://www.natureonthemap.org.uk)). The map enables users to find information about protected sites and areas of semi-natural habitats.

**Figure 2: Map Of Biodiversity Action Plan Priority Habitats**



### Biodiversity Action Plans

12.1.12. Biodiversity Action Plans (BAPs) identify species and habitats of particular biodiversity interest. The Cambridgeshire BAP lists those species and habitats considered to be of particular importance at the county level. In total there are 45 plans; with 29 Habitat Action Plans and 18 Species Action Plans. The full set of Species and Habitat Action Plans can be viewed at:

<http://www.cpbiodiversity.org.uk/downloads>

12.1.13. In addition to the species and habitats contained within the Cambridgeshire BAP, the South Cambridgeshire Biodiversity Strategy highlights priority species and habitats of particular relevance to the district: house sparrow, barn owl and native black poplar tree

**Table 2: South Cambridgeshire District Council BAP Priority Species**

- *Otter - Otters are widespread along the Upper Cam and its tributaries. Work must be undertaken to ensure that the local environment continues to have the capacity to support otters.*
- *Water vole - Water voles are widespread in some parishes. The species has the ability to live in close proximity to people if suitable habitat is maintained.*
- *Skylark - The skylark was chosen as a national indicator of sustainability and skylarks are still widespread in South Cambridgeshire.*
- *Great crested newt - The great crested newt receives full protection in law. It may often be encountered at smaller development sites within villages.*
- *House sparrow - Rapid decline since the 1970's. For example, in Coton the species was considered too numerous to record until 1978, but none have been recorded from the parish's farmland in recent survey work. The species' recovery can be assisted by nest box erection and sensitive planting and the phasing of activities that might cause disturbance. DEFRA leaflet produced in 2004 to explain reasons for the decline.*
- *Barn owl - The RSPB currently lists the barn owl upon its Amber List believing the decline to range between 25-49% over the last 25 years. The loss in South Cambridgeshire may have been higher due to the drive for intensive farming and the high number of barn conversions. However, barn owl numbers are now increasing but the species needs to be the focus of further conservation effort as a flagship species for positive land management.*
- *White-clawed crayfish - The white-clawed crayfish is the UK's only native crayfish. A population still exists in the River Cam near Hinxton. Populations were formally widespread in the River Rhee and its tributaries. Disease passed on from the American signal crayfish has wiped out all but one population of the white-clawed crayfish for the whole of Cambridgeshire. However, undiscovered populations may still remain.*
- *Native black poplar tree - A nationally scarce tree formerly of floodplains. Only 57 adult trees occur within the district following survey in 2007.*

**Table 3: South Cambridgeshire District Council BAP Priority Habitats**

- *Rivers and streams (inc chalk rivers) - Rivers and river valleys have been the focus of policies in Local Plans for many years. It is widely recognised that rivers and streams represent a major habitat resource within the landscape of the district. The high water quality and dependant species of the chalk rivers, such as the Shep and Mel, make their habitats particularly worthy of conservation.*
- *Woodland - Woodland provides a diverse habitat for many different species. The protection and creation of woodlands has previously been the focus of Local Plan policies. South Cambridgeshire is relatively poorly wooded.*
- *Scrub - Changes in farming practice over the last forty years has resulted in some small fields becoming over-grown with scrub. Scrub can provide an important habitat for many different species, especially birds, and should not be looked upon as over-grown wasteland.*
- *Old orchards - Changes in farming practice over the last forty years has resulted in the loss of many orchards, particularly in the Fen edge villages.*
- *Hedgerows - Changes in farming practice, and land use generally, has resulted in the loss of extensive lengths of hedgerows. Many of the remaining and newly planted hedges are not particularly species rich, however as landscape features and as a biodiversity resource they are important.*
- *Farmland (arable) - South Cambridgeshire is dominated by an arable landscape. Within this habitat important and declining species remain.*
- *Ponds - Many farm and village ponds have been lost. This has negatively impacted upon biodiversity. However, ponds can be relatively straightforward to recreate and can bring back wildlife with suitable management.*
- *Churchyards and cemeteries - The tranquil environment of these sites offer important greenspaces. If sensitively managed they can be a place for people to quietly enjoy wildlife.*
- *Lowland calcareous grassland - Grasslands were once extensive within the district. Maintaining the diversity of wild flowers contained within chalk grasslands is of particular conservation interest.*
- *Meadows and pastures - Small meadows were once common within villages. Grazing upon nutrient rich soils created diversity within grass swards rather than dominance by weed species.*

## **Designated Sites**

12.1.14. Reflecting national planning guidance, within South Cambridgeshire there is a tiered approach to biodiversity conservation at known sites, reflecting their relative importance. The two broad categories are Statutory Protected Sites and Non-statutory Protected Sites.

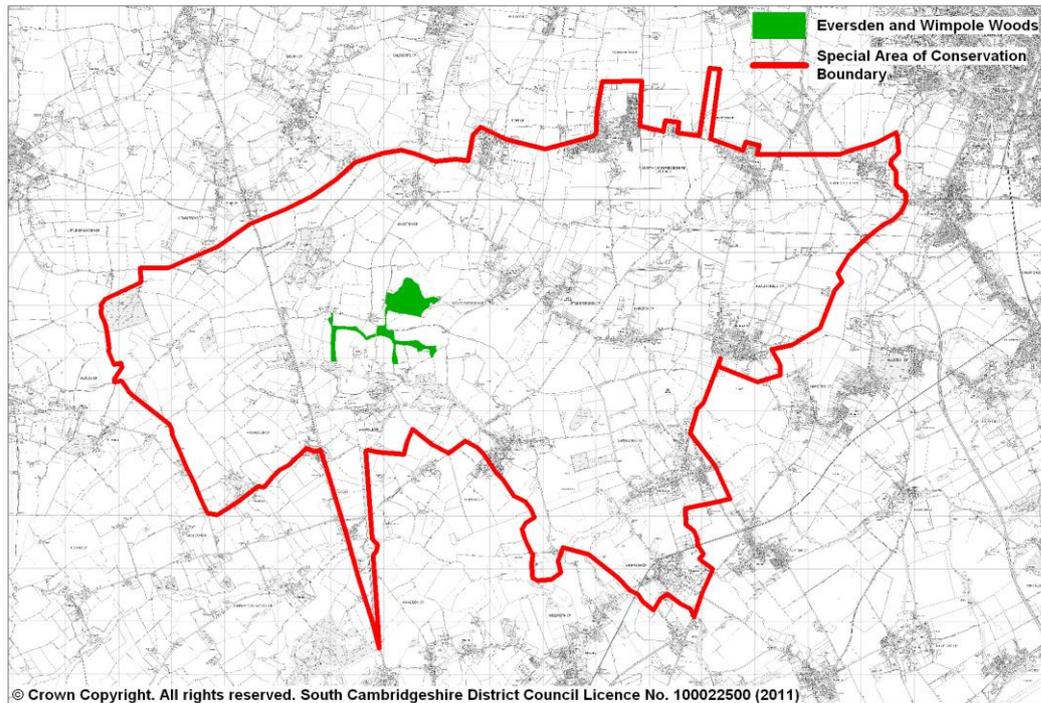
## **Statutory Protected Sites**

12.1.15. The Habitats Directive 1992 required EU Member States to create a network of protected wildlife areas, known as Natura 2000, across the European Union. These comprise:

- Special Protection Area (SPA)
- Special Area of Conservation (SAC)
- Wetlands of International Importance (Ramsar Site)

12.1.16. There is only one SAC within South Cambridgeshire, and no SPA or Ramsar sites. The discovery of a population of the Barbastelle bat at Wimpole by the Cambridgeshire Bat Group led to the designation of the Eversden and Wimpole Woods as a SAC totalling 66.55 ha. The Barbastelle bat (*Barbastelle barbastellus*) is one of Britain's rarest bats. The area shown in Figure 3 below illustrates the wide area of land that is currently believed to support the bats outside of the SAC which is integral to the species' long-term survival within the district. Development proposals should aim to retain mature trees, woods and copses, and to provide new habitat linkages, through new tree planting and the integration of existing hedgerow networks with new ones.

**Figure 3: Barbastelle bat - area of importance for Eversden and Wimpole Woods Special Area of Conservation (SAC)<sup>2</sup>**



12.1.17. There are a number of other internationally designated sites within neighbouring districts, as shown on figure 4 below:

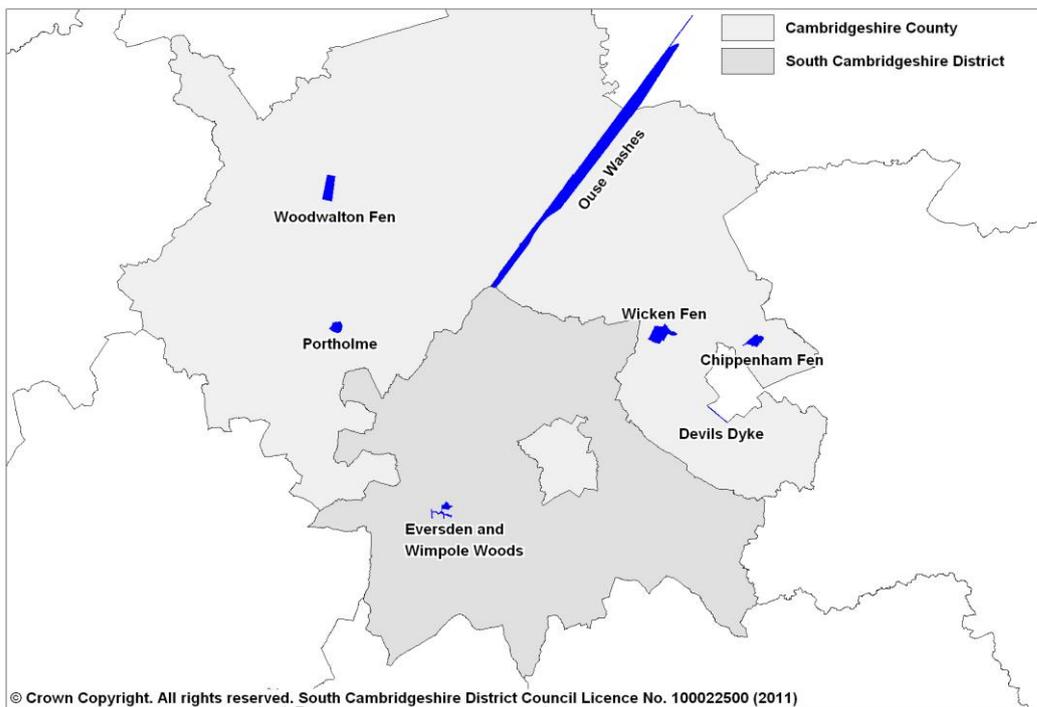
- Ouse Washes SAC and SPA
- Fenland SAC
- Portholme SAC
- Devil's Dyke SAC

12.1.18. Two of the sites listed above are also Ramsar sites:

- Ouse Washes
- Fenland (Woodwalton Fen, Chippenham Fen, Wicken Fen)

<sup>2</sup> Source: South Cambridgeshire Biodiversity Strategy 2006

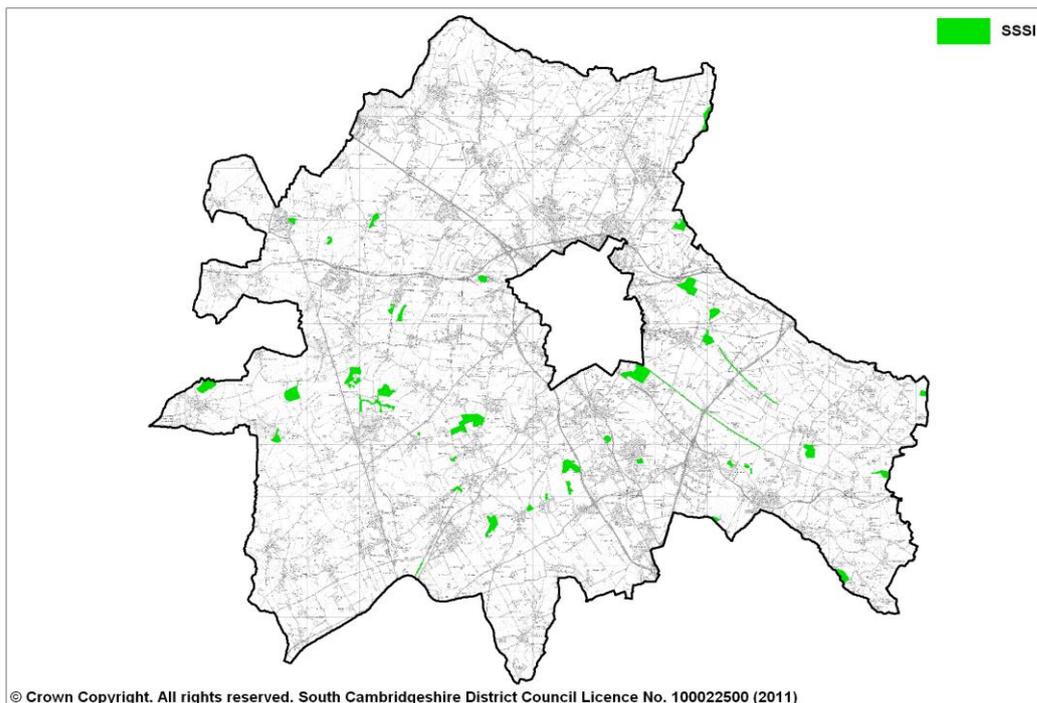
**Figure 4: Map of Locations of Internationally Designated sites in Cambridgeshire**



12.1.19. As appropriate, screening must be undertaken to identify whether a proposal is likely to have a significant effect on any European site, and if so it must be subject to an Appropriate Assessment. Further information is provided in the Habitats Directive Assessment section of this scoping report.

12.1.20. Sites of Special Scientific Interest (SSSI) are designated under the Wildlife and Countryside Act 1981 and the Countryside and Rights Of Way Act 2000. The purpose of SSSIs is to protect the most notable examples of flora and fauna, geological and physiographical features in the UK. At time of writing there are 39 SSSI in South Cambridgeshire totalling 952 ha. They can be viewed here: [www.natureonthemap.org.uk](http://www.natureonthemap.org.uk) and on the map in figure 5 below.

**Figure 5: Map of Locations of SSSI in South Cambridgeshire**



12.1.21. Natural England reports on the condition of SSSIs, grading them into five categories. The Government had set a public service agreement for 95% of SSSI to be in the top two categories by 2010. As table 4 below indicates, the condition of SSSIs within South Cambridgeshire has fallen short of this target.

**Table 4: Condition of SSSI in South Cambridgeshire**

SSSI Condition in South Cambridgeshire	2010/11		2009/10		2008/09	
	Area (ha)	%	Area (ha)	%	Area (ha)	%
Favourable	362.47	38.1	549.6	57.7	634.9	66.7
Unfavourable recovering	471.96	49.6	201.6	21.2	228.1	24.0
Unfavourable no change	26.02	2.7	98.7	10.4	72.8	7.6
Unfavourable declining	91.7	9.6	102.2	10.7	16.3	1.7
Destroyed/part destroyed	0	0	0	0	0	0

## Non-Statutory Protected Sites

12.1.22. Non-statutory sites contribute to the overall conservation of biodiversity at the local level by retaining habitats and features important to priority species. Due to their small size or limited number of species these areas may not fulfil the criteria used to designate statutory sites, however they may have an inherent value at the local level. They can be given formal protection in planning decisions by inclusion in a statutory Local Plan.

The following types of site are identified in the district:

- County Wildlife Site (CWS)
- Local Nature Reserve (LNR)
- Ancient Woodland

## County Wildlife Sites (CWS)

12.1.23. The most important non-statutory site is the County Wildlife Site (CWS). County Wildlife Sites are areas of land that are rich in wildlife. Most CWS are privately-owned and are an essential part of creating a better connected landscape of wildlife habitats. County Wildlife Sites are selected by the CWS Group (a group of partnership organisations and individuals affiliated to the Cambridgeshire and Peterborough Biodiversity Partnership). The CWS designation creates a partnership between landowners and conservation agencies by recognising the wildlife value of a site. There are 116 County Wildlife Sites in South Cambridgeshire. Table 5 below indicates the type and area of these sites, and they are illustrated on the map in figure 6.

**Table 5: Number and area of County Wildlife Sites in South Cambridgeshire**

CWSs in South Cambridgeshire	2009/10	Change 08/09 - 09/10	2012/13	Change 09/10 - 12/13
No. CWSs	113	+1	116	3
Total area of the CWSs (ha)	1729.35	+2.24	1702.02	-27.33
Total length of linear sites (km)*	200.95	0	200.95	0
Total area of CWS land in district (ha)	1656.64	+2.24	1629.30	-27.33
Total length of linear sites in district (km)*	124.72	0	124.72	0

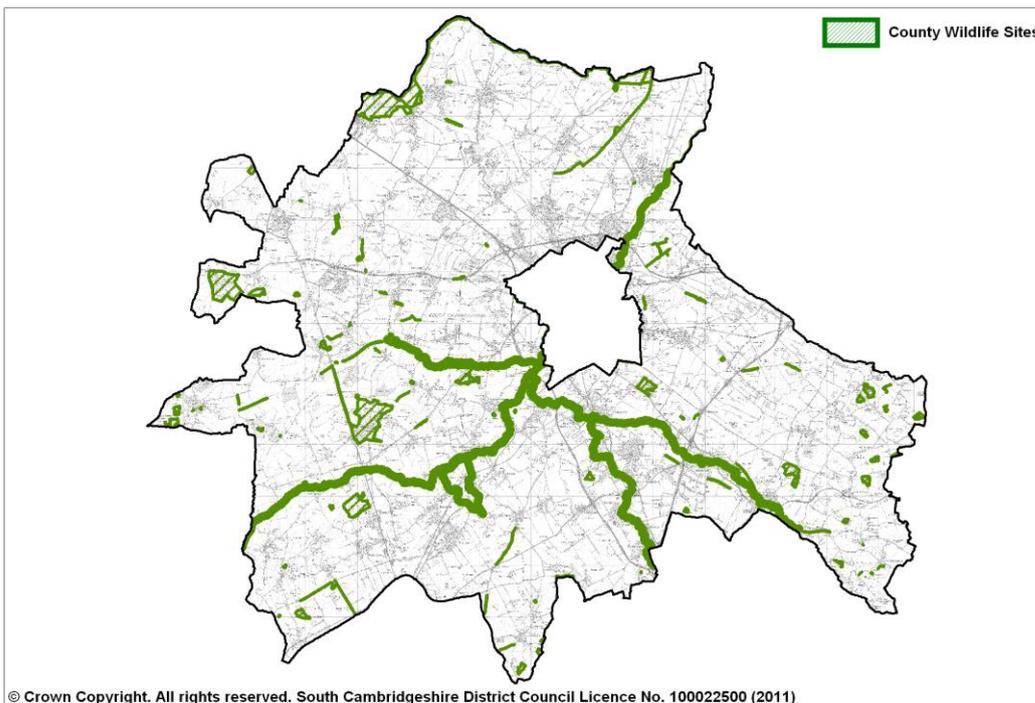
12.1.24. \*Please note that CWSs that are major rivers are not considered to have an area but are instead considered to be linear sites and are given a length in km. The boundaries of major river CWSs in Cambridgeshire are not strictly defined and are considered to be "the river and adjacent semi-natural habitat".

12.1.25. CWSs are 'Local Sites' as defined by DEFRA. Local Sites have been assessed in terms of their management for National Indicator 197. National Indicator 197 is the proportion of Local Sites where positive conservation management is being or has been implemented (Local Sites also include Regionally Important Geological and Geomorphological Sites although there are none of these in South Cambridgeshire).

**Table 6: Management of County Wildlife Sites in South Cambridgeshire**

	2009/10	Change 08/09 - 09/10	2010/11	Change 09/10 - 10/11	2009/10	Change 10/11 - 11/12
Total number of Local Sites in South Cambridgeshire used in NI197 analysis	113	+1	113	0	115	+2
Number of Local Sites in South Cambridgeshire where positive conservation management is being or has been implemented during the last five years	60	+7	72	+12	68	-4
<b>% sites where positive conservation management is being or has been implemented during the last five years</b>	<b>53.1%</b>	<b>+5.8%</b>	<b>63.7%</b>	<b>+10.6%</b>	<b>59.1%</b>	<b>-4.6%</b>

**Figure 6: Map of Locations of County Wildlife Sites in South Cambridgeshire**



## Local Nature Reserves

12.1.26. Local Nature Reserves are formally designated sites under the National Parks and Access to the Countryside Act, 1949. Section 21 of the Act gives local authorities the power to acquire, declare and manage nature reserves. In declaring an LNR a local authority accepts a commitment to manage the land as a nature reserve and to protect it from inappropriate use or development. The district currently has a relatively low number of designated LNRs, as illustrated in table 7 below.

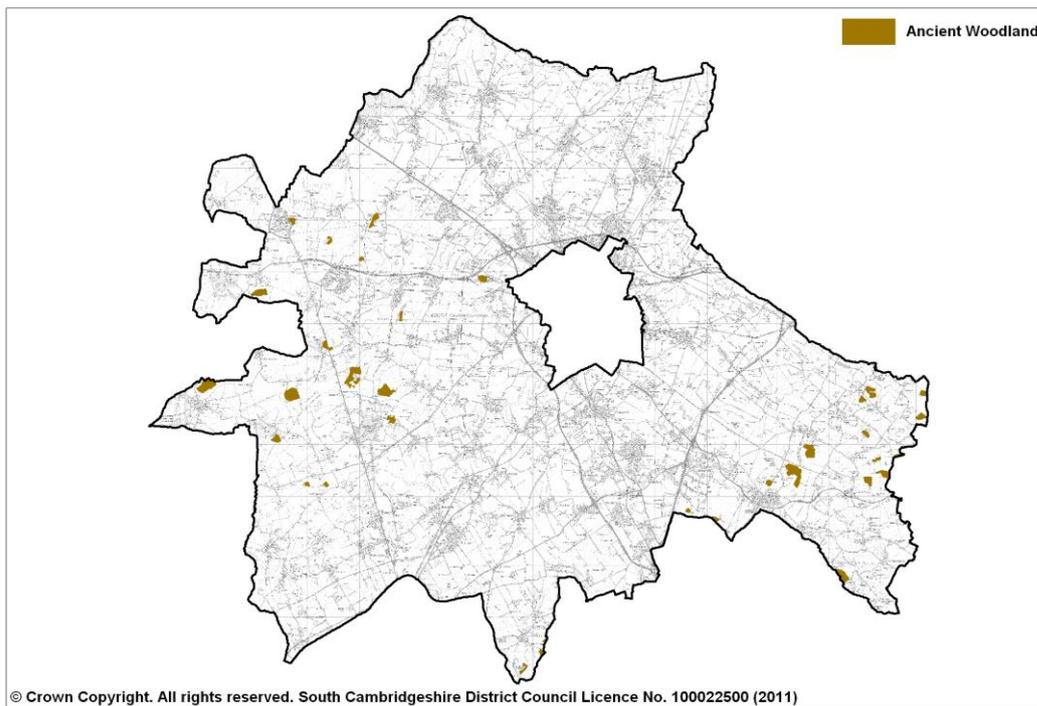
**Table 7: Local Nature Reserves in South Cambridgeshire**

Beechwoods, Stapleford	Beechwood plantation with ancient woodland indicator species
St Denis Church, East Hatley	Disused church with potential as a bat roost
Nine Wells, Great Shelford	Natural chalk springs
Byron's Pool, Grantchester	Riverside habitat of the Cam
Mare Fen, Swavesey	Neutral grassland with wet ditches and ponds
Kingston Nature Reserve	Unimproved grassland with good butterfly habitats
Melwood, Meldreth	Scrub habitat adjacent to chalk river, the Mel

## Ancient Woodland

12.1.27. Ancient woodland is defined as an area that has been wooded continuously since at least 1600 AD. Ancient woodland is divided into ancient semi-natural woodland and plantations on ancient woodland sites. Both types are classed as ancient woods. Ancient woodland is a valuable biodiversity resource both for the diversity of species and for its longevity as woodland.

**Figure 7: Map of Ancient Woodland Sites in South Cambridgeshire**



12.1.28. There are also Veteran trees found outside ancient woodland. These are trees which, because of their great age, size or condition are of exceptional value culturally, in the landscape or for wildlife. Veteran trees found outside ancient woodland are particularly valuable for biodiversity due to the large amount of deadwood that they may contain.

### **Wildlife Corridors**

12.1.29. Conservation of the district's biodiversity cannot be achieved solely by the protection of designated sites which may be fragmented. It should also take account of the value of other individual features within the district such as: rivers; ditches; hedgerows; ponds and woods; that all provide valuable habitat. Regulation 37 of the UK Habitats Regulations draws specific attention to the management of such features in order to sustain biodiversity.

12.1.30. Rivers, streams and ditches provide important Wildlife Corridors within the district. In addition to providing key landscape settings they provide important semi-natural habitats for a wealth of biodiversity. Protected species such as the otter and water vole find habitats upon many of the rivers. Within an intensively farmed landscape, watercourses assist in species dispersal and migration. It is therefore essential to maintain the quality of these environments and to carefully balance public access.

## **Geodiversity**

12.1.31. Geodiversity is the variety of rocks, minerals, fossils, soils, landforms and natural processes. Nationally important sites are protected through being designated SSSI. Local designations can also be applied. There are currently no sites designated specifically for their geodiversity in South Cambridgeshire, although that does not mean that sites will not be identified and designated in the future.

### **What will be the situation without the plan?**

12.1.32. Without policies in the Local Plan, designated sites will still be subject to protection and national planning policies will apply. Development proposals would be considered on their merits, but opportunities for biodiversity enhancement may be lost.

### **What are the Key Sustainability Issues and Problems?**

#### *Protection of Designated Areas*

South Cambridgeshire contains a range of designated habitats and species.

12.1.33. The South Cambridgeshire Biodiversity Strategy highlights that only a very small fraction of the local landscape enjoys any formal protection in recognition of its biodiversity value. There are 39 Sites of Special Scientific Interest (SSSIs) in the district (with 101 in the entire county), this equates to just 2.7% of the land area, compared to 6.8% nationally (CCC website). The coverage of County Wildlife Sites is also extremely small, within the district only 2.67% of the land area is covered by such designations. The net area of County Wildlife Sites and Sites of Special Scientific Interest in South Cambridgeshire combined is 2608.64ha. This is significantly less than other areas of the county. This limited stock makes it all the more important that sites are protected and where possible enhanced.

12.1.34. A key sustainability issue for the sustainability appraisal and the Local Plan is to avoid damage to designated sites and protected species, as well as seeking opportunities for enhancement.

#### *Habitat Fragmentation*

12.1.35. Intensive modern agriculture has resulted in the removal of many hedgerows and the drainage of wetlands creating landscapes with large open fields, often bounded by gappy hedgerows and drainage ditches. This has reduced biodiversity habitats and fragmented the remaining links between them. The Green Infrastructure Strategy identifies that landscape and biodiversity in the west of the district, where a historically well-wooded landscape had been reduced to separate blocks, should be strengthened. This includes managing, planting and linking woodland and reinforcing the surrounding landscape of hedged fields and parkland. Areas of calcareous grassland have become fragmented and need to be expanded and linked together in order to produce sustainable blocks of habitat. Wildlife corridors, public rights of way, rivers, streams and roadside verges all act as linkages between sites permitting the movement of some animals and plants, and provide opportunities for enhancement.

12.1.36. Key sustainability issues for the sustainability appraisal and the Local Plan are to maintain and enhance the range and viability of characteristic habitats and species, and to reduce habitat fragmentation.

**Cross cutting issues**

12.1.37. Climate Change Adaptation and Mitigation - Biodiversity conservation is intrinsically linked with climate change. Many species rely on the consistency of seasonal patterns. As weather patterns subtly change or storm events become more frequent then certain species may experience stresses on their populations. Where species cannot move in order to adjust to rainfall patterns or periods of extreme temperature then they may suffer local extinctions. There is already anecdotal evidence of the impact of climate change on biodiversity in the District. Extended dry summers have impacted on water dependent habitats, such as rivers (particularly chalk streams that derive their flow from the chalk aquifer) and rain fed ponds. Species particularly at risk include the water vole, brown trout and bullhead fish and invertebrates such as the flatworm *Crenobia alpina*.

## 12.2 Issue: Green Infrastructure

### What is the Policy Context (Summary)

- 12.2.1 Green Infrastructure is a strategic, multi-functional network of public green spaces and routes, landscapes, biodiversity and heritage. It includes a wide range of elements such as country parks, wildlife habitats, rights of way, commons and greens, nature reserves, waterways and bodies of water, and historic landscapes and monuments. The network comprises rural and urban Green Infrastructure of different sizes and character, and the connections and links between them. It is part of (and contributes to) the wider environment.
- 12.2.2 The National Planning Policy Framework requires that Plans should identify areas identified by local partnerships for habitat restoration or creation. Local Planning Authorities should set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure. They should also plan for biodiversity at a landscape-scale across local authority boundaries.
- 12.2.3 The White Paper *The Natural Choice: Securing the Value of Nature (DEFRA 2011)* identified that Government would establish a Green Infrastructure Partnership to support the development of green infrastructure in England.
- 12.2.4 In 2006 Cambridgeshire Horizons, in partnership with Local Authorities, the Countryside Agency, the Forestry Commission, Cambridge Preservation Society and English Nature prepared a Green Infrastructure Strategy for the Cambridge SubRegion. It was designed to help Cambridgeshire shape and co-ordinate the delivery of Green Infrastructure to provide long-term social, environmental and economic benefits now and in the future. 'Green Infrastructure' includes many aspects of the environment, including country parks, footpaths and bridleways, sports pitches, meadows and woodland.
- 12.2.5 In 2011 the Strategy was reviewed, to extend the study to cover the whole of the County, to extend the period covered to 2031, to strengthen the integration of green infrastructure in the planning process, and to integrate the wider benefits of green infrastructure for climate change, health and well-being heritage, and delivery of sustainable communities. The Strategy demonstrates how Green Infrastructure can be used to help to achieve four objectives:
- Reverse the decline in biodiversity
  - Mitigate and adapt to climate change
  - Promote sustainable growth and economic development
  - Support healthy living and wellbeing.
- 12.2.6 The Green Infrastructure Strategy creates a framework, identifying opportunities for Green Infrastructure investment that will deliver long-term landscape scale improvements both within Cambridgeshire and connecting into other landscapes in neighbouring Counties. The plan identifies strategic areas, and projects that can contribute to achieving the objectives, including the enhancement of biodiversity.
- 12.2.7 There are a number of large scale habitat creation projects taking place in the district, including the West Cambridgeshire Hundreds Project and the National Trust's Wicken Fen Vision, providing opportunities to reverse some of the damage and habitat fragmentation of the past.

12.2.8 The Green Infrastructure Strategy identifies a range of opportunities for enhancement in and around the district, including:

- Wicken Fen Vison
- West Cambridgeshire Hundreds Habitat Enhancement Project
- Wimpole Cycle Link
- Cambourne and Northstowe Large-scale public open space provision
- Coton Countryside Reserve
- Gog Magog Countryside Project
- North Cambridge Heritage Trail
- Cambridge Sport Lakes
- Trumpington Meadows Country Park
- Chalk Rivers project
- Fowlmere Nature Reserve extension and development of facilities
- Linear monuments
- Woodland linkage project
- Fens Waterways Link
- The Environment Agency Ouse Washes Habitat Creation Project

12.2.9 Publicly accessible open space is important for providing areas for recreation and enjoyment by communities at different scales and distances from peoples' homes and workplaces.

12.2.10 In early 2013 Greater Cambridgeshire Local Nature Partnership was established.

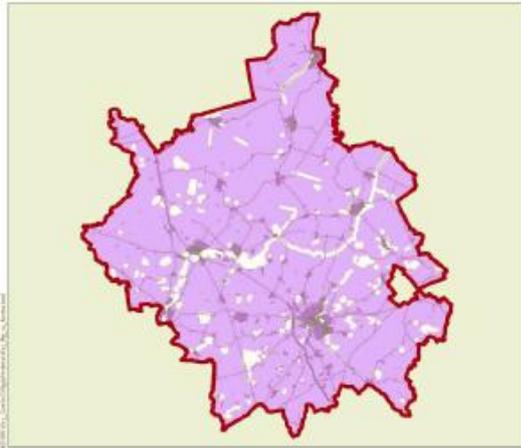
## What is the Situation Now?

### *Green Infrastructure*

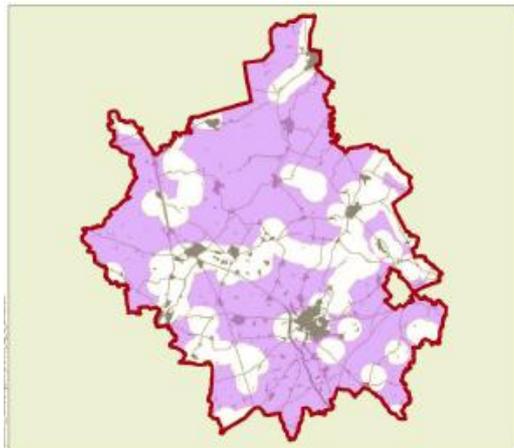
- 12.2.11 Cambridgeshire contains a number of sites providing accessible land including: National and Local Nature Reserves, Country Parks, Common Land, Access Land, Pocket Parks and accessible woodland. However, the number and coverage in the county is relatively restricted, in part due to the low lying and predominantly arable character of much of the rural area.
- 12.2.12 Important strategic sites include the Country Parks at Milton and Wandlebury, and the Coton Countryside Reserve, which provide accessible gateways into the countryside. Also important are National Trust properties at Wimpole Hall, Wicken Fen and Anglesey Abbey. There are a number of strategic sites outside the district, which provide valuable recreation opportunities including: Thetford Forest, Newmarket Heath, Grafham Water, Therfield Heath and the Ivel Valley.
- 12.2.13 The Green Infrastructure Strategy draws on analysis carried by Natural England using Accessible Natural Greenspace Standards (ANGSt), to examine the level of publicly accessible natural greenspace provision in Cambridgeshire. It identified deficiencies in access in a number of areas to greenspace provision at various size thresholds.
- 12.2.14 The ANGSt model was developed in the early 1990's and was based on research into minimum distances people would travel to the natural environment. ANGSt seeks to identify deficiencies in greenspace provision at various size thresholds, and to provide evidence to identify opportunities to improve provision through the land use planning system. Natural England's summary conclusions are that in Cambridgeshire and Peterborough:
- 20.0 % of households have access to an accessible natural greenspace of at least 2 hectares within 300 metres
  - 62.0 % of households have access to an accessible natural greenspace of at least 20 hectares within 2 kilometres
  - 58.3 % of households have access to an accessible natural greenspace of at least 100 hectares within 5 kilometres
  - 30.8 % of households have access to an accessible natural greenspace of at least 500 hectares within 10 kilometres
  - 5.5 % of households have access to all the areas of accessible natural greenspace within the standard
  - 17.3 % do not have access to any of the accessible natural greenspace within the standard.
- 12.2.15 As illustrated by Figure 8 below, at present the Cambridge Area is deficient in ANGSt at the 500ha plus standard around Cambridge and to the south, west and east of the district and at the 100ha plus standard to the south, east and then in an arc around the Longstanton/Oakington area. There are significant deficiencies in ANGSt at the 20ha plus standard away from Cambridge, and most of the district is deficient at the 2 hectare standard. Significant areas in the south and east of the district are deficient at all scales.

**Figure 8: ANGSt Analysis of Cambridgeshire (from Green Infrastructure Strategy)**

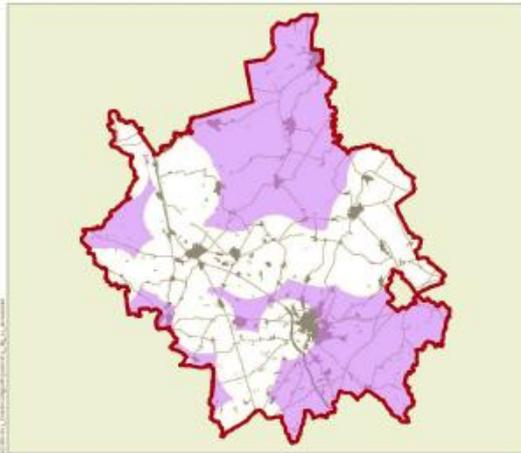
2hectare plus deficiency



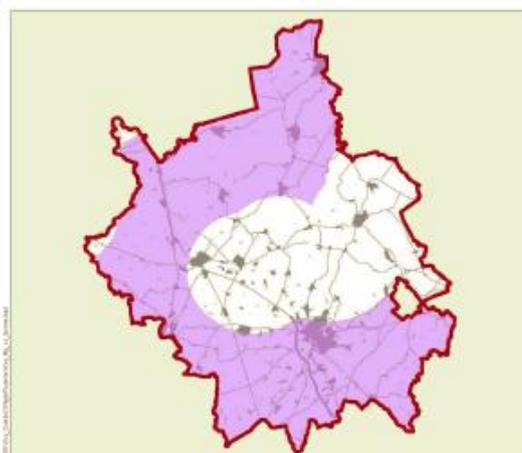
20 hectare plus deficiency



100 hectare plus deficiency



500 hectare plus deficiency



LEGEND

-  Study Area Boundary
-  Settlement
-  Areas of Natural Green Space Deficiency

Source: Extract from Cambridgeshire Green Infrastructure Strategy (appendix 10)

For the purposes of the Annual Monitoring Report the amount of strategic open space per 1000 people has been monitored. For this purpose strategic open space is defined as SOS is defined as:

- parks and gardens whose purpose is recreational, and
- natural and semi-greenspaces which have been colonised by plants and animals and are accessible to large numbers of people, and
- strategic green corridors.

**Table 7: Hectares of strategic open space per 1,000 people**

	2004	2006	2007	2008	2009	2010	2011	2012
<b>South Cambridgeshire</b>	4.30	4.67	7.34	7.30	7.20	7.15	7.03	6.74
<b>Cambridgeshire</b>	5.50	5.14	5.86	5.80	5.73	5.68	5.60	5.42

Source: Cambridgeshire County Council

*The Rights of Way Network*

12.2.16 The Rights of Way network allows access to Green Infrastructure sites and the wider countryside. The County Council has developed a number of published strategic routes including: Pathfinder Way, Harcamlow Way, Fen Rivers Way, Hereward Way.

12.2.17 Some of these routes extend into adjacent counties following important biodiversity or historical features, e.g. the Icknield Way and the Ouse Valley Way. In addition to these strategic routes there is an extensive network of local rights of way.

12.2.18 In terms of public access to wildlife and wild places, over the last six years there has been a general increase in the percentage of Rights of Way that are classified as easy to use, as shown in table 8 below.

**Table 8: Percentage of Rights of Way that are easy to use**

	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
<b>% of Rights of Way that are easy to use (based on the number)</b>	70.3	61.2	75.0	70.3	72.6	87.5	84.3	84.0
<b>% of Rights of Way that are easy to use (based on their length)</b>	65.9	56.7	63.1	72.8	80.0	86.5	83.4	89.6

Source: Countryside Access – Cambridgeshire County Council

### **What will be the situation without the plan?**

- 12.2.19 Some Green Infrastructure projects are already planned and sources of funding have been identified, however, without policies in the Local Plan opportunities for delivery of green infrastructure in association with planned development may be lost.

### **What are the Key Sustainability Issues and Problems?**

#### *Development Pressures and Opportunities*

- 12.2.20 The Green Infrastructure Strategy highlights the deficiencies in certain parts of the District regarding access to countryside open space against the ANGST standards. The standards have no formal status, but are an indication of areas that are less well served by green infrastructure. The level of growth planned for South Cambridgeshire and Cambridge will put pressure on existing Green Infrastructure and will require proportionate investment to develop the Green Infrastructure network. The Cambridgeshire Green Infrastructure Strategy highlights that Green Infrastructure should be an integral part of new settlements and growth sites in the district, mitigating the impacts of climate change, delivering a range of other objectives, and linking to the wider Green Infrastructure network. This is supported by the National Planning Policy Framework.
- 12.2.21 A key issue for the sustainability appraisal, and for the Local Plan, will be how policies and proposals can contribute to the protection and enhancement of the green infrastructure network.

### **Cross cutting issues**

- 12.2.22 Air Quality and Environmental Pollution – Green Infrastructure has the potential to deliver hydromorphological improvements to watercourses that can benefit biodiversity and improve water quality.
- 12.2.23 Landscape and Townscape - Green Infrastructure plays a key role in place-making, ensuring Cambridgeshire remains a place that people want to live and invest in. It can contribute to the character of settlements to create attractive and distinctive new places. It can also be used to restore landscape character.
- 12.2.24 Climate Change Mitigation and Adaptation – Green spaces can act as carbon sinks, areas that actively take carbon dioxide out of the atmosphere; they can provide flood storage; they can assist urban cooling.
- 12.2.25 Transport – accessibility to green spaces can promote travel by means other than the car.
- 12.2.26 Healthy and Inclusive communities - Green Infrastructure can support healthy and active lifestyles, support good mental health, inspire learning, and create a sense of community.

## 12.3 Sustainability Appraisal Framework

12.3.1 Taking account of the plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration for inclusion in the Local Plan.

**Table 9: Sustainability Objectives regarding Biodiversity**

<b>Sustainability Objective</b>	<b>Decision Making Criteria</b>	<b>Indicators</b>
Avoid damage to designated sites and protected species	Will it conserve protected species and protect sites designated for nature conservation interest and geodiversity?	Change in area of sites of biodiversity importance (SPA, SAC, RAMSAR, SSSI, NNR, LNR, CWS)  Amount of new development within, or likely to adversely affect internationally, nationally or locally important nature conservation areas  % SSSIs in favourable or unfavourable recovering condition
Maintain and enhance the range and viability of characteristic habitats and species	Will it reduce habitat fragmentation, enhance native species, and help deliver habitat restoration (helping to achieve Biodiversity Action Plan Targets)?	Progress in achieving priority BAP targets  Proportion of 'local sites' 'where positive conservation management has been or is being implemented
Improve opportunities for people to access and appreciate wildlife and green spaces	Will it improve access to wildlife and green spaces, through delivery and access to green infrastructure, or access to the countryside through public rights of way?	Area of Strategic Openspace per 1000 people  % of rights of way that are easy to use

### **13. LANDSCAPE, TOWNSCAPE AND CULTURAL HERITAGE**

The issues addressed in this theme related to landscape, townscape and cultural heritage are:

- Landscape Character
- Green Belt
- Design
- Historic Environment

## **13.1 Issue: Landscape Character**

### **What is the Policy Context (Summary)**

- 13.1.1 The European Landscape Convention requires the protection, management and planning of all European landscapes, rather than only the best areas. The importance of the landscape is reflected in national planning guidance; with the National Planning Policy Framework stating that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.
- 13.1.2 Landscape Character is influenced by a combination of the patterns of the landscape, its geology and overall form, slope and climate, vegetation and the setting of buildings and villages within it. The Cambridgeshire Green Infrastructure Strategy, examined in detail in the Biodiversity theme, draws together existing evidence available on landscape character for the county, and highlights a number of opportunities for landscape enhancement, in particular opportunities for landscape enhancement created by new development, minerals extraction, and areas of targeted biodiversity and habitat improvement through the Biodiversity Partnership's 50-year Vision.

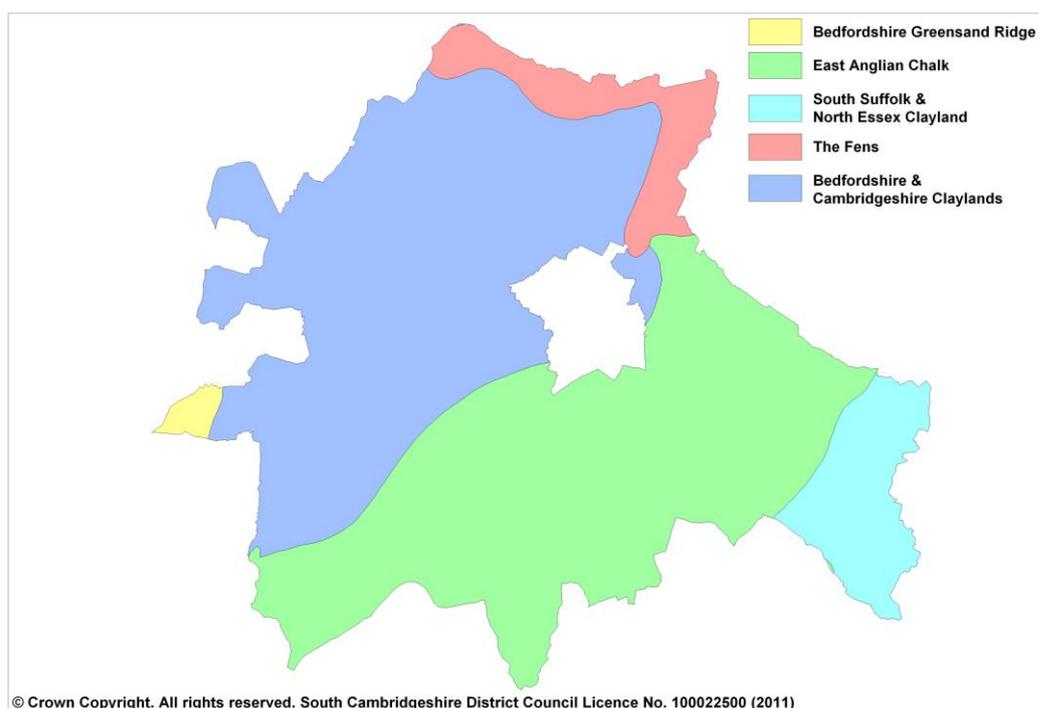
### **What is the Situation Now?**

- 13.1.3 In South Cambridgeshire medium to large-scale arable farmland landscapes dominate. Woodland and small copses tend to be widely dispersed or absent, and the density of hedgerows is relatively low. As a result it is predominantly open, allowing long views. Contrasting patterns of hedgerowed pastures and parkland create variety, and a greater degree of enclosure in some parts, for instance associated with settlements. Early enclosures of 'ancient countryside' give a distinctive character to some villages which are surrounded by small fields with hedgerows.
- 13.1.4 The landform reflects the broad variations in the underlying geology and continuity of settlement in the area. The geology ranges from the 'upland' undulating chalklands and clay hills in the south, to the low lying flat Fen Edge with its scattered fen 'islands' north of Cambridge. Rivers and streams cut through the higher land creating gentle shallow valleys, whilst straight dykes and ditches are a feature of the drained fen edge. Surviving features from different eras are part of the rich historic character of the landscape, including visible archaeological features such as the Fleam Dyke and the Bartlow Hills, ancient field boundaries and medieval narrow strip fields, as well as many moated sites, windmills, historic parklands, farmsteads, and groups of cottages.

13.1.5 The South Cambridgeshire landscape has several distinctive and readily identified characters. These have been identified by Natural England as five distinct National Character Areas<sup>1</sup>:

- 46 The Fens**
- 86 South Suffolk and North Essex Claylands**
- 87 East Anglian Chalk**
- 88 Bedfordshire and Cambridgeshire Claylands**
- 90 Bedfordshire Greensand Ridge**

**Figure 1: National Character Areas in South Cambridgeshire**



*Note: The South Cambridgeshire Landscape in New Developments Supplementary Planning Document and the South Cambridgeshire Design Guide provides more detailed information on the landscape and settlement character in each of these areas, and important design principles for new development reflect these. Further details on Landscape Character Assessment information is provided by the Cambridgeshire Green Infrastructure Strategy<sup>2</sup>.*

**13.1.6 SOUTH SUFFOLK AND NORTH ESSEX CLAYLANDS** This is a gently undulating plateau of arable farmland up to 100-120m in height, divided by broad shallow valleys, drained by small streams and with some locally steep slopes. It is predominantly an open and intensive arable landscape. Field sizes are generally large and are bounded by either open ditches or sparse closely trimmed hedges, both containing variable number and quality of hedgerow trees. However the landscape is united by the gently rolling landform and areas of woodland, which often appear to join together on the horizons to give a wooded skyline. Villages and settlements typically have strong linear forms, but often low density and

<sup>1</sup> Natural England – National Character Areas

<http://www.naturalengland.org.uk/ourwork/landscape/englands/character/areas/default.aspx>

<sup>2</sup> Cambridgeshire Green Infrastructure Strategy 2011 Appendix 9 Landscape:

[http://www.cambridgeshirehorizons.co.uk/documents/gisr/Final/9\\_landscape\\_310511.pdf](http://www.cambridgeshirehorizons.co.uk/documents/gisr/Final/9_landscape_310511.pdf)

loose-knit, sited in a wooded setting with mature hedgerows and trees which contribute to the rural character. Most villages are sited on the valley sides or ridge tops.

- 13.1.7 **EAST ANGLIAN CHALK** Distinctive, open, variable topography of rolling Chalk hills, some with distinctive beech belts along roads or featuring hilltop or scarp slope beech woodland (hangers). Lower woodlands are Ash dominated. Large-scale rolling downland, mainly arable, has distinctive long straight roads, open grass tracks and ancient or Roman routes and earthworks (Devil's Dyke, Fleam Dyke and Icknield Way) Isolated 19th century white or yellow brick farmhouses. Distinctive nucleated villages, generally within valleys, often at crossing points or fords. Many villages are well treed and often not visible from the wider landscape. Village greens are common, both at large and small scales. Avenue planting to village approaches is typical of some villages.
- 13.1.8 **BEDFORDSHIRE AND CAMBRIDGESHIRE CLAYLANDS** Gently undulating topography and plateau areas, divided by broad shallow valleys. Predominantly an open and intensive arable landscape. Fields bounded by either open ditches or sparse closely trimmed hedges both containing variable number and quality of hedgerow trees. Woodlands are scattered with the larger ancient woodland areas concentrated to the north and west of the area. Occasional parkland and orchards add interest to the area. Villages are often located on the sides of small valleys, along spring lines or on the higher ground.
- 13.1.9 **BEDFORDSHIRE GREENSAND RIDGE** The Bedfordshire Greensand Ridge forms a narrow elongated area running from Leighton Buzzard in the south west (the highest area) dropping gently to Gamlingay in the north east - a distance of approximately 40km. It is entirely surrounded by the Bedfordshire and Cambridgeshire Claylands. There is a distinct scarp slope to northwest and dip slope to south-east. The north-west facing scarp slope has a high proportion of woodland (both deciduous and coniferous) and areas of heath and pasture, producing a distinctive wooded skyline. The dip slope features medium sized arable fields and wooded landscape. Here there has been some removal of hedges and hedgerow trees to create larger fields, but the area remains distinctive from the Claylands.
- 13.1.10 **THE FENS** The Fens (and the Fen Edge) are a large scale landscape with long views and extensive vistas to often level horizons and huge skies. However areas of shelterbelts, clumps of trees and occasional hedgerows can merge together to give the impression of a treed horizon. A hierarchy of rivers, lodes, drains and ditches provide a strong influence throughout the area. The soil is peaty and dark and a significant feature when not covered with crops. There is a strong linear street pattern. The older parts of the settlements often having continuous street frontages and an intimate character. Small scale medieval field patterns are common at the edge of settlements.
- 13.1.11 Natural England's Countryside Quality Counts 1999 to 2003 project identified that the character of the Fens area was 'enhancing', whilst the character of the other areas was being 'maintained'.

## *Cambridgeshire Green Infrastructure Strategy*

13.1.12 The Cambridgeshire Green Infrastructure Strategy draws together a range of plans and programmes to create a landscape opportunities map, highlighting opportunities for landscape enhancement. Target areas in South Cambridgeshire Include:

Great Ouse Valley:

- Fen Drayton

Cambridge and Surrounding Areas:

- Northstowe
- Wicken Fen and Anglesey Abbey
- Cambridge
- Cambourne
- Wimpole
- West Cambridgeshire woodlands

### **What will be the situation without the plan?**

13.1.13 Without the Local Plan the Council would need to determine applications utilising only the National Planning Policy Framework, rather than policies which reflect local circumstances. Opportunities may be missed to fully address local landscape character, to ensure new development respects local landscape character, and achieve landscape enhancement.

### **What are the Key Sustainability Issues and Problems?**

#### *Erosion of Landscape Character*

13.1.14 South Cambridgeshire has a varied landscape character, comprising five distinct National Character Areas. The Cambridgeshire Green Infrastructure Strategy identified the erosion of landscape character and quality from changing land use and development as an issue. However, it also identifies the opportunities provided by development for landscape enhancement. In particular the coordination of initiatives could maximise the potential from available funding.

13.1.15 A key issue for the Sustainability Appraisal and the Local Plan will be how policies and development proposals can protect and enhance landscape character.

### **Cross cutting issues**

13.1.16 Landscape enhancement, though the delivery of green infrastructure, has the potential to support biodiversity enhancements, to support climate change mitigation and adaptation, and to support healthy communities by providing space for recreation. The issue is addressed primarily in the Biodiversity theme.

## **13.2 Issue: Green Belt**

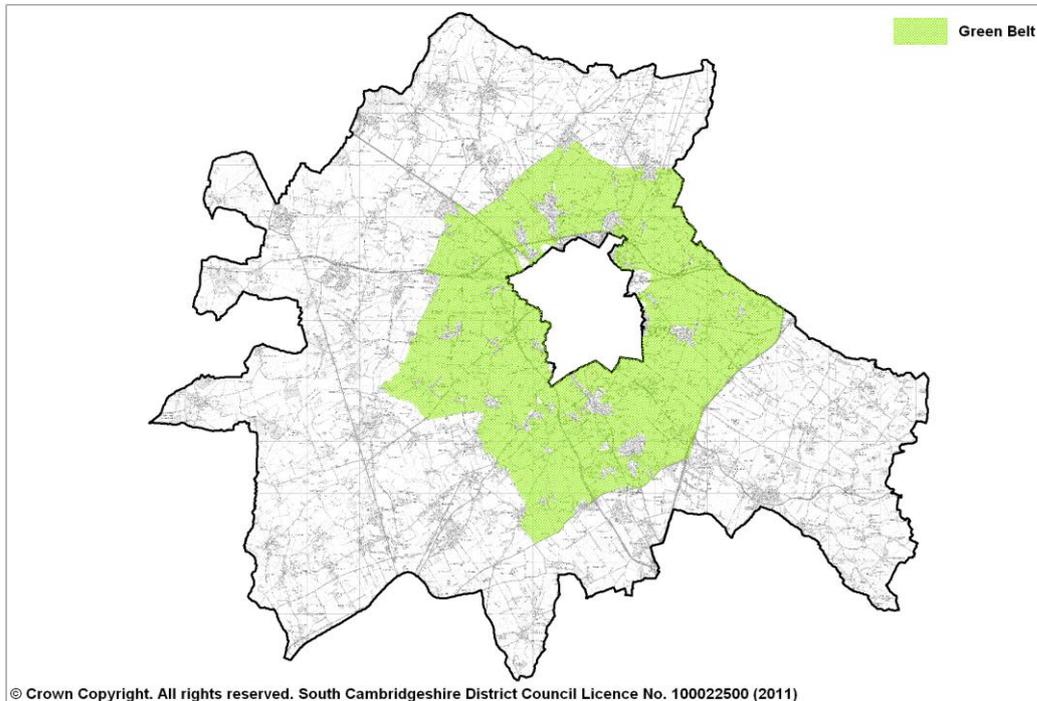
### **What is the Policy Context (Summary)**

- 13.2.1 A significant proportion of the district is designated as Green Belt. The National Planning Policy Framework highlights the five purposes of the Green Belt, which are:
- to check the unrestricted sprawl of large built-up areas
  - to prevent neighbouring towns merging into one another
  - to assist in safeguarding the countryside from encroachment
  - to preserve the setting and special character of historic towns; and
  - to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 13.2.2 The National Planning Policy Framework introduces the specific test that when drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development.
- 13.2.3 The Cambridge Green Belt was established in the 1965 Development Plan. A review of the Green Belt was undertaken in the 1980s resulting in the Cambridge Green Belt Local Plan 1992. A further review was undertaken in the South Cambridgeshire Local Plan 2004. The Structure Plan 2003 undertook a strategic review of the Green Belt and identified a number of locations to be removed from the Green Belt for major development on the edge of Cambridge. The South Cambridgeshire Core Strategy 2007 then gave effect to the review, removing land for the urban extensions.

### **What is the Situation Now?**

- 13.2.4 The area of Green Belt in South Cambridgeshire comprises 23,000 hectares, covering around 25% of the district. The Cambridge Green Belt also covers parts of Cambridge City, and parts of East Cambridgeshire.

**Figure 2: Map of the Cambridge Green Belt (as defined on South Cambridgeshire LDF Proposals Map 2011)**



The Cambridge Green Belt is relatively small in extent. Its purposes were most recently defined in the adopted Core Strategy DPD as:

- To preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre;
- To maintain and enhance the quality of its setting;
- To prevent communities in the environs of Cambridge from merging into one another and with the city.

The Core Strategy noted the special character of Cambridge and its setting, which was defined in the Cambridge Green Belt Study 2002 as:

- Key views of Cambridge from the surrounding countryside;
- A soft green edge to the city;
- A distinctive urban edge;
- Green corridors penetrating into the city;
- Designated sites and other features contributing positively to the character of the landscape setting;
- The distribution, physical separation, setting, scale and character of Green Belt villages;
- A landscape which retains a strong rural character.

**What will be the situation without the plan?**

13.2.5 Without the Local Plan policies dealing with development in the Green Belt the Council would need to determine applications utilising only the National Planning Policy Framework, rather than policies that reflect local circumstances, and in particular the purposes of the Cambridge Green Belt. The Green Belt is protected by national planning policy, and boundaries have been established by previous plans. Development needs may put pressure on Green Belt, but plan making allows development needs to be met in a planned way and consider the range of alternatives available.

**What are the Key Sustainability Issues and Problems?**

13.2.6 The Green Belt is a policy tool related to protecting the countryside and settlement character, and the unique character of Cambridge and its setting. In an area of high development needs that are focused on Cambridge, a key issue is striking an appropriate balance between protecting the purposes of the Cambridge Green Belt and providing a sustainable pattern of development that best meets the long term needs of the Cambridge area.

**Cross cutting issues**

13.2.7 The National Planning Policy Framework highlights links to a range of other topics which are addressed under other themes. It states that local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; provide opportunities for outdoor sport and recreation; retain and enhance landscapes, visual amenity and biodiversity; or improve damaged and derelict land.

### **13.3 Issue: Design**

#### **What is the Policy Context (Summary)**

- 13.3.1 Urban design has been described as the art of making places for people<sup>3</sup>. It is essential for producing attractive, high quality sustainable places. It includes creating/maintaining a good quality built environment and the impact of development and protecting local character on place making.
- 13.3.3 Promotion of good design is central to the planning system, and the National Planning Policy Framework identifies that pursuing sustainable development involves replacing poor design with better design. Planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings
- 13.3.4 By Design: Urban Design in the Planning System towards Better Practice (DETR 2000) was produced by the Commission for Architecture and the Built Environment (CABE), with the aim of promoting higher standards of urban design.
- 13.3.5 Better Places to Live by Design: A Companion Guide to PPG3 (DETR 2001) was published to prompt greater attention to the principles of good design in residential developments, and highlights the contribution it can make to quality of life. It advises that places should be designed around people. Developments should consider the objectives of urban design including character, continuity and enclosure, quality of the public realm, ease of movement, legibility, adaptability and diversity. In order to achieve the objectives aspects of built form must be considered including layout, urban grain, landscape, density and mix, height, massing, details and materials.
- 13.3.6 The Design Council (now incorporating CABE) have produced a range of documents and guidance to support delivery of good design. This includes Planning for Places (CABE 2009), which advises that Core Strategies should demonstrate an understanding of a place, and a vision for making it better.
- 13.3.7 South Cambridgeshire has adopted the Cambridgeshire Quality Charter for Growth, along with a range of other Councils and agencies. It aims to inspire innovation and the pursuit of higher standards, to help communication, and support a cooperative approach between stakeholders. The Charter is organised around the '4 Cs' of Community, Connectivity, Climate and Character. Most important of all is building a sense of community through providing a greater choice of housing along with the active participation of people in the way their neighbourhoods are run. New developments should be located where people can benefit from high connectivity to jobs and services, and the infrastructure upgraded to match the pace of development. Climate change should be tackled through imaginative landscaping that treats water as a friend not an enemy, and through innovative approaches to transport, energy and waste. Finally, places of character should be created, with distinctive neighbourhoods and a first class public realm.

---

<sup>3</sup> By Design – Urban design and the planning system – towards better practise DETR and CABE 2000

## What is the Situation Now?

### *Design of New Development*

- 13.3.8 South Cambridgeshire District Council has adopted a District Design Guide as a supplementary planning document, which supports existing Development Control Policies DPD policies regarding design quality. The aim of the SPD is to provide additional guidance on how developments can ensure they are sustainable and achieve a high quality of design in a way that respects the local context.
- 13.3.9 The Council has begun implementing 'Building for Life' assessments on all schemes of 10 dwellings or more. Building for Life assessments measure the design quality of new housing developments. The Council has established an annual monitoring mechanism to undertake the assessments including verification by the Council's Accredited Assessor. Schemes are judged against four categories with a total of 5 points per category and are given an overall score out of a maximum of 20. The scores are banded into four standards: 'Gold' (16-20); 'Silver' (14-15.5); 'Average' (10-13.5); and 'Poor' (9 or less).
- 13.3.10 The Council has assessed 42 developments completed in the last three monitoring years against the Building for Life standard. Of the 18 schemes that were completed in the last monitoring year, three developments have achieved "Gold" standard by scoring very well on a variety of aspects, including their design, character and layout, and integration of public spaces, pedestrian routes and car parking. Five schemes achieved 'Silver' standard, and only one development was assessed as 'Poor'..

**Table 1: Quality of new housing developments - Building For Life standards for Developments above 10 dwellings**

Building for Life standard	Number of developments wholly completed in...		
	2009-2010	2010-2011	2011-2012
Gold	0	0	3
Silver	1	2	5
Average	11	4	9
Poor	0	6	1
<b>Total</b>	<b>12</b>	<b>12</b>	<b>18</b>

Source: South Cambridgeshire District Council – Planning & New Communities

### *Protecting Local Amenity*

- 13.3.11 Successive Development Plans for South Cambridgeshire have identified specific areas and frontages within villages which contribute to the setting and character of the village.

13.3.12 Protected Village Amenity Areas (PVAAs), defined on the LDF proposals map, identify areas important to the amenity and character of villages. The openness of the land is important to maintain village character, and they have been identified within village frameworks as areas that should not be developed if this would have an adverse impact on the character, amenity, tranquillity or function of the village. Not all PVAAs have public access, and some are private gardens. They also vary from very open sites to those which are enclosed or semi enclosed. Whilst these specific areas have been identified, there may be other areas which benefit local amenity and character, and these are considered on a case by case basis when considering development proposals.

13.3.13 Important Countryside Frontages have also been defined in existing the development plan, and are defined where land with a strong countryside character penetrates into a built up area providing a significant connection between the street scene and the rural area, or where it provides an important break between two nearby but detached parts of a village framework. In the last seven years no land adjacent to an Important Countryside Frontage has been developed<sup>4</sup>.

**Public Art**

13.3.14 The term Public Art refers to works of art in any media, which contributes to the identity, understanding, appreciation, and enhancement of public places. Public Art can promote a sense of place and pleasure for example by evoking local history, be inspiring and / or thought provoking. It can take the form of a bespoke design of a functional part of any development such as seating, fencing or gates and well as stand alone artworks. South Cambridgeshire has an adopted Public Art Supplementary Planning Document, and seeks to deliver public art through new developments.

**Table 2: Funding Secured through Planning Obligations for Public Art**

	2008/9	2009/10	2010/11
Public Art Section 106 contributions	£97,500	£6,500	£88,750

Source: Annual Monitoring Report

**Table 2b: Funding Secured through Planning Obligations for Public Art: 2011/12 and revised figures from previous years**

	2008/9	2009/10	2010/11	2011/11
Public Art Section 106 contributions	£55,000	£26,500	£78,000	£203,450

Source: South Cambridgeshire District Council, New Communities & Planning

<sup>4</sup> Annual Monitoring Report 2010-2011.

13.3.15 At a county level Cambridgeshire Horizons produced an Arts and Culture Strategy. Cambridgeshire Horizons worked with a range of partners to develop this strategy that ensures that arts and cultural facilities are improved by opportunities created by planned new development. This strategy places art in the public places within the wider context of cultural infrastructure for sustainable communities.

**What will be the situation without the plan?**

13.3.16 Without the Local Plan the Council would need to determine applications utilising only the National Planning Policy Framework, rather than policies which reflect local circumstances. This may miss the opportunity to create places that reflect local character and aspirations by not fully considering local design issues and opportunities.

**What are the Key Sustainability Issues and Problems?**

*Achieving high quality new developments*

13.3.17 The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. South Cambridgeshire settlements have distinct characters, reflecting the local environment and their historic development.

13.3.18 A key issue for the Sustainability Appraisal and the Local Plan will be to seek to achieve high quality development design that is appropriate to its scale and location and reflects local character, creating places, spaces and buildings that work well, wear well and look good.

**Cross cutting issues**

13.3.19 Urban Design is a cross cutting theme which can contribute to addressing a range of issues addressed in other themes.

13.3.20 Inclusive Communities – good design can create places that work for everyone. Poorly accessible environments may create particular problems for disabled people and older people.

13.3.21 Healthy Communities - the design of development is directly related to quality of life, both in terms of places that function well and that are visually attractive, and are therefore desirable places to live.

13.3.22 Biodiversity – Good design can incorporate features which support and enhance biodiversity.

13.3.23 Transport – Good design can promote by means other than the car, creating permeable environments where people feel safe.

13.3.24 Climate Change Mitigation and Adaptation – design of development can help mitigate climate change by reducing energy use and using energy efficiently. It can also adapt to the impacts of climate change, by addressing issues such as flood risk, and urban heat island effects.

## **13.4 Issue: Historic Environment**

### **What is the Policy Context (Summary)**

13.4.1 The Government Vision Statement on the Historic Environment 2010 establishes that the historic environment is an asset of enormous cultural, social, economic and environmental value. The National Planning Policy Framework seeks to conserve heritage assets in a manner appropriate to their significance. When considering the impact of a proposed development on a designated heritage asset, considerable importance and weight should be given to its conservation.

### **What is the Situation Now?**

13.4.2 South Cambridgeshire has a many layered historic landscape, having been occupied continuously since prehistoric times.

13.4.3 In Neolithic times early communities especially established themselves on the chalk grasslands around the Icknield Way, along the river valleys and fenland edge, and on the lighter soils associated with the Greensand. Roman Roads cross the district, and there is evidence of roman villas in a variety of areas. Another important feature of the Roman occupation were canals such as the Car Dyke, visible today at Cottenham, Landbeach and Waterbeach. Occupation of a number of Roman sites is believed to have continued on into Saxon times, along with use of the Roman roads, since many Saxon settlements and burial sites follow these routes. The four great Anglo-Saxon dykes in South Cambridgeshire (Miles Ditches, Bran Ditch, Brent Ditch and Fleam Dyke), together with the larger Devil's Dyke in East Cambridgeshire, all appear to have been developed to protect land in the east by preventing easy access along the Icknield Way.

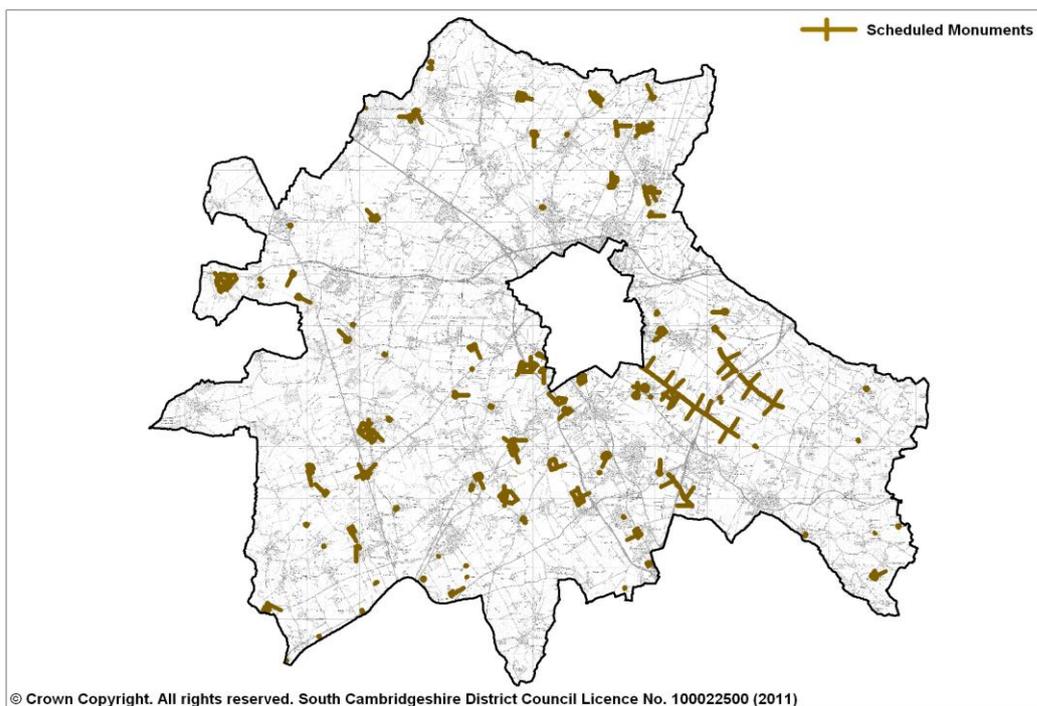
13.4.4 There is a wide range of heritage assets in the district, some of which are designated sites, and others which are not designated but are still of significant local historic importance.

13.4.5 There are 110 Scheduled Monuments in South Cambridgeshire. These are nationally important sites and monuments given legal protection by being placed on a list by the Secretary of State for Culture, Media and Sport. Scheduling is the only legal protection specifically for archaeological sites. Maps are available on the English Heritage website<sup>5</sup>. The 2011 English Heritage 'At Risk' register identifies 26 scheduled monuments in South Cambridgeshire, with principle vulnerabilities being arable ploughing and animal burrowing.

---

<sup>5</sup> English Heritage National Heritage list: <http://list.english-heritage.org.uk/mapsearch.aspx>

**Figure 3: Map of Scheduled Monuments in South Cambridgeshire (at December 2011)**



13.4.6 There are 2668 Listed Buildings in South Cambridgeshire. A listed building is a building or structure which is considered to be of 'special architectural or historic interest.' English Heritage is responsible for listing, and it does this on the basis of a set of national criteria. This includes a wide variety of structures and buildings. It is important to note that protection not only applies to the building itself, but also to its setting. They are a finite resource and contribute significantly to the character of the district.

13.4.7 The Council has adopted a Supplementary Planning Document to advise on maintenance, repair, alteration and other changes proposed to listed buildings<sup>6</sup>.

13.4.8 A building at risk is defined as one which, for whatever reason, is neglected. In 2010 there were 37 listed buildings defined as 'at risk'. The figure has remained consistently at or below 2% of the total number of listed buildings in recent years.

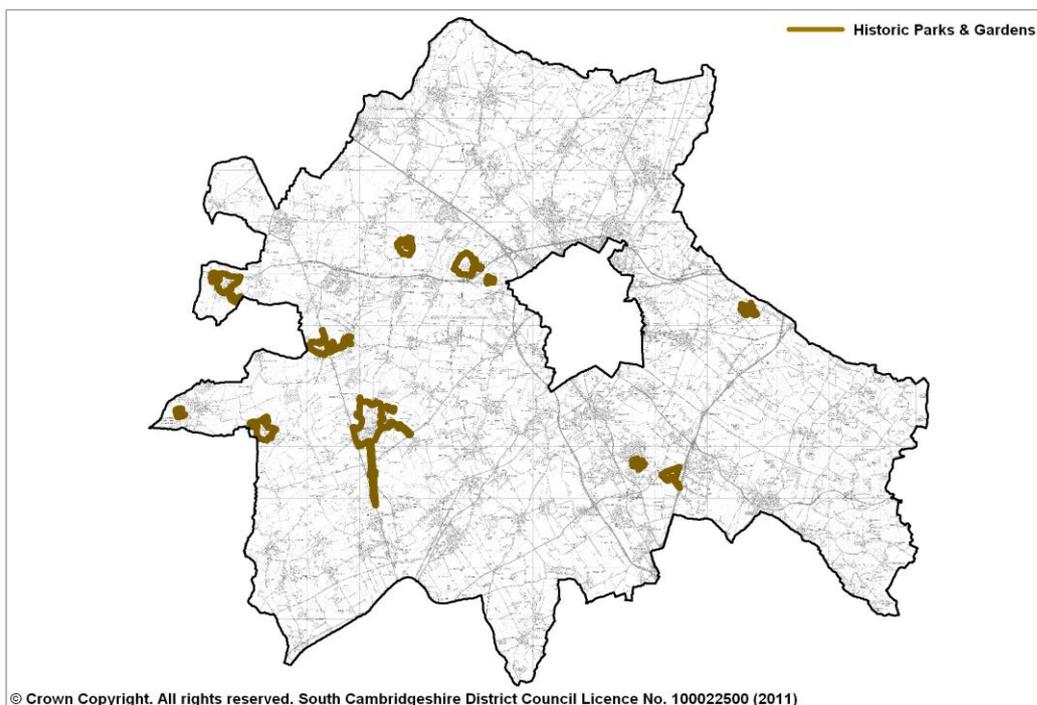
**Table 2: Number of listed buildings and number that are at risk in South Cambridgeshire**

	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
<b>Number of listed buildings</b>	2,630	2,633	2,665	2,666	2,666	2,660	2,660	2,672
<b>Number at risk</b>	51	50	41	34	29	37	53	46
<b>% of listed buildings at risk</b>	1.9%	1.9%	1.5%	1.3%	1.1%	1.4%	2.0%	1.7%

<sup>6</sup> Works to or affecting the Setting of Listed Buildings SPD (SCDC 2009)

- 13.4.9 Conservation Areas are defined as areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. They are designated not on the basis of individual buildings, but because of the overall quality of the area, its mix of uses, historic layout, characteristic materials, scale and detailing of buildings and open spaces. In these areas special attention must be paid to all planning applications, and to the desirability of preserving or enhancing the particular special character and appearance of the area concerned.
- 13.4.10 There are 85 Conservation Areas in South Cambridgeshire. Conservation Area Appraisals, exploring the characteristics of individual conservation areas have been carried out for a number of villages, and are available to view on the Council's website.<sup>7</sup> The Council has also adopted a Supplementary Planning Document regarding development affecting Conservation Areas.
- 13.4.11 A number Conservation Area Appraisals highlight the importance traditional shop fronts play in contributing to the character of village centres. The 2011 English Heritage 'At Risk' register identifies 8 Conservation Areas in South Cambridgeshire.
- 13.4.12 Parkland is an important landscape feature, and is relatively rare in the district. Some are included in the English Heritage Register of Park and Gardens of Special Interest. There are 12 sites designated in South Cambridgeshire.

**Figure 4: Map of Park and Gardens of Special Interest in South Cambridgeshire (at December 2011)**



<sup>7</sup> South Cambridgeshire District Council Conservation Area Appraisals  
<http://www.scambs.gov.uk/Environment/Conservation/ConservationAreaAppraisals/default.htm>

13.4.14 The complexity of the historic landscape means that there are many other site of archaeological or historic importance in the district which do not have statutory designation, but make a contribution to the landscape and our heritage. Known areas are captured on the Cambridgeshire Historic Environment Record<sup>8</sup>. This record can never be complete, and new areas will be added as new information comes forward. The Historic Environment Record, along with a number of other sources, can be viewed on the Heritage Gateway website<sup>9</sup>.

#### **What will be the situation without the plan?**

13.4.15 Without the Local Plan the Council would need to determine applications utilising the National Planning Policy Framework, as well as specific policies and legislation regarding designations such as listed buildings and scheduled monuments. Plan making allows consideration of alternative options to meet development needs whilst considering potential impacts on heritage assets. Opportunities to consider wider impact of development on the historic landscape and settlement patterns which contribute to the historic character of the district may also be lost.

#### **What are the Key Sustainability Issues and Problems?**

##### *Protection and enhancement of historic assets*

13.4.16 South Cambridgeshire has a significant stock of heritage assets, ranging from the statutory designated Scheduled Monuments and Listed Buildings, to undesignated but nevertheless important archaeological remains and historic sites. This can present constraints to development, but there are also opportunities for development to protect and enhance assets. There may also be greater opportunities to provide information or public access to heritage assets. Equally, the historic landscape, including the setting of villages and Cambridge, is an important consideration.

13.4.17 A key issue for the Sustainability Appraisal and the Local Plan will be to seek to protect or enhance sites, features or areas of historical, archaeological, or cultural interest.

#### **Cross cutting issues**

13.4.18 Historic environment links to tourism, noted in the Economic Activity theme, as the quality of the historic environment helps attract visitors to the area.

13.4.19 Climate change mitigation and adaptation - some heritage assets may be at risk from increased flood risk, or higher temperatures. Historic buildings also create particular challenges for climate change adaptation and mitigation.

<sup>8</sup> Cambridgeshire Historic Environment Record:  
<http://www.cambridgeshire.gov.uk/leisure/archaeology/record/>

<sup>9</sup> Heritage Gateway <http://www.heritagegateway.org.uk/Gateway/>

## 13.5 Sustainability Appraisal Framework

13.5.1 Taking account of the relevant plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration of the Local Plan.

**Table 3: Sustainability Objectives regarding Landscape, Townscape and Cultural Heritage**

<b>Sustainability Objective</b>	<b>Decision Making Criteria</b>	<b>Indicators</b>
Maintain and enhance the diversity and local distinctiveness of landscape and townscape character	<p>Will it maintain and enhance the diversity and distinctiveness of landscape character?</p> <p>Will it maintain and enhance the diversity and distinctiveness of townscape character?</p>	% of total built-up areas falling within conservation areas
Avoid damage to areas and sites designated for their historic interest, and protect their settings.	Will it protect or enhance sites, features or areas of historical, archaeological, or cultural interest (including conservation areas, listed buildings, registered parks and gardens and scheduled monuments)?	<p>Number of Listed Buildings and number that are at risk.</p> <p>Other Heritage Assets at Risk (English Heritage)</p>
Create places, spaces and buildings that work well, wear well and look good	Will it lead to developments built to a high standard of design and good place making that reflects local character?	<p>Satisfaction rating for Quality of the built environment</p> <p>Buildings for Life Assessments – Number of Developments achieving each standard</p>

## **14. CLIMATE CHANGE MITIGATION AND ADAPTION**

The issues addressed in this theme are related to climate change adaption and mitigation:

- Climate Change
- Renewable Energy and Energy Efficiency
- Water Resources
- Managing Flood Risk

## **14.1 Issue: Climate Change**

### **What is the Policy Context (Summary)**

- 14.1.1 Section 182 of the Planning Act 2008 requires that Development Plan Documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.
- 14.1.2 The National Planning Policy Framework establishes that planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure.
- 14.1.3 At the local level, South Cambridgeshire District Council has adopted a Climate Change Action Plan, which identifies actions that can be taken internally by the Council, by the Council as a service provider, and through community leadership. This includes a commitment to review plan policies regarding renewable energy, energy efficiency and sustainable design. The South Cambridgeshire District Design Guide SPD, supporting policies adopted in the Development Control Policies DPD, identifies a range of mitigation and adaption measures that can be utilised in new developments.

### **What is the Situation Now?**

- 14.1.4 Globally, 2000 to 2009 was the warmest decade since records began in 1850. The average temperature of the atmosphere near the Earth's surface has risen by about 0.75 degrees Celsius since around 1900. The overwhelming view amongst climate science experts is that, if we continue to emit greenhouse gases at historic rates that global temperatures could rise between 1.1 and 6.4 degrees above 1980 to 1999 levels and this could happen by the end of the 21st century. The exact amount depends on the levels of future greenhouse gas emissions<sup>1</sup>.
- 14.1.5 Global impacts include:
- Rising temperatures
  - Rising sea levels
  - More extreme weather
  - Impact on plants and animals

---

<sup>1</sup> Source: Government Direct website:  
[http://www.direct.gov.uk/en/Environmentandgreenerliving/Thewiderenvironment/Climatechange/DG\\_072929](http://www.direct.gov.uk/en/Environmentandgreenerliving/Thewiderenvironment/Climatechange/DG_072929)

14.1.6 The major consequences UKCIP<sup>2</sup> has identified for the UK are:

- an increase in the risk of flooding and erosion
- greater pressure on drainage systems
- increased likelihood of winter storm damage
- loss of habitat for wildlife
- summer water shortages and low stream flows
- increased risk of subsidence (in areas where subsidence is already a problem)
- increased demand for summer cooling
- buildings becoming uncomfortably hot
- a range of health issues

**What will be the situation without the plan?**

14.1.7 Without policies in the Local Plan national planning policies and national building regulations standards would apply. Opportunities would be missed to consider mitigation and adaptation opportunities through local policies and development planning.

**What are the Key Sustainability Issues and Problems?**

*Climate change mitigation and adaption in new development*

14.1.8 Climate change will result in hotter drier summers, warmer wetter winters, and more extreme weather events. This will create challenges such as urban heat effects, pressure on water resources and greater flood risk. The response to climate change can be captured under two broad headings. Mitigation identifies ways of reducing climate change, primarily through reductions in greenhouse gas emissions. Climate change adaption is the steps that can be taken to adapt to its effects, such as through the design of new development.

14.1.9 Climate Change Mitigation:

- Energy efficient building
- Use of renewable energy sources and low carbon sources
- Proximity to services / facilities and employment (reduce need for travel)
- Travel by sustainable modes (walking, cycling, public transport)
- Use of sustainable building materials / recycle construction waste
- Creation of carbon sinks, through green infrastructure

14.1.10 Climate Change Adaption:

- Flood risk management
- Water efficiency
- Soil stability (reduce risk of subsidence)
- Dealing with higher temperatures (urban heat island effects)
- Support the adaptation of habitats and species

<sup>2</sup> UK Climate Impacts Programme:

[http://www.ukcip.org.uk/?option=com\\_content&task=view&id=163&Itemid=287/](http://www.ukcip.org.uk/?option=com_content&task=view&id=163&Itemid=287/)

14.1.11 Key issues for the Local Plan and the Sustainability Appraisal will be how development can help mitigate the impact of climate change by locating development where it will minimise the need to travel, encourage energy efficiency throughout the building process and increase CO<sub>2</sub> absorption through landscaping of new development and tree planting elsewhere. As well as adapting to the impacts of climate change, taking account of the need to achieve cooling in summer as well as energy efficient heating in winter, addressing flood risk, and encouraging the efficient use of water resources.

## **Cross cutting issues**

### *Green Infrastructure*

14.1.12 Green infrastructure can assist climate change mitigation and adaptation. Green infrastructure can be used to help urban cooling, contributing to reduced use of energy to cool buildings. It can act as a carbon sink, reducing impact of carbon emissions. It can also help species and habits adapt to climate change. This is on top of the amenity and design benefits it can bring to developments.

### *Transport and climate change*

14.1.13 Road traffic is a significant generator of carbon emissions. Due to the significant cross cutting theme of transport it has been addressed in its own chapter in this sustainability appraisal scoping report. Opportunities to mitigate climate change include reducing the need to travel by locating homes, jobs, services and facilities appropriately, and supporting transport by means other than the car.

14.1.14 The Air Quality and Environmental Pollution theme identifies issues relating to emissions and air quality.

### *Health impacts of Climate Change*

14.1.15 Climate change could impact on human health. Appropriate building design, such as to assist summer cooling and reduce urban heat island effects, can contribute to adaptation. Zero carbon homes also offer an opportunity to reduce fuel poverty. A zero carbon home should be cheaper to run than a less energy-efficient home which is reliant upon fossil fuels for its energy.

### *Economy and climate change*

14.1.16 The Economic Activity theme identifies the potential for employment development to contribute to mitigation through energy efficiency, renewable energy generation. It also identifies opportunities for economic development through development of low carbon technologies.

### *Landscape and Townscape and climate change*

**14.1.17** The Landscape and Townscape theme highlights the opportunities for site design to address climate change mitigation and adaptation, as well as potential impact of climate change on heritage assets.

## 14.2 Issue: Renewable Energy and Energy Efficiency

### What is the Policy Context (Summary)

- 14.2.1 The Climate Change Act 2008 sets UK targets for greenhouse gas emission reductions of at least 80% by 2050, and reductions in CO<sub>2</sub> emissions of at least 26% by 2020, against a 1990 baseline. The UK Carbon Plan sets out plans to deliver emission cuts of 18% on 2008 levels by 2020. It identifies a range of measures, including sourcing greater proportions of the UK's electricity from low carbon sources, and making homes greener.
- 14.2.2 The National Planning Policy Framework states that the planning system should aim to secure radical reductions in greenhouse gas emissions, through the appropriate location and layout of new development, active support for energy efficiency improvements to existing buildings, and the delivery of renewable and low-carbon energy infrastructure. Local planning authorities should have a positive strategy to promote energy from renewable and low-carbon sources. They should also identify opportunities where development can draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.
- 14.2.3 The UK government plans to increase carbon saving in new buildings via steady increases in the requirements of building regulations towards zero carbon for houses and public buildings by 2016 and all other buildings by 2019. Zero Carbon has been maintained by the current Coalition Government in principle, although in practice it will now mean considerable less carbon saved (being based on 'regulated' supplies only) and has significant off-set options.
- 14.2.4 The Code for Sustainable Homes sets out the national standard for sustainable design and construction of new homes. It allows homes to be scored on a scale of 1 to 6, with regard to various sustainability issues. From April 2008, achieving Level 3 of the Code became mandatory for new social housing developments.
- 14.2.5 Since 2010 all new residential developments have had to meet the equivalent of Level 3 of the Code for Energy Use under the Building Regulations. In terms of carbon emissions Level 3 equals a 25% energy/carbon improvement relative to current 2006 standards in the Building Regulations. New housing developments will have to comply with Level 4 by 2013 (44% energy/carbon improvement relative to current 2006 standards in the Building Regulations) and Level 5 by 2016 (zero carbon).
- 14.2.6 In response to EU Directive 2009/28/EC on the promotion of the use of energy from renewable sources, the UK has committed to sourcing 15% of its energy from renewable sources by 2020 – a five-fold increase on the share of about 3% in 2009, in less than a decade.
- 14.2.7 To promote renewable energy generation the Government introduced a Feed-In Tariff (FIT)<sup>3</sup> providing generation linked payments for a range of small scale renewable energy

<sup>3</sup> Feed in Tariffs:

[http://www.decc.gov.uk/en/content/cms/meeting\\_energy/Renewable\\_ener/feedin\\_tariff/feedin\\_tariff.aspx](http://www.decc.gov.uk/en/content/cms/meeting_energy/Renewable_ener/feedin_tariff/feedin_tariff.aspx)

technologies, and the Renewable Heat Incentive (RHI)<sup>4</sup> providing payments for generators of renewable heat. Both are intended to make take up of the technologies more attractive.

14.2.8 At its meeting on 24th February 2011, South Cambridgeshire District Council RESOLVED that this Council supports seeking energy from renewable resources. However, applications for wind farms (2 turbines or more) cause deep concerns to our residents by nature of their size, scale and noise. This Council believes that a minimum distance of 2 kilometres between a dwelling and a turbine should be set to protect residents from disturbance and visual impact. If the applicant can prove that this is not the case a shorter distance would be considered. This will be addressed during the review of the Local Development Framework”.

---

<sup>4</sup> Renewable Heat Incentive:

[http://www.decc.gov.uk/en/content/cms/meeting\\_energy/renewable\\_ener/incentive/incentive.aspx](http://www.decc.gov.uk/en/content/cms/meeting_energy/renewable_ener/incentive/incentive.aspx)

## What is the Situation Now?

4.2.9 Carbon dioxide emissions are a significant contributor to climate change. Emissions of Carbon Dioxide are monitored by the Department of Energy and Climate Change, and identify the quantity of emissions down to district level, divided into a range of sources. The biggest contributor in South Cambridgeshire is currently road transport.

**Table 1: South Cambridgeshire CO<sub>2</sub> Emissions Estimates for 2005-2009<sup>5</sup>**

Year	Industry and Commercial	Domestic	Road Transport	Land Use Land Use Change and Forestry	Total	Population ('000s, mid-year estimate)	Per Capita Emissions (t)
2005	784	338	645	12	1,779	137	13.0
2006	774	350	641	12	1,777	139	12.8
2007	785	345	659	13	1,802	141	12.8
2008	750	343	646	12	1,750	142	12.3
2009	449	313	605	12	1,379	145	9.5

14.2.10 Figures per capita are relatively similar across other rural authorities in Cambridgeshire, however, in Huntingdonshire and South Cambridgeshire a higher proportion is generated by road transport primarily as a result of nationally significant roads such as the M11 and A14, and the focus of traffic commuting to Cambridge. Per capita emissions for transport in South Cambridgeshire are considerably higher than the per capita figure for the East of England, and the UK.

<sup>5</sup> Department Energy and Climate Change:  
[http://www.decc.gov.uk/en/content/cms/statistics/climate\\_stats/gg\\_emissions/uk\\_emissions/2009\\_lac\\_o2/2009\\_laco2.aspx](http://www.decc.gov.uk/en/content/cms/statistics/climate_stats/gg_emissions/uk_emissions/2009_lac_o2/2009_laco2.aspx)

**Table 2: Local and Regional CO<sub>2</sub> Emissions Estimates 2009 per Capita**

2009	Industry and Commercial	Domestic	Road Transport	Total
Cambridge	3.3	1.8	0.9	5.9
East Cambridgeshire	2.4	2.0	2.9	9.1
Fenland	4.8	2.2	1.9	10.5
Huntingdonshire	2.8	2.1	4.2	9.9
South Cambridgeshire	3.1	2.2	4.2	9.5
CAMBRIDGESHIRE	3.2	2.1	3.0	9.0
EAST OF ENGLAND	2.5	2.1	2.3	7.0
UK	3.2	2.2	2.0	7.4

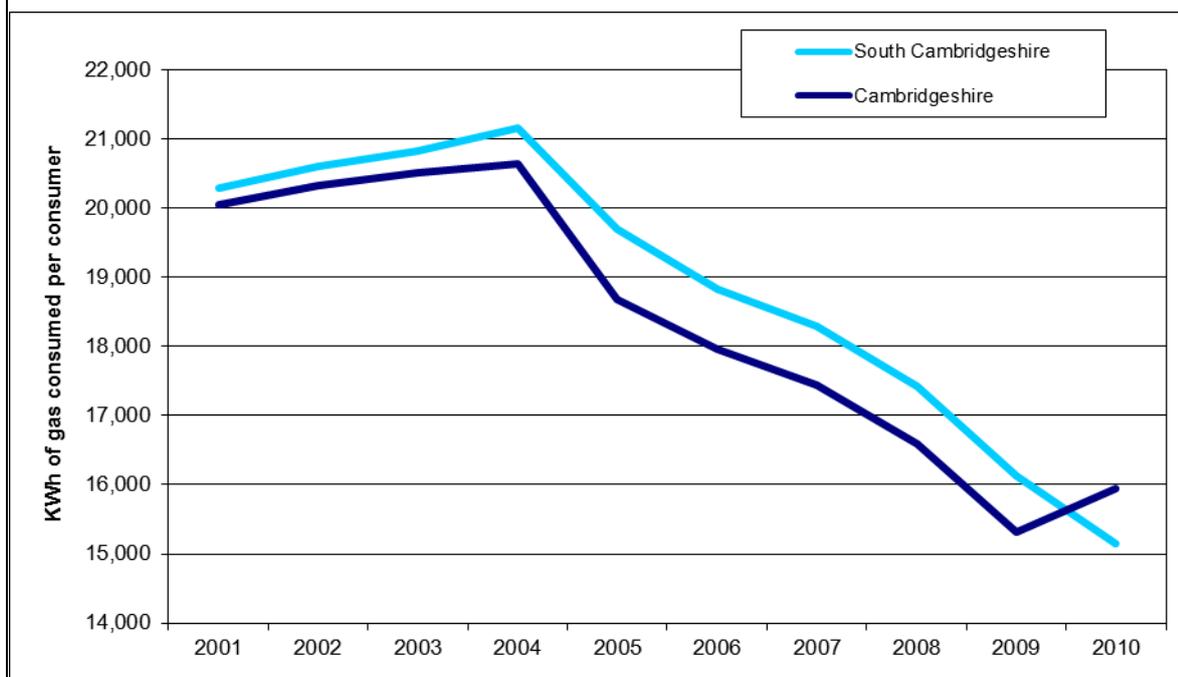
Source: Local and Regional CO<sub>2</sub> Emissions Estimates for 2005-2009 *Energy Efficiency*

14.2.11 The Ecohomes accreditation was replaced in April 2007 by the Code for Sustainable Homes (CfSH). According to statistics published by the Department for Communities and Local Government in November 2010, a total of 150 CfSH design stage certificates and 139 CfSH post construction stage certificates have been issued for South Cambridgeshire, however a breakdown of the data by CfSH level and year is not yet available.

*Energy use and Renewable Energy Generation*

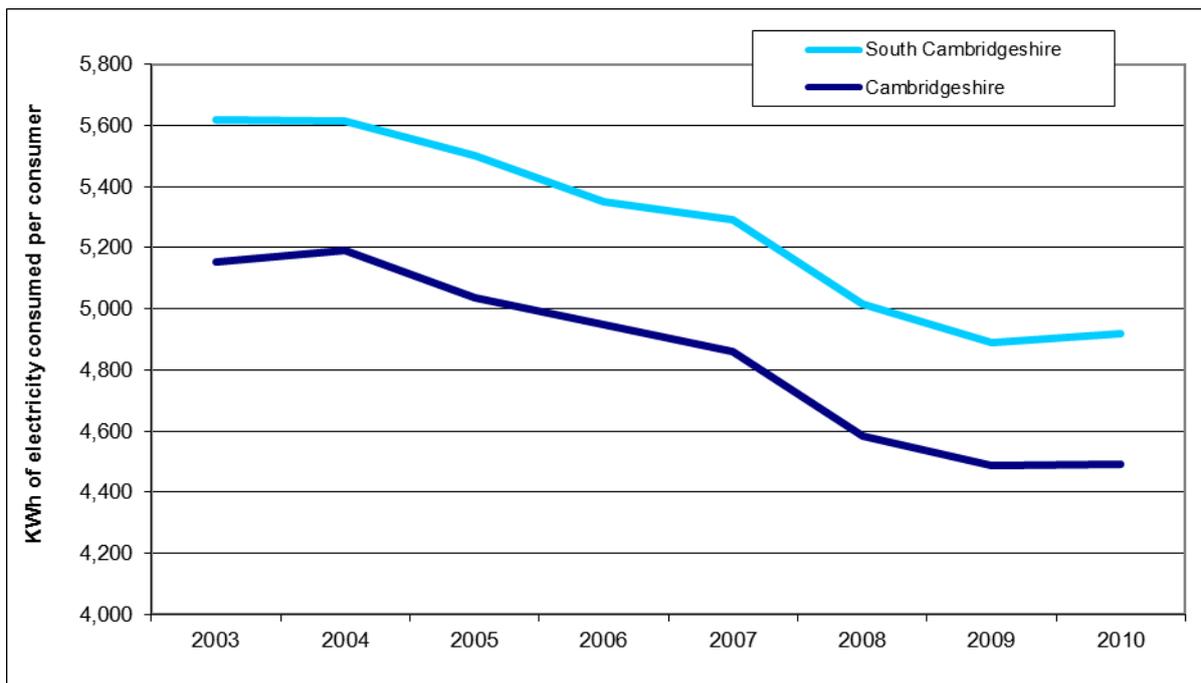
14.2.12 Within South Cambridgeshire consumption of gas and electricity has fallen over the last few years, while the generating potential of renewable energy has increased.

**Figure 1: KWh (kilowatt hours) of gas consumed per household per year**



Source: Department for Energy & Climate Change

**Figure 2: KWh (kilowatt hours) of electricity consumed per household per year**



Source: Department for Energy & Climate Change

**Table 3: Generating potential of renewable energy sources in South Cambridgeshire (GWh, gigawatt hours)**

As at...												
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
16.84	16.84	16.84	16.85	16.85	16.85	33.64	33.65	33.66	33.67	39.45	42.85	42.85

Source: Cambridgeshire County Council

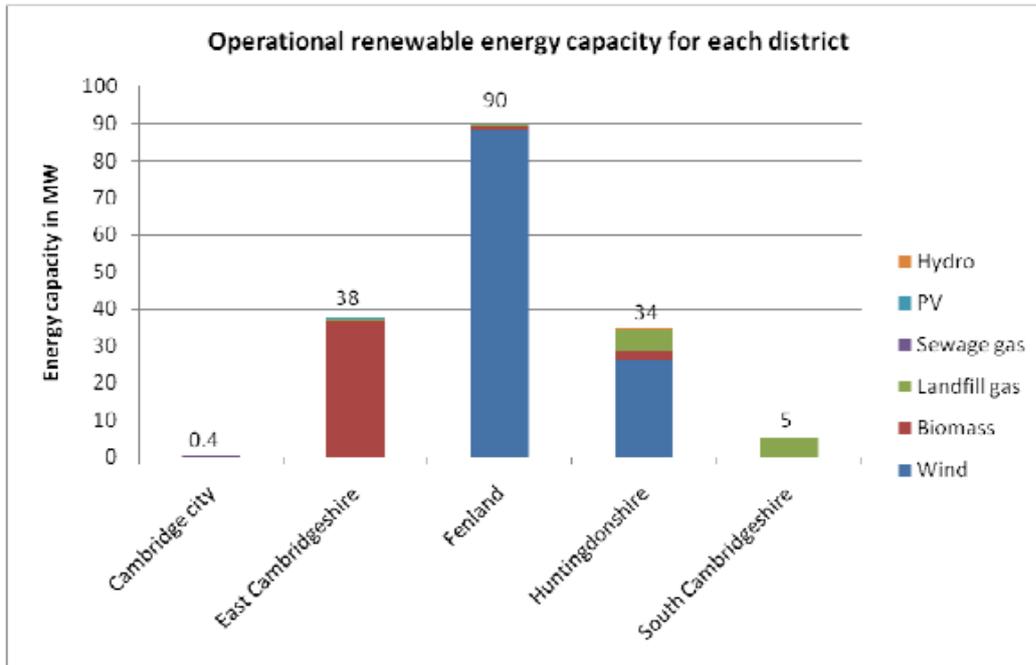
**Table 4: Renewable energy capacity installed by type (in MegaWatts) in South Cambridgeshire**

	Wind	Sewage Gas	Landfill Gas	Biomass	Photovoltaic	Hydro	Total
<b>Before 1999</b>	0	0	2.136	0	0	0	<b>2.136</b>
<b>1999-2000</b>	0	0	0	0	0	0	<b>0</b>
<b>2000-2001</b>	0	0	0	0	0	0	<b>0</b>
<b>2001-2002</b>	0.0025	0	0	0	0	0	<b>0.0025</b>
<b>2002-2003</b>	0	0	0	0	0	0	<b>0</b>
<b>2003-2004</b>	0	0	0	0	0	0	<b>0</b>
<b>2004-2005</b>	0	0	2.128	0	0	0	<b>2.128</b>
<b>2005-2006</b>	0.005	0	0	0	0.011	0	<b>0.016</b>
<b>2006-2007</b>	0.006	0	0	0	0.002	0	<b>0.008</b>
<b>2007-2008</b>	0.001	0	0	0	0.003	0	<b>0.004</b>
<b>2008-2009</b>	0.027	0	0.727	0	0	0.0001	<b>0.7541</b>
<b>2009-2010</b>	0.011	0	0	0	0.006	0	<b>0.0170</b>
<b>2010-2011</b>	0	0	0	0	0.0043	0	<b>0.0043</b>
<b>2011-2012</b>	0.0702	0	0	0	0.8515	0	<b>0.9217</b>
<b>Total</b>	0.1227	0	4.9910	0	1.3366	0.0001	<b>6.4504</b>

Source: Research & Monitoring – Cambridgeshire County Council

14.2.13 The amount of existing renewable energy capacity in South Cambridgeshire is lower than all other districts in Cambridgeshire apart from Cambridge City.

**Table 5: Current renewable energy installed capacity by district**



Source: Cambridgeshire Renewable Infrastructure Framework: Baseline Data 2012 (page 26)

14.2.14 At 31 March 2010, an additional 20 wind turbines with a capacity of 30.15 MW and 2 arrays of photovoltaic panels with a capacity of 0.23 MW had planning permission but had not been installed. The outstanding planning permissions include the installation of 13 wind turbines at Wadlow Farm West Wratting two wind turbines at Tesco, Bar Hill; and a wind turbine at Tesco, Milton.

14.2.15 The Council also currently requires through Development Control Policy NE/3 that all development proposals for greater than 10 dwellings or 1,000 sqm of floorspace will include technology for renewable energy sources to provide at least 10% of their predicted energy requirements. Monitoring began in 2009 through the Annual Monitoring Report, and identifies that around 85% of qualifying developments have made provision.

### *Renewable Energy Potential*

14.2.16 In April 2011 a study was completed by the Department of Energy and Climate Change examining the potential for renewable energy generation in the East of England<sup>6</sup>. It uses the agreed 'DECC methodology' to:

- assess the regional potential for providing renewable energy,
- establish the opportunities and constraints to the development of renewable and low carbon energy at a local scale (local authority level) to enable delivery at a local level.

<sup>6</sup> East of England Renewable and Low Carbon Energy Capacity Study DECC 2011  
<http://www.decc.gov.uk/assets/decc/what%20we%20do/uk%20energy%20supply/energy%20mix/renewable%20energy/ored/1667-east-england-renewable-capacity-report.pdf>

- establish the potential for renewable and low carbon energy generation at a local level to allow an understanding of the role which each local authority can play in contributing to regional and national generation.

- 14.2.17 It is estimated that the energy generation from operational plants was 2,394 GWh which represents 2.5% of the total regional energy demand (excluding transportation). If the in-construction and consented capacity is included, then this rises to 3.4% of the total regional demand or 3.3 % of the predicted 2020 energy demand. These results show that the region is currently a long way off the regional targets for 2015 of 16% and for 2020 of 20%.
- 14.2.18 Under the assumptions used in this study, the total renewable energy resource potential of the East of England could meet 220% of the projected 2020 energy demands. The majority of this (183%) is from wind generation if it is assumed that there are no limits on turbine installations from landscape impact or cumulative impact. If it is assumed that only 10% of the areas identified for wind generation can be developed, then the total resource potential expressed as a proportion of 2020 demands would be reduced to 55%. When realistic uptakes for 2020 are considered, the potential for renewable energy in the East of England is around 9.3% of the projected energy demands. It concluded that in reality, there are many barriers to the development of low carbon energy schemes. The opportunities for delivery of renewable and low carbon energy development need further and more detailed consideration at the local level including investigating the noise and visual impact of wind turbines.
- 14.2.19 In response to this study, the Cambridgeshire Renewables Infrastructure Framework (CRIF) (Cambridgeshire Horizons 2012) has been prepared to establish evidence for the development of renewable energy capacity across the County. It explores the potential of individual renewable energy sources. There is technical theoretical potential to meet 200% of energy demands. Wind has the greatest potential, but meeting energy demand will require all sources to be utilised. A further issue explored is the potential to deliver renewable heat, through district heating. The study concludes that renewable energy has significant investment potential. It also concludes that energy efficiency is needed as well as renewable energy.
- 14.2.20 As well as being an essential foundation for future policy development the CRIF is supporting the potential establishment of a Community Energy Fund to support the establishment of the necessary renewable energy infrastructure for the larger scale transition to low-carbon energy supplies – monies largely arising from developers choosing to pay into an 'off-set' fund rather than struggle to deliver comprehensive onsite renewables when the Building Regulations move to secure 'zero-carbon' homes from 2016.

### **What will be the situation without the plan?**

- 14.2.21 Although national building regulations are tightening, in the short-term there is a requirement for planning policy to drive forward a step change in terms of energy efficiency and the incorporation of renewable energy within the built environment. Without the Local Plan opportunities to achieve renewable energy and energy efficiency in association with may be lost.

### **What are the Key Sustainability Issues and Problems?**

#### *Energy Efficiency*

- 14.2.21 Evidence suggests that domestic sources account for 22% of carbon dioxide emissions from South Cambridgeshire. Electricity and gas consumed per household are higher than the county per household level. High levels of planned development could increase demand for energy, and result in higher levels of carbon emissions for the district.
- 14.2.22 Key issues for the Local Plan and the Sustainability Appraisal are to consider how new development can be designed to be more energy efficient, and utilise renewable energy and low carbon energy sources. They should also consider whether there are any opportunities to improve existing developments.

#### *Delivering Renewable Energy*

- 14.2.23 The baseline evidence demonstrates the district currently has a relatively low level of renewable energy infrastructure. In order to achieve carbon reduction targets, new renewable energy and renewable heat sources will be required to be utilised in the district to supplement nationally generated renewable supplies. This could include renewable energy through measures related to individual buildings, neighbourhood schemes, through to large-scale district schemes.
- 14.2.24 Key issues for the Sustainability Appraisal and the Local Plan will be how renewable energy can be delivered, what technologies are appropriate and in what locations, taking into account environmental impacts.

### **Cross cutting issues**

- 14.2.25 Landscape and Townscape - The potential visual impact of renewable energy infrastructure, particularly of large turbines needs to be considered, as well as potential environmental impact from noise if they are located to close to where people live (Air Quality and Environmental Pollution theme).
- 14.2.26 Healthy Communities - The Prevention JSNA suggests that poor housing is usually linked to poverty which means it is difficult to measure health gains from housing improvements alone. The WHO Report identifies evidence that interventions designed to increase energy efficiency, home improvements and wider neighbourhood renewal schemes have a positive effect upon health.

## **14.3 Issue: Water Resources**

### **What is the Policy Context (Summary)**

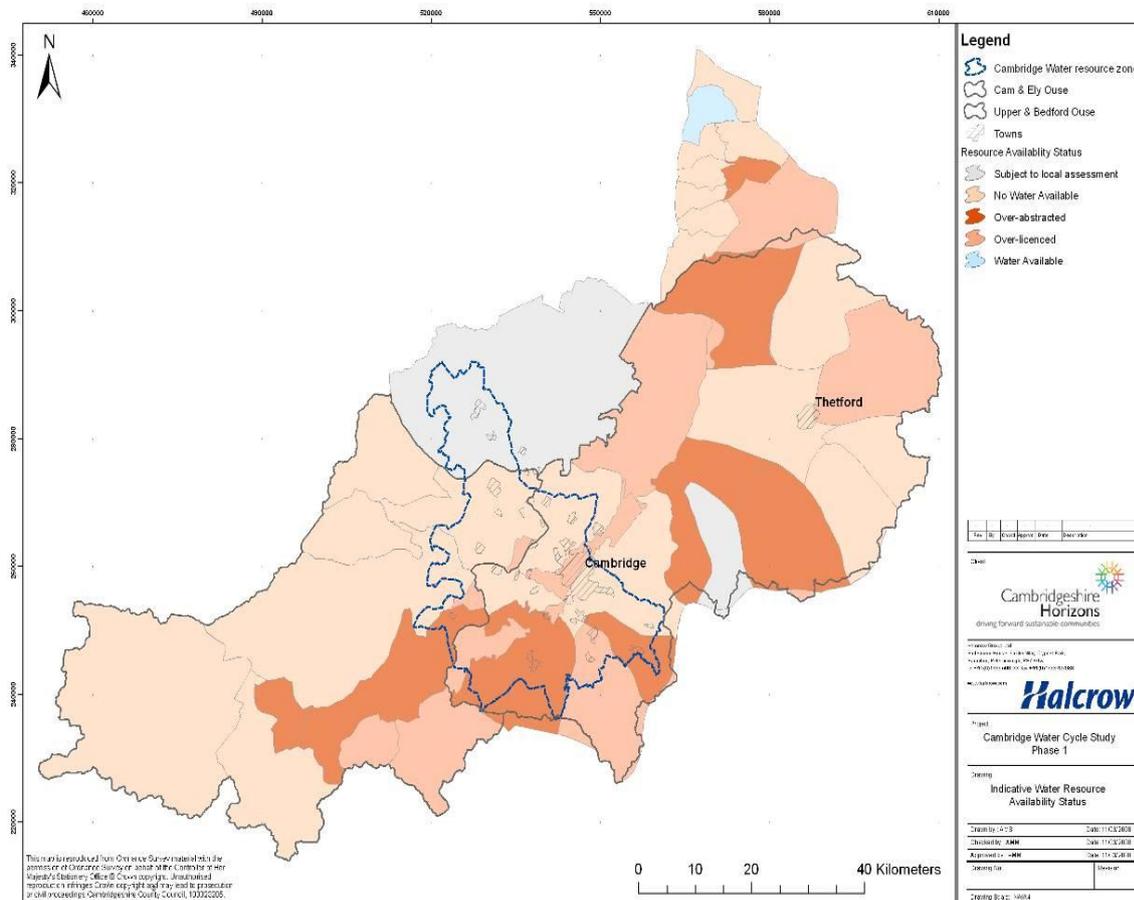
- 14.3.1 The National Planning Policy Framework identifies that delivering sustainable development means using natural resources prudently and to mitigating and adapting to climate change. Local planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, and water supply and demand considerations.
- 14.3.2 Future Water: the Government's Water Strategy for England (2008) sets out the Government's vision for the water sector in 2030. It sets the target of reduced per capita consumption of water through cost effective measures, to an average of 130 litres per person per day by 2030, or possibly even 120 litres per person per day depending on new technological developments and innovation.
- 14.3.3 The Water Resources Strategy for England and Wales (Environment Agency 2009) sets out how water resources should be managed throughout England and Wales to 2050 and beyond to ensure that there will be enough water for people and the environment. It requires a range of actions regarding managing water demand and supply, and addressing the impact of climate change.
- 14.3.4 The Environment Agency Catchment Abstraction Management Strategies (CAMS) consider how much water can be abstracted from watercourses and groundwater without damaging the environment within a catchment. The two key strategies for South Cambridgeshire are the Upper Ouse and Bedford Ouse CAMS and the Cam and Ely Ouse CAMS. They highlight the importance of water resources, and the limitations in water availability in much of the district. They also highlight the importance of adapting to climate change, including though water efficiency measures.
- 14.3.5 The Code for Sustainable Homes sets out the national standard for sustainable design and construction of new homes. It allows homes to be scored on a scale of 1 to 6, with regard to various sustainability issues. There are currently no proposals to raise Building Regulations standards regarding water efficiency, which require efficiency measures to achieve 125 litres per person per day from new dwellings. The Code for Sustainable Homes code 3 and 4 require higher levels of efficiency to achieve 105 litres per person per day, and can largely be achieved by changes to fixtures and fittings, at relatively low additional cost. Achieving Code 5/6, at 80 litres per person per day is likely to require grey water or rain water recycling measures, which add more to construction costs.

### **What is the Situation Now?**

- 14.3.7 South Cambridgeshire lies within the Cambridge Water Company (CWC) supply area. The CWC supply area is identified as an area of 'serious water stress' by the Environment Agency. The Cam and Ely Ouse Catchment Abstraction Management Plan classifies most of the area from which CWC's water supply is drawn as either "over-licensed", "over abstracted", or "no water available". There are no new water resources available in the area, and it is therefore expected that water resource to supply future development will need to be supplied from the headroom in the existing

abstraction licences.

**Figure 3: Map of Water Availability in Cambridge Area**



This map is reproduced from Overseas Survey material into the possession of Cambridge University or other Cambridge member institutions. Cambridge University is not responsible for any reproduction or further distribution of this material without the prior written consent of the Overseas Survey. Cambridge University is not responsible for any reproduction or further distribution of this material without the prior written consent of the Overseas Survey. Cambridge University is not responsible for any reproduction or further distribution of this material without the prior written consent of the Overseas Survey.

Indicative Resource Availability Status	Licence Availability
Water available	Water is likely to be available at all flows including low flows. Restrictions may apply.
No water available	No water is available for further licensing at low flows. Water may be available at high flows with appropriate restrictions.
Over-licensed	Current actual abstraction is such that no water is available at low flows. If existing licences were used to their full allocation they could cause unacceptable environmental damage at low flows. Water may be available at high flows with appropriate restrictions.
Over-abstracted	Existing abstraction is causing unacceptable damage to the environment at low flows. Water may still be available at high flows with appropriate restrictions.

Source: Cambridge Water Cycle Strategy - Phase 1 (Cambridgeshire Horizons 2008)

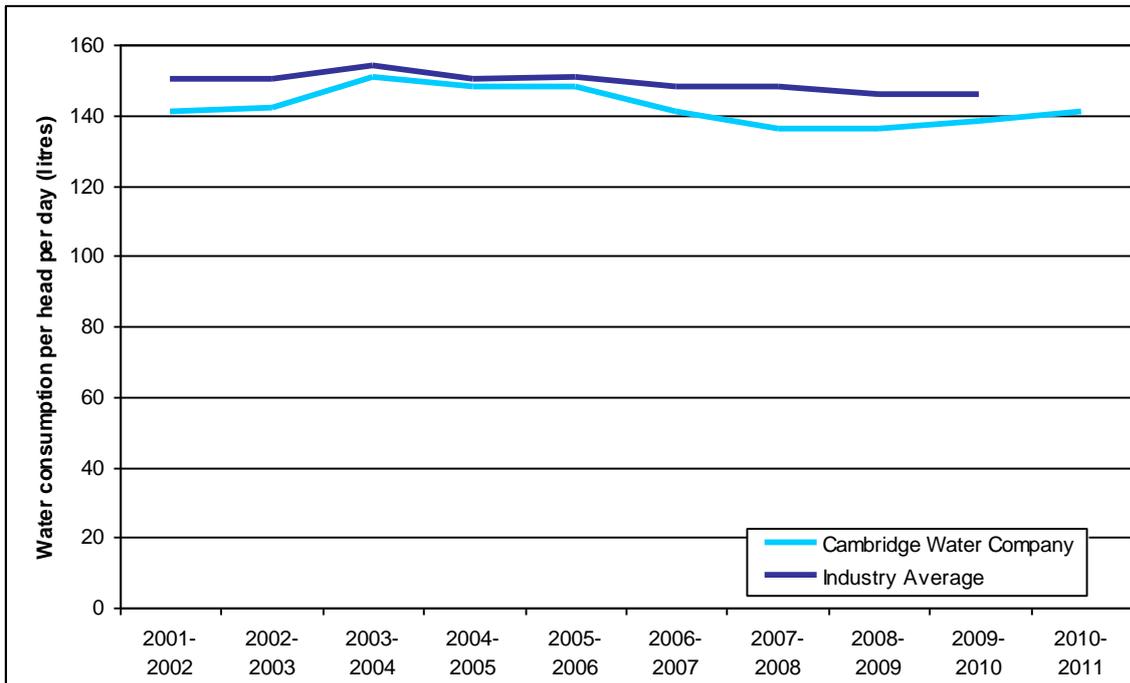
- 14.3.8 The water supply for the district is currently sourced from groundwater abstractions, with the majority supplied from boreholes to the south and east of Cambridge City. Two major supply boreholes; Brettenham and Euston; are located to the east of Thetford. Water is supplied to the Cambridge urban area from the Cherry Hinton Reservoir, and also direct from boreholes into the network. In their Water Resource Management Plan (WRMP10)<sup>7</sup> Cambridge Water Company identified that forecast demand could be met and the company is predicted to maintain a positive supply-demand balance up to 2035, based on planned growth rates from the East of England Plan 2008. The company plans to meter all unmetered properties by 2035.
- 14.3.9 The Water Cycle Strategy for Major Growth Areas around Cambridge (Cambridgeshire Horizons 2008 and 2011) examined whether the growth planned in the sub region could be accommodated in terms of water infrastructure, and then examined how it could be delivered as sustainably as possible. It also explored how high standards of water efficiency could be achieved, aspiring to water neutrality. Although the forecast demand can be met according to the Water Resources Management Plan, the Water Cycle Strategy provides significant arguments for doing more to limit the increase in water demand associated with new development.
- The area is in an area of serious water stress as designated by the Environment Agency and any increase in population numbers will lead to an unwelcome increase in the demand for water unless demand is managed.
  - The existing risk of sustainability reductions in deployable output that may be invoked by the Environment Agency under its Restoring Sustainable Abstractions Programme reducing licensed abstraction capacity in the future.
  - The high environmental cost of treating and supplying water (in terms of energy and carbon footprint).
  - Any further abstraction will have an impact on groundwater levels or river flows, even though these levels have been determined to be 'environmentally acceptable' by the Environment Agency by virtue of granting a licence.
- 14.3.10 High levels of development will increase resource demands, and bring demand closer to the available resources in the future, as noted by the Environment Agency in examining growth levels for the review of the East of England Plan<sup>8</sup>.
- 14.3.11 Water consumption per head per day in the CWC area is lower than the national average, but remains higher than the target set by the governments Future Water strategy, of 130 litres by 2030, or the more challenging aspiration of 120 litres per day.

---

<sup>7</sup> Cambridge Water Company Water Resources Management Plan (Cambridge Water Company 2010) <http://www.cambridge-water.co.uk/customers/water-resources-management-plan>

<sup>8</sup> The Impact of Housing and Water Efficiency Policies on Water Supplies to the East of England- Evidence for the Review of the East of England Plan (Environment Agency 2009) <http://publications.environment-agency.gov.uk/PDF/GEAN0709BQRS-E-E.pdf>

**Table 6: Water consumption per head per day in Cambridge Water Supply Area**



Source: Ofwat (Note: OFWAT no longer publish statistics on individual water companies performance, instead the individual water companies are required to publish their own statistics. OFWAT are therefore unable to produce an industry average for water consumption per head per day (in litres) after 2009-2010).

**What will be the situation without the plan?**

14.3.12 Without policies in the Local Plan national planning policies and national building regulations standards would apply. Individual developments would be considered on a case by case basis, and impact would depend on the scale of development permitted. Opportunities would be missed to consider whether stricter efficiency standards should be applied in this area of water stress.

**What are the Key Sustainability Issues and Problems?**

*Water Resource Availability*

14.3.13 The Cambridge area has been designated as an area of Serious Water Stress by the Environment Agency. Although the forecast demand for water can be met according to Cambridge Water Company’s Water Resource Management Plan planning scenarios, there are significant arguments in favour of doing more to limit the increase in water demand associated with new development, highlighted by the Water Cycle Strategy, and evidence from the Environment Agency.

14.3.14 Key issues for the Local Plan and the Sustainability Appraisal will be how development can achieve high levels of water efficiency.

**Cross cutting issues**

**14.3.15** The Biodiversity theme noted the impact of climate change on water dependent habitats and species. Abstraction to meet water demand could impact on groundwater levels or river flows. Water quantity could also impact on water quality, as addressed in the Air Quality and Environmental pollution theme.

## **14.4 Issue: Managing Flood Risk**

### **What is the Policy Context (Summary)**

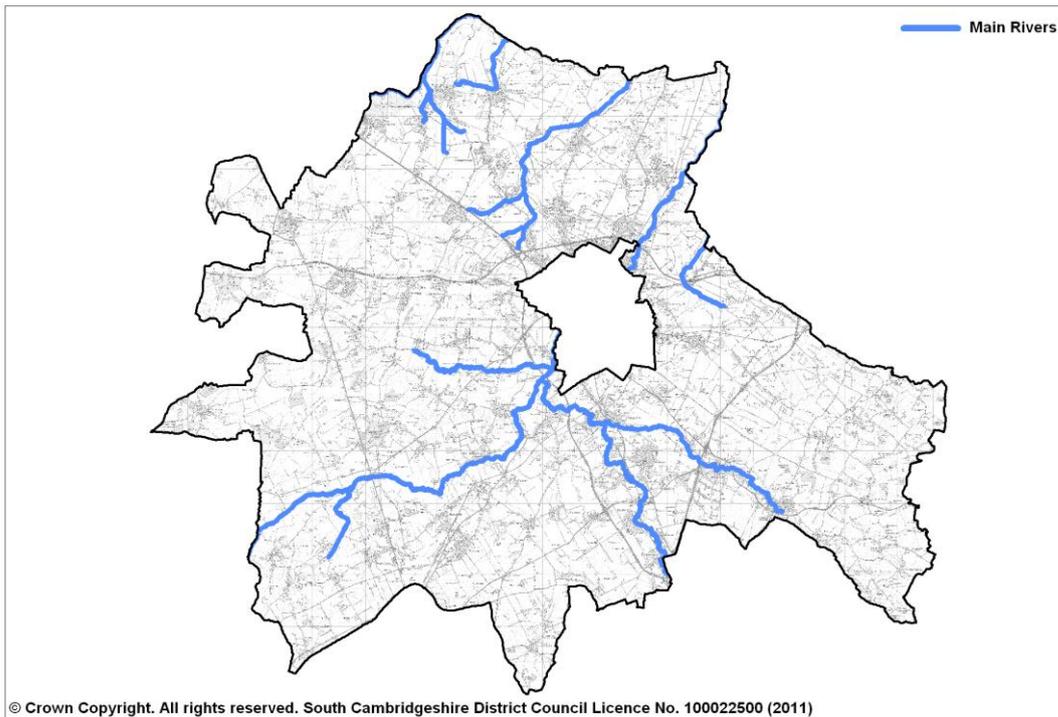
- 14.4.1 The Flood and Water Management Act 2010 introduced a range of new requirements for the identification and management of flood risk, particularly for Lead Local Authorities (in this area Cambridgeshire County Council). The Act is being implemented in stages. In future it will introduce new measures to implement sustainable drainage systems (SUDS) in new developments, based on National SUDS standards which are in preparation.
- 14.4.2 The National Planning Policy Framework requires that the planning system should aim to avoid inappropriate development in areas at risk of flooding by directing development away from areas at highest risk or, where development is necessary, making it safe without increasing flood risk elsewhere. Land required for current or future flood management should be safeguarded. Opportunities offered by new developments should be used to reduce the causes and impacts of flooding.
- 14.4.3 The Great Ouse Catchment Flood Management Plan (Environment Agency 2011) details the measures that will be undertaken to manage flood risk in the area, and how funding for flood management will be prioritised. It identifies 25 sub areas within the catchment and the approach to flood management that will be applied. For much of the southern part of the district (PU18 Eastern Rivers) it is proposed to reduce the current level of flood risk management. In the area around Cambridge it proposes to take further action to reduce flood risk. In the northern part of the district (PU24 The Fens) it proposes to take further action to sustain current the level of flood risk managements. The Environment Agency will work with local authorities to make sure new developments incorporate Sustainable Drainage Systems (SUDS) wherever possible.

### **What is the Situation Now?**

#### *Rivers and watercourses*

- 14.4.4 South Cambridgeshire is primarily part of the Great Ouse catchment. A very small part of the district falls within the North Essex Catchment Flood Management Plan area (including the villages of Carlton, Weston Green, Willingham Green, Carlton Green, Castle Camps and Olmstead Green).
- 14.4.5 The River Cam flows in a south to north direction through the district and runs through the centre of Cambridge; various tributaries to the Cam such as the River Rhee and the River Granta flow through the southern half of South Cambridgeshire. The River Great Ouse is located to the north of South Cambridgeshire District and eventually flows into the Wash.
- 14.4.6 As well as main rivers, there is an extensive network of Ordinary Watercourses, including 'Awarded Watercourses', which are maintained by the Council, and Internal Drainage Board Watercourses.

**Figure 4: Map of “Main Rivers” in South Cambridgeshire**

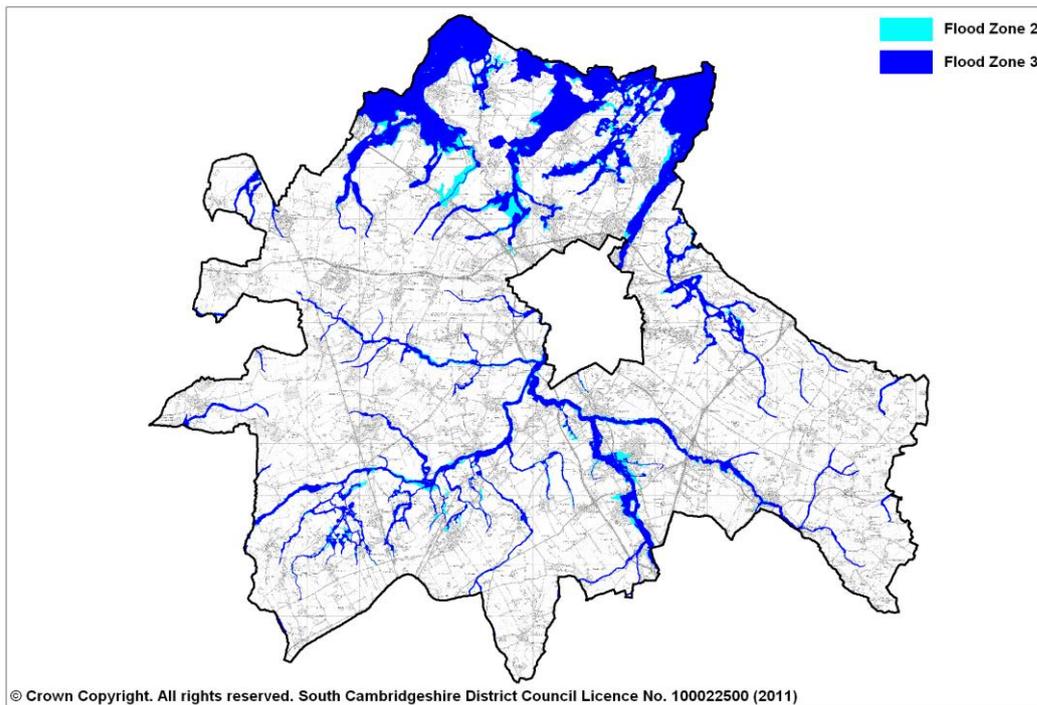


*Strategic Flood Risk Assessment*

14.4.7 The Council, in partnership with Cambridge City Council, commissioned a Strategic Flood Risk Assessment of the two Districts. This explores the flood risk from rivers and watercourses, and also from other sources including surface water, groundwater and sewer flooding, and forms a key element of the evidence for plan making, and for the sustainability appraisal.

14.4.8 The map below illustrates flood risk from rivers and watercourses in the district. Flood Zone 3 comprises land assessed as having a 1 in 100 or greater annual probability of river flooding (greater than 1%). Flood Zone 2 comprises land assessed as having between a 1 in 100 and 1 in 1000 annual probability of river flooding (1% – 0.1%). The remaining area, Flood Zone 1, comprises land assessed as having a less than 1 in 1000 annual probability of river flooding. It should be noted that flood zone maps are periodically updated when new information becomes available.

**Figure 5: Map of Environment Agency Flood Zones in South Cambridgeshire<sup>9</sup>**



Source: Environment Agency Flood zone Maps November 2011

14.4.9 It is expected that flood risks will generally increase with climate change. The impact of climate change on river flooding has been assessed where modelling information is available in the Strategic Flood Risk Assessment.

#### *Cambridgeshire Flood Risk Management Partnership*

14.4.10 The Flood and Water Management Act 2010 has introduced new responsibilities for assessing flood risk and drainage management, particularly for Lead Local Authorities (in this case Cambridgeshire County Council). In response, the Cambridgeshire Flood Risk Management Partnership<sup>10</sup> has been formed, to coordinate activities of the many agencies involved, with representatives from Local Authorities, Environment Agency, Anglian Water, and a number of Internal Drainage Boards.

14.4.11 The partnership has prepared a number of documents. The Cambridgeshire Preliminary Flood Risk Assessment (PFRA) is a high level screening exercise that brings together the available information from a number of sources to assess local flood risk. The Cambridgeshire Surface Water Management Plan (SWMP) identifies areas vulnerable to surface water flooding called 'wet spots' which will be prioritised for further investigation, and eventual mitigation where economically viable. The

<sup>9</sup> Source: Environment Agency November 2011. Note: Maps are regularly updated. See Environment Agency website.

<sup>10</sup> Cambridgeshire Flood Risk Management Partnership:  
<http://www.cambridgeshire.gov.uk/environment/floodandwater/flooding/Flood+Risk+Management+Partnership.htm>

report establishes that Girton will be the first village in south Cambridgeshire subject to more detailed investigation. In addition, a detailed assessment of flood risk areas in Cambridge and Milton was also undertaken in 2010 by Cambridge City Council. The SWMP does not provide a level of detail that can be used to make decisions on the allocation of land for different types of development in Local Plan. However, it does identify broad areas where surface water should be considered in more detail in a site based Flood Risk Assessment.

**What will be the situation without the plan?**

14.4.12 Without policies in the Local Plan national planning policies will apply, which require flood risk to be taken into account in planning decisions. However, opportunities for a planned approach to avoiding/mitigating flood risk and to secure SUDS may be lost.

**What are the Key Sustainability Issues and Problems?**

*Managing flood Risk*

14.4.13 There are significant areas identified as flood zones 2 and 3 in the district, in addition to other forms of flood risk highlighted by the Strategic Flood Risk Assessment. The impacts of climate change over the next few decades is likely to mean milder wetter winters and hotter drier summers in the UK, while sea levels will continue to rise. These factors will lead to increased risks of flooding within the lifetime of planned developments.

14.4.14 Key issues for the Local Plan and the Sustainability Appraisal will be to ensure flooding and drainage issues are considered throughout the development process. Development should be planned in order to avoid areas of flood risk where possible, and not increase, and if possible reduce, flood risk elsewhere.

**Cross cutting issues**

14.4.15 The benefits offered by sustainable drainage systems (SUDS) apply to a number of themes. Well designed sustainable drainage system (SUDS) can mitigate the impacts on receiving waters by improving water quality through removing pollutants from diffuse pollutant sources and reducing peak flows to watercourses or sewers, thereby reducing the risk of flooding downstream. SUDS will also provide new still water and wetland habitat, therefore improving amenity through provision of new areas of public green space and wildlife habitat.

14.4.16 Water quantity can also impact on water quality, addressed in the Air Quality and Environmental Pollution theme.

14.4.17 The Cambridgeshire Green Infrastructure Strategy 2011 highlights opportunities through the provision of open space for the restoration of natural flood plains and flood mitigation.

## 14.5 Sustainability Appraisal Framework

14.5.1 Taking account of the plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration for inclusion in the Local Plan.

**Table 7: Sustainability Objectives regarding Climate Change Mitigation and Adaptation**

<b>Sustainability Objective</b>	<b>Decision Making Criteria</b>	<b>Indicators</b>
Minimise impacts on climate change (including greenhouse gas emissions)	<p>Will it support the use of renewable energy resources?</p> <p>Will it promote energy efficiency?</p> <p>Will it minimise contributions to climate change through sustainable construction practices?</p>	<p>Residential Development assessed for Code For Sustainable Homes</p> <p>Carbon Dioxide emissions by sector and per capita</p> <p>Renewable energy capacity installed by type (in MegaWatts)</p>
Reduce vulnerability to future climate change effects	<p>Will it use water in a sustainable manner, and enable and encourage high levels of water efficiency?</p> <p>Will it minimise risk to people and property from flooding, and incorporate sustainable drainage measures?</p> <p>Will it minimise the likely impacts on future development of climate change through appropriate adaptation?</p>	<p>Kilowatt hours of gas consumed per household per year, Kilowatt hours of electricity consumed per household per year</p> <p>Water consumption per head per day (Cambridge Water Company area)</p> <p>Amount of new development completed on previously undeveloped functional floodplain land, and in flood risk areas, without agreed flood defence measures</p>

## **15. HEALTHY COMMUNITIES**

A healthy community is a key sustainability objective and planning can contribute towards this in a number of ways. This Theme addresses:

- Improving the health of the community
- An ageing population
- Availability and access to health services in the rural area
- Healthy lifestyles
- Reducing crime and fear of crime

## 15.1 Issue: Improving the Health of the Community

### What is the Policy Context (Summary)

#### *National*

- 15.1.1 The White Paper 'Healthy Lives, Healthy People: Our strategy for public health in England' (2010) set out the Government's long-term vision for public health in England. The Government is committed to protecting the population from serious health threats; helping people live longer, healthier and more fulfilling lives; and in improving the health of the poorest, fastest. It creates a new role for local authorities in promoting public health and there is recognition that health cannot be improved on its own – health issues need to be considered alongside housing, transport, and education.
- 15.1.2 The National Planning Policy Framework identifies that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. It states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should protect and enhance public rights of way and access.
- 15.1.3 The Marmot Review in 2010 – *Fair Society Healthy Lives* provides a strategic review of health inequalities in England emphasising that health inequalities result from social inequalities and sets out that only by improving society as a whole will there be improvements in health across the community. One of its key objectives is the creation of healthy and sustainable places and communities and this can be achieved by fully integrating the planning, transport, housing, environmental and health systems to address the social determinants of health in each locality.
- 15.1.4 The Spatial Planning and Health Group (SPAHG) is a group of planning and health experts: academics, practitioners and community representatives, seeking to improve public health through the positive use of spatial planning. Members of SPAHG first convened as part of NICE's Spatial Planning and Health Programme Development Group) produced 'Steps to Healthy Planning: Proposals for action' (June 2011) acknowledge that formulating and implementing planning policies and development proposals based on the evidence of how they affect human health is likely to improve our health. Building health into our urban and our rural environments (or designing out unhealthy factors – we can “design in” health, just as we try to “design out” crime) is a vital step towards delivering longer term improvements in health across the whole of society. The report outlines 12 action points which provide a clear and concise way for planning and health professionals to work together with the aim of creating a better, more sustainable environment for the future, more efficient use of resources including professional's time and expertise, and a real opportunity to make a difference for those with poorest health. The report also contains a checklist to be used when carrying out Health Impact Assessments<sup>1</sup>:
- Mix of land use
  - Street layout and connectivity and active travel
  - Access to public and other services
  - Safety and security
  - Open and green space
  - Affordable and energy efficient housing
  - Food access

---

1

- Air quality and noise
- Access to employment

*Regional, County and District*

15.1.5 All the agencies working towards reducing health inequalities across the County need to be working together. The need to ensure that these agencies are doing this and not duplicating or having conflicting initiatives was highlighted in the *Cambridgeshire Health Inequality Strategy 2010*.

15.1.6 The “Building Communities that are Healthy and Well” project was undertaken by Cambridgeshire PCT in 2007. It highlighted the importance of the social environment in ensuring mental health and wellbeing in new and existing communities. As a result of the project, the following recommendations have been made. When planning new communities:

- At every stage of planning, ensure that partners have a well defined and co-ordinated approach to community working.
- Include a range of community roles that reflect the needs of a diverse population and are identified by an agreed methodology such as the ‘People Proofing Principles’ identified by this project.
- As an essential supplement to section 106 funding, partners to ensure there is mainstream funding to sustain the implementation of this approach.
- Agree a monitoring system based on criteria that ensure people have opportunities for inclusion e.g. as illustrated by the ‘People Proofing Principles’. Include an action researcher to facilitate this process and to ensure that any required adjustments to the community support infrastructure are made in a timely and appropriate manner.

15.1.7 At the district level the Council’s Corporate Plan aims to promote active and healthy lifestyles.

15.1.8 The Council through the current Local Development Framework, requires Health Impact Assessments to be carried out on all major planning applications submitted to the Council. These consider the impact the proposals will have on existing and future residents of the new and adjoining communities. The Council has produced a *Health Impact Assessment (HIA) Supplementary Planning Document*, which provides additional advice and guidance on undertaking HIA.

15.1.9 The new Health and Wellbeing Board has prepared a Cambridgeshire Health and Wellbeing Strategy 2013-2017. Within the strategy priority 5: creating a sustainable environment in which communities can flourish, highlights health priorities for spatial planning. Using the Cambridgeshire Strategy as its basis, the District Council will now produce a local version for South Cambridgeshire.

## What is the Situation Now?

### *Health profile of the population*

15.1.11 The “health” of people living in the district is generally significantly better than the average for England. This is shown in the Health Profile for the district produced by the Department of Health. Within South Cambridgeshire, 75% of residents described their health as ‘good’ in the 2001 census. Over the past ten years death rates from all causes and early death rates from heart disease and stroke and from cancer have improved, remaining significantly better than the England average. There are less people suffering from mental illnesses, diabetes, tuberculosis and cancer than the national average apart from the rates of hip fracture in older people where South Cambridgeshire are similar to the England average, one of the few indicators that is not significantly better.

**Table 1: Life expectancy at birth (in years)**

		1999-2001	2000-2002	2001-2003	2002-2004	2003-2005	2004-2006	2005-2007	2006-2008	2007-2009	2008-2010
Males	South Cambridgeshire	79.0	79.0	79.4	79.1	79.3	79.4	80.6	81.3	81.6	81.3
	England	75.7	76.0	76.2	76.5	76.9	77.3	77.7	77.9	78.3	78.6
Females	South Cambridgeshire	82.6	83.0	83.1	83.3	84.0	84.3	84.5	84.6	84.5	85.1
	England	80.4	80.7	80.7	80.9	81.1	81.6	81.8	82.0	82.3	82.6

Source: Office for National Statistics

15.1.12 There is a link between people’s health and their economic well-being. The level of poverty in an area can be measured by an index of multiple deprivation. The Index of Multiple Deprivation 2010 combines a number of indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for each small area in England from which the relative levels of deprivation for different areas can be compared. Nationally, the District is one of the least deprived areas in the country.

*Table 2 Indices of Multiple Deprivation*

	2000	2004	2007	2010
<b>15.1.9.1.1.1 Income Deprivation Rank</b>	298 <sup>th</sup>	294 <sup>th</sup>	275 <sup>th</sup>	254 <sup>th</sup>
<b>Employment Deprivation Rank</b>	275 <sup>th</sup>	286 <sup>th</sup>	276 <sup>th</sup>	260 <sup>th</sup>
<b>Overall Deprivation Rank</b>	342 <sup>nd</sup>	345 <sup>th</sup>	350 <sup>th</sup>	321 <sup>st</sup>

**Defined by super output area and provides the position of the district out of 354 local authorities where 1 is the most deprived and 354 is the least deprived.**

Source: Department for Communities & Local Government

15.1.13 Two thirds of the Lower Super Output Areas (LSOA) of the district fall within the 20% least deprived areas in the Country (the 5<sup>th</sup> quintile). One area of the edge of the city at Histon and Impington falls within the 2<sup>nd</sup> quintile, and Milton in the 3<sup>rd</sup> quintile. (Source: Cambridgeshire Atlas, Cambridgeshire County Council <http://www.cambridgeshire.gov.uk/business/research/researchmaps.htm> ).

15.1.14 The main data from the Health Profile for South Cambridgeshire (July 2011) shows:

- A lower than average number of adults smoke in South Cambridgeshire compared to the national average – 15.9% compared to 21.2% nationally
- The percentage of obese adults is lower (20.1% in district compared to 24.2% nationally).
- There are also more people in the district who eat healthily (35.4% compared to 28.7%).
- Road injuries and deaths remain significantly worse than average despite the fact that the rate is decreasing and Cambridgeshire is currently likely to meet related improvement targets. . For every 100,000 people there are 77.2 road injuries and deaths on the roads in South Cambs compared to only an average of 48.1 nationally. This reflects the major traffic routes passing through the district. The Transport theme considers this in more detail in the Health and Safety issue.
- 13.5% of Year 6 children are classified as obese compared to 18.7 nationally.
- The number of children living in poverty (i.e. children living in families receiving means tested benefits 2007) is considerably lower than the average for England – 8% rather than 20.9%, which indicates that overall families in South Cambridgeshire are relatively well off / less likely to live in poverty than others within the country. However, almost 2,500 children in the district live in poverty.

15.1.15 The health of the Traveller population is not as good as that for the wider community. The Travellers Joint Strategic Needs Assessment 2010 has highlighted that there is a wealth of local and national evidence, which reports the poor health status of Gypsies and Travellers. In particular:

- Mortality
  - Maternal, perinatal, neonatal and infant mortality rates are high in many Travellers.
  - Many Gypsies and Travellers die earlier than the rest of the population.
  - Life expectancy: Gypsy and Traveller women live 12 years less than women in the general population and men live 10 years less.
  - Nationally 17% of Gypsy and Traveller mothers have experienced the death of a child compared to less than 1% of the wider population.
- Morbidity
  - Self reported chest pain, angina, respiratory problems including asthma, diabetes and arthritis were more prevalent in the Traveller group.
  - More than 40% reported long term illness compared to 18% of the settled community.
  - The health status of Gypsies and Travellers, as assessed with standardised measures (EQ5D, HADS anxiety and depression), is worse than that of their age-sex matched comparators.

15.1.16 There are also issues around access to health services and lack of cultural awareness among healthcare staff impacts on this.

**What will be the situation without the plan?**

15.1.17 Exact impacts are difficult to quantify, but without locally developed policies the opportunity to ensure health issues are properly addressed in planned growth and through redevelopment in existing areas may be missed.

**What are the Key Sustainability Issues and Problems?**

15.1.18 The majority of residents living in South Cambridgeshire already have a good quality of life and a life expectancy above the national and regional average. It should be noted that even within South Cambridgeshire there are pockets of need within the communities, which can be difficult to identify. To help people to live longer, healthier and more fulfilling lives is not a simple task. Health issues cannot be improved on their own and will only happen with improvements to a range of other factors that cumulatively influence people's health. Planning policies can have an influence on issues such as suitable housing in appropriate locations, provision of appropriate employment, access to transport (particularly providing for cycling and walking), provision of open space and recreation facilities, etc.

15.1.19 Therefore, a key sustainability issue for the Sustainability Appraisal and for the Local Plan will be how planning policies and proposals can contribute to maintaining and enhancing human health.

**Cross cutting issues**

15.1.20 Improving the health of the community cuts across many sections in the scoping report and cannot be achieved on its own. Related issues are:

- Housing - Availability, type, quantity and quality of the housing within the district, in appropriate locations;
- Employment – Provision of appropriate levels and types of employment in relation to skills of the local population and in appropriate locations (in view of the link between health and income);
- Transport – Access to different modes of transport, to reduce reliance on the private car (a key source of pollutants affecting health) and encourage use of more health forms of transport (particularly cycling and walking), and improving road safety;
- Landscape and Townscape – design of new developments, quantity and quality of accessible open space (to encourage greater exercise), whether design reduces fear of crime;
- Redressing inequalities – ensuring that the needs of all the community are considered.

## 15.2 Issue: An Ageing Population

### What is the Policy Context (Summary)

#### *National and regional*

15.2.1 In the Government's White Paper *Healthy Lives, Healthy People :Our strategy for public health in England (2010)* one of the commitments is to help people live longer, healthier and more fulfilling lives which has implications for an ageing population. The Department of Health publication from 2010 *A vision for adult social care: Capable communities and active citizens* sets out the Government's new direction for adult social care where there will be more choices and local care provision which will assist people living in their own homes rather than in institutions. *Equality and Excellence; Liberating the NHS 2010* further emphasised the idea that people should have choices about their own care and how and where it is to be given. As more people live for longer and their need for care is likely to increase this change in emphasis for provision will have implications for planning.

15.2.2 The Audit Commission published in 2010 a report *Under pressure – tackling the financial challenges for councils of an ageing population* which highlights the future impacts on councils of having more elderly people – not just impacting social services but other areas such as housing. It points out that relatively small investments in services such as housing and leisure can reduce or delay care costs and improve wellbeing for elderly people.

15.2.3 In 2008 the Government published – *Lifetime Homes, Lifetime Neighbourhoods* which promotes the creation of lifetime standard homes for all future housing by 2011 in order to have an adaptable housing stock to meet the needs of an ageing population.

15.2.4 The National Planning Policy Framework requires that plans consider the need for different types of housing, including for older people, and people with disabilities.

15.2.5 At a regional level '*Healthy futures - A Regional Health Strategy for the East of England 2005-2010*' published by the now disbanded East of England Regional Assembly (EERA) promoted improving the health of the region by ensuring people can live in healthy environment and recognising that at different stages in life needs are different for people. The *Regional Social Strategy 2007* by EERA had as an objective the need to promote active ageing and the need to reduce the social exclusion of older people.

#### *District*

15.2.5 South Cambridgeshire District Council's Corporate plan includes the objective to tailor our services to all ages, supporting older people and youth engagement.

### What is the Situation Now?

15.2.7 The Cambridgeshire County Council Research Group (CCCRG) mid-20011 population estimate for South Cambridgeshire is 146,910. This is 24% of the total population of Cambridgeshire. The population has increased by 12.6% since 2001.

15.2.8 South Cambridgeshire has an ageing population. The highest growth is expected to occur in the 65+ age group, from 14.8% in 2001 to nearly 29% in 2031. The biggest decline is expected to occur in the 25-39 age group, from 22% in 2001 to approximately 14% in 2031 - Annual demographic and socio-economic information report for South Cambridgeshire 2011.

**Table 3 – Showing the age profile for South Cambridgeshire and the County 2010**

	<b>55-59</b>	<b>60-64</b>	<b>65-69</b>	<b>70-74</b>	<b>75-79</b>	<b>80-84</b>	<b>85+</b>
South Cambridgeshire	8,900	10,300	7,500	5,800	4,600	3,500	2,900
Cambridgeshire	36,300	38,100	28,100	23,400	18,800	13,600	11,500

Source JSNA for Older People 2010

15.2.9 The Older Peoples Joint Strategic Needs Assessment (2010) highlights the following issues:

- People in Cambridgeshire are living longer. Between 1991/93 and 2006/08, life expectancy at birth has increased for both males (to around 78 years of age) and females (to around 82 years of age). Life expectancy at 65 has also increased to more than 17 years for men and to more than 20 years for women.
- Between 1981 and 2006, the length of time lived in good health has increased as life expectancy has increased. Healthy life expectancy at birth has increased 4.1 years for males and 3.8 years for females to 68.5 years and 70.5 years respectively. People are also living longer in poor health. English males aged 65 can expect to spend 4.4 years in poor health and English females 5.4 years.
- Most older people are in good health but the number of frail older people is increasing.
- Older people comprise a higher proportion of the population in rural areas than in urban. This proportion is expected to increase.
- The relationship between income and health is strong. Poverty of income is related to being single, a low level of pensions and being out of the labour force. In Cambridgeshire, around a third of older people live alone, and around a fifth claim pension credit which is available to those on low incomes and an indicator of poverty. Nationally, around 3% of people of pensionable age are in full time employment.

15.2.10 The JSNA found that fewer than 30% of people felt that residents within Cambridgeshire are given the support they need to live at home as long as they want - this ranges from 25% in Cambridge City to almost 30% in South Cambridgeshire. It is therefore relevant to consider the provision of specialist housing for the elderly and access to services and facilities to help them stay independent. Lifetime homes are those that have features that enable people with different needs to be able to live in them and to be capable of providing for resident's needs at different stages in their lives. If more homes were built to this standard then elderly people would not have to move when their needs changed as they got older because the home could be easily adapted. There is a lack of information of how many existing lifetime homes there are within the district.

15.2.11 88% of older people in Cambridgeshire are satisfied with both their home and neighbourhood according to the JSNA. Within Cambridgeshire, older people are most likely to be satisfied with their neighbourhood in South Cambridgeshire (92%) and least likely in Fenland (82%).

- 15.2.12 In the Regional Lifestyle survey carried out as part of the Place Survey in 2008 the Cambridgeshire Older People's Reference Group stated that older people in Cambridgeshire are most concerned about:
- Income
  - Transport and social inclusion
  - Access to information on services and activities
  - Housing, including help in the home
- 15.2.13 The Cambridgeshire Older People's survey found that income, ability to travel, the availability of physical activities and access to information are important concerns for the elderly in the county. In planning for the needs of the elderly in the future, consideration will have to be given to the location of recreation facilities that they may wish to use and how they travel around the district to access these and other services so that they have choices.
- 15.2.14 Many older people keep relatively healthy. However in the future as people live to greater ages there will be more frail people that will make increased demands on the health service and have a need for care.
- 15.2.15 The population aged 85 and over is the fastest growing age group in the entire UK population. Their numbers have risen by nearly 680,000 in the last 25 years, reaching 1.3 million in 2007. Today the population aged 85 and over represents 2.1% of the total population of the UK. By 2033, the number of people aged 85 and over living in the UK is projected to increase to 3.3 million. These are the findings in the Joseph Rowntree Foundation report - Demographic issues, projections and trends: Older people with high support needs in the UK (October 2010).
- 15.2.16 The Joseph Rowntree Trust found that a third of adults aged 65 to 74 and a half of adults aged 75 and over report a limiting long-standing sickness or disability. For those aged 65 to 74 the proportion with a limiting long-standing illness or disability increases as income decreases. The differences in income are less for those 75 and over. This has implications for South Cambridgeshire where the average income is relatively high compared to other districts within the County and therefore it will be those over 75 who are more likely to have increased disability and their needs will have to be considered. The 2011 census has included more questions about the levels of disability, which may be useful in planning for the elderly. It is estimated that there will be a 75% increase between 2006 and 2021 in the percentage of the population aged 65+ with dementia in South Cambs – the highest increase of any district in the county.
- 15.2.17 The Intergenerational Foundation published a report in October 2011 called Hoarding of Housing in which they claimed there are 25 million surplus bedrooms in under-occupied houses in England and that under-occupation has increased from 20% of all households to about 33% according to the English Housing Survey. It suggests that older people are staying in their family houses that are likely to be too big for their needs and that the younger generation cannot afford to buy house. Its solution is that there should be encouragement for people aged 65+ to downsize to free up larger properties for families.
- 15.2.18 There is a lack of information about the implications of the increase in the statutory retirement age, which could result in a need to provide different types of employment to meet the needs of these older workers that must now remain in employment to an older age.

15.2.19 South Cambridgeshire District Council has set up a project called Ageing Well, which with other partners including Cambridgeshire County Council, NHS Cambridgeshire, Age UK Cambridgeshire and Care Network Cambridgeshire is considering the needs of the older people within the district.

**What will be the situation without the plan?**

15.2.20 National planning policy identifies the need to plan for the needs of an area taking account of demographic trends. However, without considering the specific needs of the elderly, the particular needs of this section of the population in South Cambridgeshire could be overlooked.

**What are the Key Sustainability Issues and Problems?**

15.2.21 The key sustainability issues are that there is an aging population that will place particular demands on health services and be increasingly reliant on public transport. They will also have particular residential needs, particularly if they are to be enabled to live independently within the community, such as homes that are adaptable to suit the different needs of residents at each stage in their lives.

15.2.22 Therefore, a key sustainability issue for the Sustainability Appraisal and for the Local Plan will be to redress inequalities, accessibility to key local services, and meeting housing needs related to an ageing population.

**Cross cutting issues**

*Housing*

15.2.23 The ageing population will need specific housing that meets their needs. The need for care homes and adaptable housing is considered in the Housing section.

*Accessing services*

15.2.24 The older population have a greater need to access health and support facilities and may need different forms of transport for them to access services in local villages or to get into larger centres. They may therefore be disproportionately affected by lack of services, facilities and transport available in smaller villages. This is addressed in the rurality issue in the Inclusive communities theme, and in the Transport theme.

*Accessible Design*

15.2.25 Developments should create inclusive environments, that can be used by everyone regardless of age, gender or disability.

## 15.3 Issue: Availability and Access to Health Services in the Rural Area

### What is the Policy Context (Summary)

#### *National and County*

- 15.3.1 The National Planning Policy Framework (NPPF) states that the planning system can assist in to create 'strong, vibrant and healthy communities by creating a good quality built environment, with accessible local services that reflect community needs and support well-being'. Planning should aim to deliver the right community facilities, schools, hospitals and services to meet local demand by planning for future provision.
- 15.3.2 Rural areas have particular problems when it comes to the accessibility of local services and the NPPF states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby.
- 15.3.3 A series of Government white papers have emphasised the need for people to have choices in health services and that where possible this care should be provided within the community. The 2006 White Paper '*Our health, our care, our say: a new direction for community services*' promoted greater choice for patients and aimed to tackle inequalities and improve access to community services; and increase support for people with long-term needs to live independently.
- 15.3.4 '*A vision for adult social care: Capable communities and active citizens*' published in 2010 outlines how care and support should be delivered in a partnership between individuals, communities, the voluntary and private sectors, the NHS and councils - including wider support services, such as housing. In future planning for communities planners must consider how and where opportunities can be provided for people to live healthier lives whether by providing the right sort of housing or increasing access to health services or to open space.
- 15.3.5 In the 2010 White Paper, '*Equity and Excellence: Liberating the NHS*' the Government set out its long term plans for the National Health Service. One of the key goals in this is for GPs to take over the commissioning role for patient's health care services rather than it being done at a regional level. They will set up in 'Clinical Commissioning Groups' (CCGs) that will be responsible for designing local health services in England. This will make a commissioning system that is more sensitive to the needs of patients. Cambridgeshire is leading the way in this because it is one of the Pathfinders that will begin this commissioning in April 2012.

#### *County and District level*

- 15.3.6 The *Cambridgeshire Health Inequality Strategy* 2010 highlights how to improve access for all the community to facilities such as health centres and open space that improve health and well being especially to the disadvantaged groups in the community and to ensure that new inequalities are not created with the new housing that is planned in the county.
- 15.3.7 The *Rural Strategy for Cambridgeshire* produced by Cambridgeshire ACRE in 2010 is a plan for the future viability of the County's rural areas. Given the rural character of South Cambridgeshire much of the priority actions set out to achieve

improvements to rural life are relevant to this district. These include actions to improve provision for access to local health and social care.

15.3.8 South Cambridgeshire District Council's Corporate Plan includes actions to deliver integrated community transport, and to work with local health partnerships to improve public health needs.

15.3.9 The *Single Equality Scheme* 2011 considers rurality as a particular issue in equality for South Cambridgeshire highlighting the fact that the district is a rural one with no towns. It states that rural transport and access to services can be a problem for some within the community and that the Community Transport Strategy developed by the Council caters particularly for the elderly.

## What is the Situation Now?

15.3.10 In rural areas like South Cambs services are often concentrated in larger order villages and for many people the access to these facilities can be limited by their access to different forms of transport. It was found in the South Cambridgeshire Village Services and Facilities Study 2012 that 21 settlements within the district have a doctor's surgery or health centre within their boundaries. This means that in the 82 other villages people have to travel in order to access medical facilities. The Transport theme notes the limitations of public transport in much of the district, and 13% of households in South Cambs are without a car (in Cambridgeshire nearly a fifth of households do not have access to a car or van (2001 Census))

15.3.11 Particular groups of society, such as children and young people (2001 Census shows 23% are aged under 18), older people (7% over 75) and people with disabilities face discrete transport problems including access to after school activities and further education, safety issues and access to the public transport system. Improving transport has an important role to play in reducing social exclusion, improving accessibility and helping people to live independent lives, but the location of services and choices as to how they are provided often have significant transport impacts. Different groups in the county face a variety of transport problems, for example children and young people often rely on parents to provide transport where cycling, walking and public transport opportunities do not exist.

15.3.12 The Transport theme notes the limitations of public transport in much of the district, and within Cambridgeshire nearly a fifth of households do not have access to a car or van (2001 Census) (in South Cambs 13% households). In addition, 41% of households in the district had 2 or more cars, compared to the County figure of 34%. The Transport theme considers issues around access and modal choice, including travel for work.

15.3.13 In the Joint Strategic Needs Assessment for Older People it is highlighted that the ability to travel is one of the concerns of elderly people and this will impact on the accessibility of health facilities if there is no transport available for older people.

15.3.14 The New Communities JSNA (2010), which explores health and new communities, has made the following observations:

- People who move into new developments can have very different population characteristics to the surrounding area.
- Initial populations tend to have a young age structure, with many young couples and young children, and very few older people.
- Population age structures change markedly over time as developments mature, with children and adults ageing and the age structure gradually becoming older and more similar to the surrounding population. This process may take as long as 30 years.
- Type of tenure is important, as more children tend to live in social housing than market housing. Building specific types of properties, such as retirement or sheltered housing, can bring specific population groups to a development which can help create a more balanced community in the initial phases.

15.3.15 With the introduction of Clinical Commissioning Groups (CCGs) it is likely that there will in future be a change in the provision of higher order health and medical facilities, which may be made available at a more local level, reducing the need for "routine" hospital trips. However since these groups only came into action in April 2012 their

commissioning intentions are unclear and it is difficult to predict the impact of this change to health service provision. In addition the local GP practices have grouped together and catchment areas have been defined that do not necessarily follow local authority or ward boundaries.

**What will be the situation without the plan?**

15.3.16 The provision of health services without local policies could be planned by the CCGs without reference to the future demands of new development areas within the district. Local planning would give the opportunity for South Cambs District Council to work together with health providers to provide the most effective network of health facilities taking into account future housing development and where future demand may be as well as local needs of the rural population.

**What are the Key Sustainability Issues and Problems?**

15.3.17 Within the District only larger villages provide health facilities, with residents in smaller villages having to travel to obtain services. Public transport services are limited in many smaller villages, which may create problems for less mobile groups, such as older people, to access health services.

15.3.18 A key sustainability issue for the Sustainability Appraisal and for the Local Plan will be to consider accessibility to key local services, particularly by means other than the car.

15.3.19 With the emphasis from Government that residents should have a genuine choice about health services, consideration will need to be given to how any changes in services will affect a rural district such as South Cambridgeshire and planning for future development. It is likely that in future the pattern of provision will alter with an increased emphasis on locally available higher order medical and other services, with the local health centre providing a wider range of services for their local community.

15.3.20 Through Plan making the Council will need to continue to work with partners to ensure that the distribution of existing and new local GP health services best serves both existing communities and also the new residents who will be living in new development in the district, including the new town of Northstowe and the extensions to Cambridge.

15.3.21 The changing population profile of new communities over time will also be an important factor to take into account in planning major new developments. This is important because the age structure is a key factor for planners and service providers as it affects requirements for services such as education, health, leisure, arts and sports facilities. It influences household composition and therefore the overall size of a new development's population.

**Cross cutting issues**

Access to different modes of transport

15.3.22 Transport planning can enhance health by promoting active transport (such as cycling and walking), facilitating social interaction, improving access to green spaces, fresh food and other amenities as well as services that promote health. This is considered in the Transport section.

## 15.4 Issue: Healthy Lifestyles

### What is the Policy Context (Summary)

- 15.4.1 The National Planning Policy Framework addresses the importance of access to open space to promote the health and well being of a community and states that local authorities should set locally derived standards for the provision of open space, sports and recreational facilities after they have assessed the quantity and quality of what is available within their area. Local communities can identify land in local or neighbourhood plans that is special open space to their area to be known as Local Green Space.
- 15.4.2 In 2004 Sport England published '*Making England an Active and Successful Sporting Nation: A Vision for 2020*', which also promoted the benefits of recreation and sport to improving the health and well being of individuals. The importance of safe places to play for young people is included in the *Children's Plan 2007* as well as ensuring that children and young people have the opportunity to achieve their potential both in school and outside.
- 15.4.3 The *NICE public health guidance 8, 'Promoting and creating built or natural environments that encourage and support physical activity'* gives 10 evidence-based recommendations on how to improve the physical environment to encourage physical activity. It demonstrates the importance of such improvements and the need to evaluate how they impact on the public's health.
- 15.4.4 The 2004 White Paper '*Choosing Health: Making healthy choices easier*' wanted individuals to make informed choices about healthy living by eating, drinking and exercising more sensibly.
- 15.4.5 The particular health issue of obesity was considered by the Government in *Healthy Lives Healthy People – A call to action on obesity in England. 2011*. This sets out how the new approach to public health will enable effective action on obesity and encourages a wide range of partners to play their part including local authority planners in creating the opportunities for future healthy communities. The role that planning could play was considered in the *Healthy Weight, Healthy Lives: A Cross Government Strategy for England 2008*. This document highlighted the need for local authorities to manage the proliferation of fast food outlets as means of combating their known adverse impact on community health. In particular such management should be scaled up around schools and parks so that young people do not have easy access to unhealthy food.
- 15.4.6 *Cambridgeshire Obesity Prevention and Management Strategy* is a strategy to provide policy framework and action plan to reduce obesity within the county. Among its key actions are the need to influence public policy in healthier food choices by improving people's diets by discouraging fast food and encouraging communities to grow their own food by the provision of allotments and to build physical activity into people's lives by encouraging walking and cycling and providing open space for recreational uses.

## **What is the Situation Now?**

15.4.7 According to the 2008 Place Survey South Cambridgeshire's residents were the most satisfied with their local area as a place to live out of all the Districts within Cambridgeshire. Levels of health services were viewed as the most important things in judging whether a place is good to live in. 73.9% were satisfied with parks and open space provision.

### *Sports and recreation*

15.4.8 The 2011 Health Profile for South Cambridgeshire shows that the percentage of the adult population in the district that is physically active (12.3%) is close to the national average (11.5%). However the statistics for children's and young people's health and lifestyle shows that within the district the level of physically active children is slightly below the national and regional average. (52.8% compared to 55.1% nationally)

15.4.9 All nine of the Village Colleges within the district have sports centres which are used by the local community. Services are also provided by Bottisham Village College, which although out of the district is the catchment school for many children living in the eastern part of South Cambridgeshire.

15.4.10 Major Sports Facilities Strategy produced by Cambridgeshire Horizons in 2005 and updated in 2008 by Sports England outlined the needs for a range of facilities within the Sub-region to serve the existing and future residents of the new growth areas within the district. It identifies a range of opportunities for facilities in South Cambs, focused on the major developments (see Appendix 1).

### *Access to public open space*

15.4.11 The Council carries out an audit and assessment of need for open space in 2005, and this has recently been updated. The study was prepared in consultation with Parishes, Sports Clubs, and governing bodies, and highlighted the importance of open space facilities. It identifies the quantity and quality of facilities available, and that there is a shortage of some types of open space in many villages in the district.

15.4.14 The Council has adopted an Open Space in New Developments Supplementary Planning Document, to support delivery of adopted policies in the Development Control Policies DPD. It details accessibility and quality standards the Council seeks to achieve through new developments.

### *Access to Green Infrastructure*

15.4.15 Larger areas of open space that serve a wide area such as natural green spaces, green corridors and parks and gardens provide an important source of informal recreation. The protection and development of this higher order open space is considered in the Green Infrastructure Strategy for Cambridgeshire, which has been produced in partnership with Cambridgeshire Horizons and all the District Councils within the County. The strategy identifies that in many areas of the District access to various scales of large-scale countryside open space is limited. Note: Green Infrastructure Issues have been addressed primarily in the Biodiversity Theme.

### *Opportunities to improve diet*

15.4.16 As part of a healthy diet people are increasingly growing their own food or being keen on knowing where food was grown. Within the villages in South Cambridgeshire there are many allotments and orchards that are valued by the local community. 64 parishes have allotments according to the survey of facilities carried out by Cambridgeshire Action with Communities in Rural England (ACRE) in 2010. Given the rural nature of the district and relatively limited number of fast food outlets in our villages, the proliferation of fast food outlets near to schools is not a particular problem in South Cambridgeshire. The issue has been explored further in the recent update of the Council's Open space Study.

**What will be the situation without the plan?**

15.4.17 Without the plan, national planning policies would apply, giving protection for facilities which are not surplus to requirements. However, policies would not establish local standards which identify local need in terms of quantity and quality of new open space.

**What are the Key Sustainability Issues and Problems?**

**Access to Open space**

15.4.18 Open space provision varies across the district, but many villages do not meet the Council's existing standards for sport and play space provision. Access to attractive and accessible open space is important for enabling healthy lifestyles, and encouraging people to take exercise. Where there are higher densities within housing developments and smaller gardens attached to properties there is increased importance of communal open spaces and access to good quality public open space. In view of current trends for less activity in young people, it is particularly important to ensure there are opportunities for children to be able to participate in physical activities close to where they live, as the evidence is indicating that children are participating less in formal activities at school. The plan will need to consider retention of facilities where they are needed, and establish local standards for the provision of open space to meet the needs of new developments.

15.4.19 Evidence suggests that provision of allotments varies across the district. There may be opportunities through new development to deliver additional provision to meet the needs of new communities, and provide positive support to live healthy lifestyles.

15.4.20 Therefore, a key sustainability issue for the Sustainability Appraisal and for the Local Plan will be to improve the quantity and quality of publicly accessible open space.

**Cross cutting issues**

**Accessibility and Transport implications**

15.4.21 Transport planning can enhance health by promoting active transport (such as cycling and walking), enabling people to incorporate activity into their daily lives facilitating social interaction, improving access to green spaces, fresh food and other

amenities as well as services that promote health. This is considered in the Transport theme.

#### Green Infrastructure

15.4.22 Green Infrastructure can support active lifestyles, support good mental health, inspire learning, and create a sense of community. It also has a range of wider benefits. Its delivery is addressed primarily in the Biodiversity theme.

## 15.5 Issue: Reducing Crime and Fear of Crime

### What is the Policy Context (Summary)

- 15.5.1 Good planning can contribute to crime prevention and the creation of safer places. This was highlighted in the 2004 Government document *Safer Places – The Planning System and Crime Prevention*. This document tackled the subject of crime and the fear of crime to create well-designed, sustainable communities.
- 15.5.2 The National Planning Policy Framework requires that planning policies should aim to ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.
- 15.5.3 The *Local Policing Plan for Cambridgeshire* has an objective to reduce repeat anti-social behaviour and to build effective partnerships.
- 15.5.4 At a district level the Council's Corporate Plan identifies promoting community safety and cohesion as a key approach.

### What is the Situation Now?

- 15.5.4 According to the 2008 Place Survey South Cambridgeshire's residents were the most satisfied with their local area as a place to live out of all the Districts within Cambridgeshire. Levels of crime and health services were viewed as the most important things in judging whether a place is good to live in. 73.9% were satisfied with parks and open space provision.

### Crime and fear of crime

- 15.5.5 There were 41.4 crimes per 1000 population within South Cambridgeshire in 2010 – which is an 11.2% reduction from 2009. This compares to 65.5 crimes per 1000 at county level - a 7.37% reduction from 2009.

**Table 3 - Total police recorded crime by Crime and Disorder Reduction Partnership area, 2009-10.**

District	2009-10	2010-11	% change	2011-12	% change
South Cambridgeshire	5909	4785	-19%	4850	1%
Cambridge City	13850	12887	-7%	11337	-12%
East Cambridgeshire	3481	3090	-11%	3546	15%
Fenland	6868	6271	-9%	6241	0%
Huntingdonshire	8567	8382	-2%	7929	-5%
Cambridgeshire County	38675	35415	-8%	33903	-4%

Source: [Cambridgeshire Atlas: Crime & Community Safety](#)

**Table 4 - Number of recorded crimes per 1,000 people**

	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
<b>South Cambridgeshire</b>	59.2	57.0	48.5	43.6	49.9	49.2	45.5	41.4	35.3	32.3
<b>Cambridgeshire</b>	90.9	93.6	79.2	73.5	74.9	72.8	71.5	65.5	62.3	82.2

Source: Cambridgeshire Constabulary

15.5.6 The Annual demographic and socio-economic report for South Cambridgeshire produced by the County Council Research team states that within the district for the majority of crime types there has been a significant improvement. The most common crime in 2010 was violent crime (48.1%) followed by drug-related crimes (19%). South Cambridgeshire is the only district within the County to have seen an increase in burglary counts over the last 5 years. ‘ This is an area of concern because, despite there being significantly less instances, the cost of the crime – both financially and emotionally to the victim – is significantly higher.’

**Table 5 - Percentage of residents feeling safe after dark**

	Quality of Life Survey		Place Survey
	2003	2006	2008
<b>Cambridge</b>	45%	45%	53%
<b>East Cambridgeshire</b>	57%	56%	64%
<b>Fenland</b>	47%	43%	46%
<b>Huntingdonshire</b>	59%	58%	60%
<b>South Cambridgeshire</b>	69%	64%	71%

Source: Quality of life / Place Survey

15.5.7 Within the district, although levels of crime are lower than the county average the fear of crime is disproportionately high when compared to the actual rate of crime, particularly in the younger and older populations. Both the Quality of Life and the Place Survey are surveys that are no longer carried out and therefore the community’s perception of fear after dark is no longer surveyed.

**What will be the situation without the plan?**

15.5.8 Whilst national policy to design out crime would apply, the opportunity to provide local policies to emphasise the importance of creating environments that residents feel safe in would be missed.

**What are the Key Sustainability Issues and Problems?**

15.5.9 The level of crime within South Cambridgeshire is relatively low compared to both the county and national levels but people's perception of the fear about crime and anti-social behaviour is in contrast relatively high. Planning can seek to reduce this perception through seeking good quality design, ensuring for example that the layout and design of future buildings, parking provision and related landscaping that the atmosphere created in these areas is one that people feel safe in.

15.5.10 A key sustainability issue for the Sustainability Appraisal and for the Local Plan will be to seek to reduce and prevent crime and reduce fear of crime through the design of new developments.

**Cross cutting issues**

15.5.11 Landscape and Townscape – Achieving good design and places that work well must encompass measures to reduce crime and fear of crime.

## 15.6 Sustainability Appraisal Framework

15.6.1 Taking account of the relevant plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration of the Local Plan.

15.6.2 To expand on the central focus of each objective (as they are high-level) the SA Framework includes a series of questions for use when applying the SA Framework to the assessment of proposed policies.

**Table 6: Sustainability Objectives regarding Healthy Communities**

<b>Sustainability Objective</b>	<b>Decision Making Criteria</b>	<b>Indicators</b>
Maintain and enhance human health	Will it promote good health, encourage healthy lifestyles, and reduce health inequalities?	Life expectancy at birth  % of residents with a long-term illness (Census data)
Reduce and prevent crime and reduce fear of crime	Will it reduce actual levels of crime, and will it reduce fear of crime?	Number of recorded crimes per 1000 people  Percentage of people feeling safe after dark
Improve the quantity and quality of publically accessible open space.	Will it increase the quantity and quality of publically accessible open space?	Hectares of Outdoor Sport and Play per 1000 people

## **16. INCLUSIVE COMMUNITIES - HOUSING**

A key aspect of achieving inclusive communities is ensuring everyone has access to good quality housing that meets their particular needs at different stages in their lives. This Theme addresses:

- Achieving delivery of housing
- Providing housing in the right locations
- Affordability of housing
- Right mix of type and size
- Meeting particular housing needs
- Making the most of the existing housing stock
- Meeting accommodation needs of Gypsy and Travellers.

## **16.1 Issue: Achieving Delivery of Housing**

### **What is the Policy Context (Summary)**

#### *National*

- 16.1.1 Over the last decade there has been a clear recognition by central Government that there are major challenges relating to housing in the UK. A number of white papers and research have been published on the subject.
- 16.1.2 The Government through the Localism Act intends to revoke all regional spatial strategies including the East of England Plan and as a consequence all regional housing targets are to be abolished and in future all housing targets will be set locally in district councils' local plans.
- 16.1.3 In the latest reforms to planning, the Government in the National Planning Policy Framework (NPPF) requires that every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities.
- 16.1.4 The NPPF states that the planning system can increase the supply of housing by providing an evidence base of housing need in an area and by identifying and maintaining a rolling supply of specific deliverable sites sufficient to provide five years worth of housing for the local authority area, plus an additional five or twenty percent depending on the circumstances of the district. The Strategic Housing Market Assessment (SHMA) is pointed to as a particularly important aspect of the evidence base.
- 16.1.5 Also a local plan should identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15. A housing trajectory should be produced to show how housing will be delivered and also a housing implementation strategy.
- 16.1.6 The Government in *The Housing Strategy for England* published in 2011 sets out a series of reforms to 'get the housing market working again'. It highlights the changes that are being proposed in planning that will help to achieve their objective of more houses. It recognises that housing is crucial to social mobility, health and wellbeing and that getting house building moving again is crucial for economic growth – for every new home built up to two new jobs are created for a year.

#### *Regional, Sub-regional and County*

- 16.1.7 The importance of housing has also been recognised at the regional and county level through the identification of the Cambridge Sub Region as a functional area with a nationally important and successful economy focused on high tech and

biotech industries and linked to Cambridge University. The continued economic growth of the region generates the need for more housing to support the new jobs created.

16.1.8 The current growth focused development strategy was established in the Regional Planning Guidance for East Anglia 2000 and developed in the *Cambridgeshire and Peterborough Structure Plan 2003*. The plan set a housing target for South Cambridgeshire of 20,000 new homes between 1999 and 2016 to support the local economy an average rate of 1,176 dwellings per year. At that time it was forecast that in-migration would account for 80% of population growth in South Cambridgeshire and therefore the housing target is inherently linked to the success of the local economy in this jobs-led strategy.

16.1.9 This continued focus on growth was reflected in the *East of England Plan 2008*, which set a target of 23,500 for the period 2001 to 2021, an average target of 1,175 dwellings per year.

16.1.10 The review of the regional plan, the *draft East of England Plan >2031*, reached the submission stage in 2010, but will no longer be progressed due the abolition of regional level plans in the Localism Act 2011. At a county level the Cambridgeshire local authorities commissioned the *Cambridgeshire Development Strategy* (2009) to inform the review of the Regional Spatial Strategy. It included comprehensive forecasts of economic and housing growth to 2031 and considered different options for the future growth strategy for the county. The study concluded that that current development strategy would now provide for the housing needs of Cambridgeshire for 20 years while the economy recovers from the recession. The Council supported the draft regional plan.

UPDATE: New growth forecasts have been prepared as part of updating the *Strategic Housing Market Assessment (SHMA)*, which are explored later in this chapter.

16.1.11 The *People Places Homes - Regional Housing Statement* (2010) produced by the now disbanded East of England Regional Assembly outlined the wide range of challenges facing housing within the region including the need to increase housing supply and the need to support rural communities by providing new housing. The *Cambridge Sub-regional Housing Statement 2011* re-emphasised these issues at the sub-regional level.

#### *District*

16.1.12 The *South Cambs Housing Strategy 2012* considers the range of housing issues in the district with the aim of having decent homes for all the community to meet all their various needs.

#### **What is the Situation Now?**

16.1.13 The Council's existing Core Strategy proposes that the Council will make provision for 20,000 new homes in the district during the period 1999 to 2016. This

figure is from the Cambridgeshire and Peterborough Structure Plan 2003, in which planned growth in housing was linked to forecast growth in jobs within the region. Structure plans have already fallen away and the Localism Act is now to revoke regional plans and therefore housing targets will be set locally in future through Local Plans.

16.1.14 In 2001 there were 52,300 households in South Cambridgeshire and it is estimated that by 2009 this had increased to 59,800 (South Cambridgeshire Report 2011, County Council Research Group), which is a 14% increase. The SHMA includes information on the future projections for population and households within the Cambridge Sub-Region up to 2021 which are based on figures for growth included in the Regional Spatial Strategy (RSS) which has now been superseded. The SHMA forecast will be updated for the period to 2031 (see SHMA 2012).

16.1.15 The latest comprehensive forecasts of jobs and housing provision in the Cambridge Sub Region were undertaken in 2008, as part of work towards the review of the East of England Plan covering the period to 2031. The local authorities in Cambridgeshire commissioned the Cambridgeshire Development Study, prepared by consultants WSP in association with Pegasus Planning, SQW Consulting and Cambridgeshire Econometrics. The study took account of the effects of the recession as they were understood at that early stage. It concluded that the current development strategy for Cambridgeshire commits land for enough housing to provide for a period of 20 years as the economy recovers. It also concluded that across the County, the rate of increase in employment is likely to be very much slower than has occurred 2001-2008. An overall reduction in employment was expected in the period 2008-2010 before any growth resumes, with significantly lower annual rates of jobs growth taking place to 2030 compared with the East of England Plan (2008) rate to 2021. It identified that South Cambridgeshire is broadly in balance for jobs and homes, with slightly more homes than jobs, but that there are parts of the district that have higher population densities not balanced by the lower employment opportunities which would result in significant out commuting. It advised that further consideration should be given to the employment prospects for jobs and economic drivers for growth and to then consider the associated dwelling numbers to match with this and the infrastructure and supply constraints associated with this.

16.1.16 All the Cambridgeshire Authorities agreed in November 2010 to a joint interim statement that confirms their joint commitment to the existing growth strategy for planning in the County. However, it recognised that with factors such as fragile economic growth, the need to rebalance the economy towards the private sector, changing demographic pressures, the challenges of climate change, uncertainty over infrastructure provision and the then emerging proposals for the Greater Cambridge and Greater Peterborough Local Enterprise Partnership, there remains a need to keep the strategy under review. The joint development strategy statement was updated and endorsed by all the Cambridgeshire and Peterborough authorities in 2012.

16.1.17 The Cambridgeshire Development Study had concluded that the housing proposals South Cambridgeshire has in its adopted Core Strategy are broadly

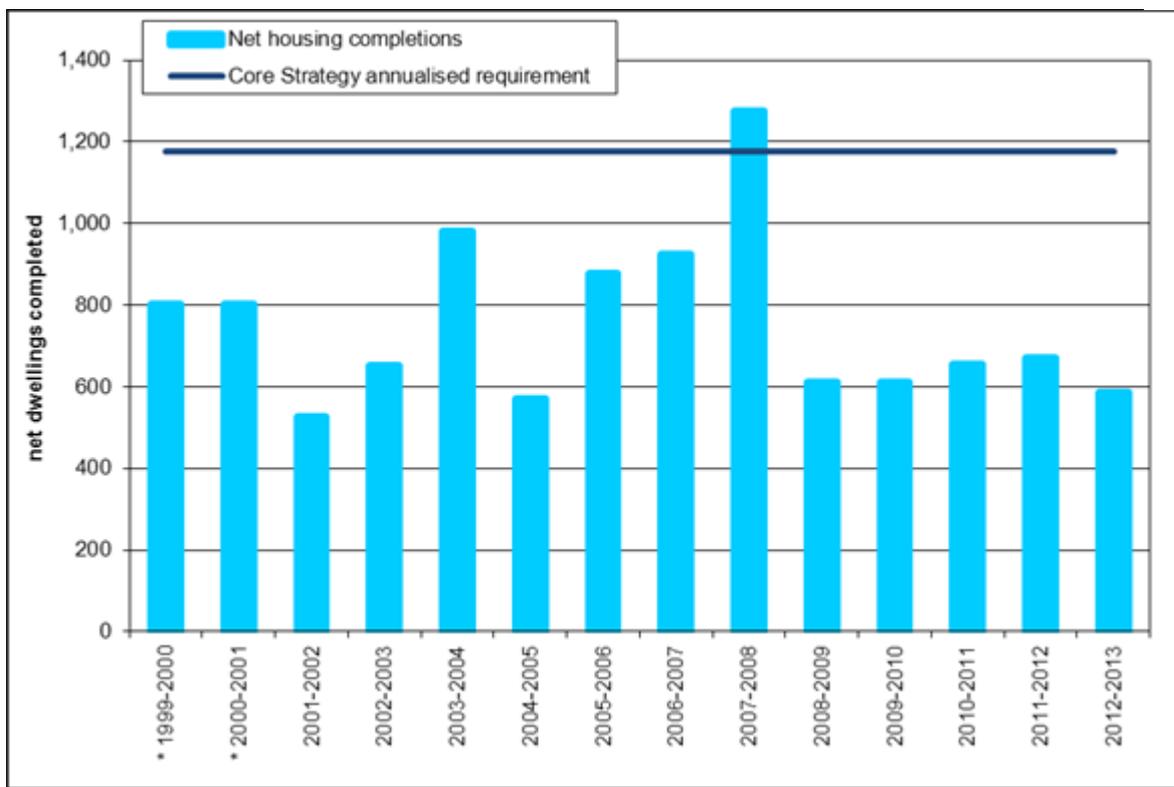
sufficient to meet needs in the area for around 20 years. This conclusion is also supported by detailed evidence on housing provision and housing land supply. Housing completions had built up to, and had exceeded, the Core Strategy average annual requirement by 2007-2008 without the benefit of the new major sites allocated in the LDF. It is reasonable to assume that the high levels of delivery would have been maintained and exceeded if the economy had continued to grow and as the major sites came forward. However, the recession in 2008 had a significant effect on housing completions, which dropped significantly in 2008-2009, by half compared with the previous year's peak, and by almost 40% on the average of the previous 3 years. Housing completions have remained at similar levels over the last couple of years, at around 610 dwellings, with relatively modest increases in 2010-2011 and 2011-2012.

16.1.18 At the same time, there is a good supply of sites with planning permission that could be built or be built faster if the market would support it, a total of 2,749 dwellings at March 2011, a much smaller drop of 17% on pre-recession levels compared with the drop in completions. In addition to sites with extant planning permission, land for almost 14,400 dwellings is allocated in the adopted Local Development Framework.

16.1.19 Good progress is now being made on bringing forward planning applications for the major sites, and pre-application discussions are in progress on a number of other allocated sites. It is therefore considered that there is a good level of housing land supply that can be delivered when the market will support it.

The following table indicates how many dwellings have been completed annually.

Net additional dwellings completed (South Cambs AMR 2012-2013 - Indicator CO-H2a and Indicator CO-H2b)



\* For the period 1999-2001, data is only available for a two-year period; this figure has been split evenly across the two years on the graph.

Source: Research & Monitoring – Cambridgeshire County Council

16.1.20 In 2009 the Council appointed consultants PACEC to undertake an assessment of the South Cambridgeshire economy. The findings of this assessment confirmed the economic slowdown and the anticipated slow recovery of the South Cambs economy and therefore future provision for housing would be less to match the lower expectation of future jobs.

16.1.21 The Cambridgeshire Development Study informed that review of the RSS and the figures included in the draft East of England Plan >2031 are known as the Option 1 targets. The Option 1 figures propose an average annual provision of 1,050 dwellings over the period 2011-2031 for South Cambridgeshire. Government guidance to local authorities is that they can use these figures if they decide to revise housing targets in their adopted local plans since any regional plans are to be abolished through the Localism Act. The Council has decided that the housing target in its Core Strategy is now out of date and that the Option 1 targets are the most appropriate for South Cambridgeshire pending the preparation of the new Local Plan.

UPDATE: The Cambridge Sub Region SHMA 2012<sup>1</sup> identifies the objectively assessed need for housing in South Cambridgeshire and all other districts in the Cambridge Sub Region housing market area for the period 2011-2031 (chapter 12). The SHMA considers jobs forecasts as a key part of the analysis of the overall number of homes required to meet the development needs of the area for the period 2011 to 2031. It draws on the forecasts which were included in the Summer 2012 Issues & Options consultation as well as later forecasts based on the 2011 census. It identifies the objectively assessed need for 22,000 additional jobs and 19,000 new homes in South Cambridgeshire.

#### **What will be the situation without the Plan?**

16.1.22            16.1.24 As the Localism Act means that there is no longer a regional level of planning, the situation without a local plan would be to have no target set for new housing in a statutory plan. Planning for the future provision of an appropriate level of housing is essential to support the local economy and without a plan it could be that housing is not delivered to meet the local housing needs and this could impact on the local economy.

#### **What are the Key Sustainability Issues and Problems?**

16.1.23            The district has had a high level of housing requirement over a number of years as a result of the jobs led development strategy and providing homes to support those new jobs. In setting the current strategy it was estimated that 80% of new population growth would be in-migration. The housing requirement is therefore closely related to the performance of the local economy. The recession has slowed jobs growth and the current development strategy is now forecast to last about 20 years. A key issue for the Sustainability Appraisal and the Local Plan will be identification and delivery of an appropriate amount of housing in the future to meet local housing need and to support the growth in the local economy in the Cambridge Sub Region.

#### **Cross Cutting Issues**

##### **Good Design**

16.1.24            It is important that there is good design for the new housing within the district to ensure that the district remains a good place to live that is also attractive to the businesses that contribute to the areas economic success. This is considered in the landscape and townscape theme. Related to design, housing density is addressed in the Land and Soil theme.

##### **Healthy Communities**

16.1.25            The Prevention Joint Strategic Needs Assessment suggests that a common theme is how the current economic climate is perceived as affecting people's health, including through lack of housing, which is seen as having a negative effect upon health.

<sup>1</sup> <http://www.cambridgeshireinsight.org.uk/housing/current-version>

## **16.2 Issue: Providing Housing in the Right Locations**

### **What is the Policy Context (Summary)**

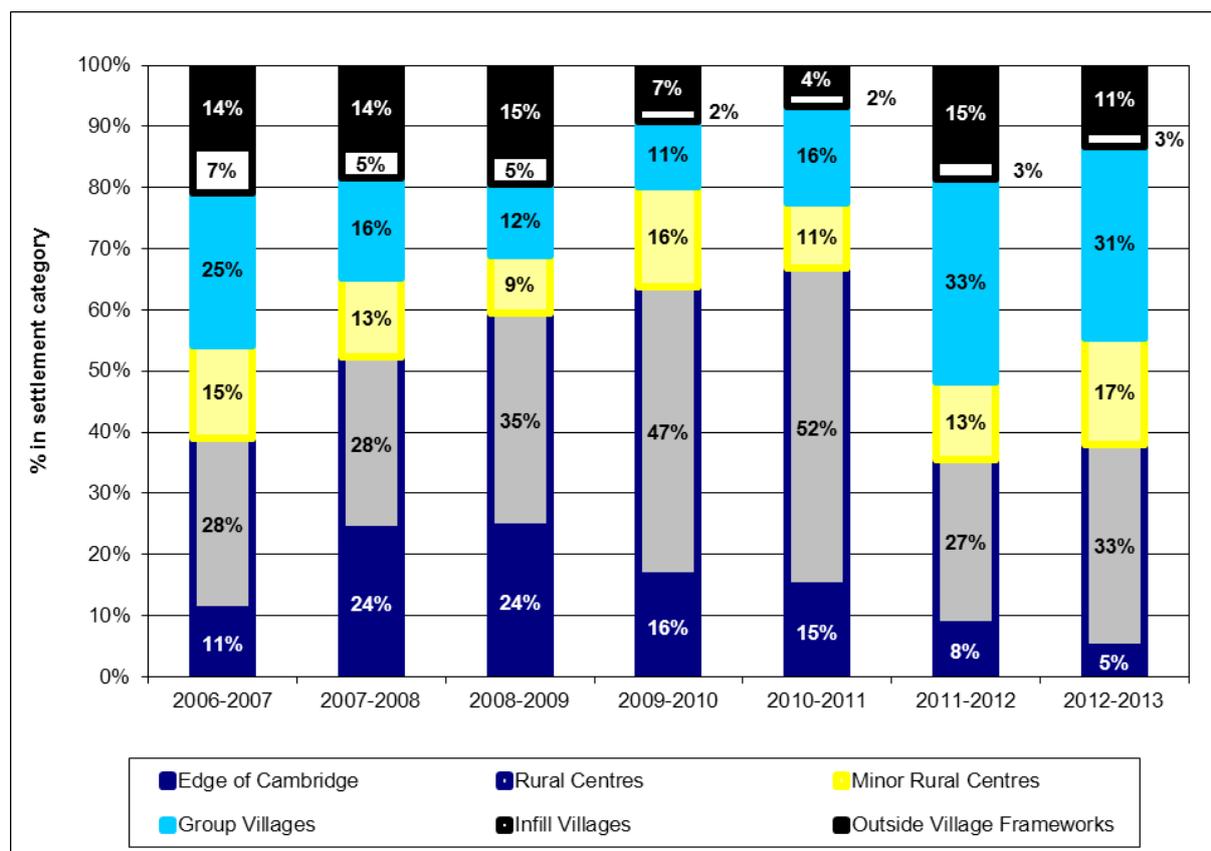
- 16.2.1 The National Planning Policy Framework (NPPF) sets out the purpose of the planning system as being to contribute to the achievement of sustainable development. It also addresses how the planning system can assist in achieving a core Government objective to create ‘strong, vibrant and healthy communities by creating a good quality built environment, with accessible local services that reflect community needs and support well-being’. A core planning principle is that “planning policies and decisions should actively manage patterns of growth to make the fullest use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable”. The NPPF states that to promote sustainable development, housing should be located where it will enhance or maintain the vitality of rural communities.
- 16.2.2 The NPPF requires that local planning authorities should avoid isolated homes in the countryside unless there are special circumstances such as:
- The essential need for a rural worker to live permanently at or near their place of work in the countryside;
  - Where development would represent optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets
  - Where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting;
  - The exceptional quality or the innovative nature of the design of the dwelling.
- 16.2.3 The *Housing Strategy for England* 2011 states that the Government believes it is for local communities to decide the right approach to development for their area rather than dictating where development should be.
- 16.2.4 The *Rural Strategy for Cambridgeshire* produced by Cambridgeshire ACRE in 2010 is a plan for the future viability of the County’s rural areas. Given the rural character of South Cambridgeshire much of the priority actions set out to achieve improvements to rural life are relevant to this district. One of the considerations of this strategy was access to services by the rural population and this will impact on where new housing should be developed.
- 16.2.5 The Council has produced a number of strategies that consider access to services in rural areas. The Council developed its first Community Transport Strategy (CTS) 2010 – 2012 by working with local people to address the needs of the most vulnerable in the community and supporting schemes to improve rural transport and access to services.

## What is the Situation Now?

16.2.6 The Core Strategy sets a sequence for new housing development, that focuses housing in the most sustainable locations. The existing development strategy focuses a large proportion of new homes on major sites in the most sustainable locations on the edge of Cambridge and at the new town of Northstowe, with good access to jobs, services and facilities. Relatively few new homes are planned in rural areas, particularly the smaller villages, once existing commitments from the previous strategy for more dispersed development have been built. Policies in the Core Strategy set a rural settlement hierarchy and provide for unrestricted levels of housing development within the built frameworks of the largest villages, the Rural Centres, and increasingly limited levels of development as villages get smaller with poorer access to services and facilities, down the hierarchy to the smallest category, Infill Villages, where residential development is limited to two dwellings in a scheme given the few services and facilities available in the village.

16.2.7 Following the settlement categories the following table indicates where the new housing has been built across the district in recent years, demonstrating the gradual change to more sustainable patterns of development.

*Total dwellings built by settlement category*



Source: Research & Monitoring – Cambridgeshire County Council

16.2.8 As the major developments come forward, the pattern will change significantly. The table below shows the distribution of all current planning permissions and allocations. The major developments will be built over a long period and other windfall

development will come forward in villages, however, it gives an indication of the impact of the changes that the current development strategy will make to the distribution of new housing across the district.

*Existing Commitments and Allocations by settlement category(at 2012)*

	<b>Existing Commitments &amp; Allocations</b>
<b>Edge of Cambridge</b>	26%
<b>New Settlement</b>	56%
<b>Rural Centres</b>	8%
<b>Minor Rural Centres</b>	3%
<b>Group Villages</b>	2%
<b>Infill Villages</b>	0%
<b>Outside Village Frameworks</b>	5%

Source: Research & Monitoring – Cambridgeshire County Council; South Cambridgeshire District Council

16.2.9 The Council is carrying out a Strategic Housing Land Availability Assessment (SHLAA) which is part of the evidence base for the new South Cambridgeshire Local Plan and is a technical assessment to identify sites that are potentially suitable for housing development.

16.2.10 The first stage in the SHLAA was the ‘Call for Sites’, which was carried out during summer 2011. This was an opportunity for anyone who wanted the Council to consider an area of land for potential housing or housing-led development, eg. landowners, developers, housing associations, to submit these sites to the Council for assessment. Sites could also be put forward through this process for Gypsy & Traveller sites. As a result of this process almost 300 sites were received; many more sites than will be needed to sustain the local economy and meet local housing needs. The Council has formed a Housing Market Partnership to assist with the assessment of potential sites in the SHLAA, particularly using the expertise of participants in housing provision to test the deliverability of sites. Sites will also be subject to sustainability appraisal. The decision on which sites are allocated in the South Cambridgeshire Development Plan will be determined through the plan making process that will begin with consultation on Issues & Options in Summer 2012.

UPDATE: The SHLAA has been published alongside the draft Local Plan.

**What will be the situation without the Plan?**

16.2.11 Without the plan, there would be no clear strategy looking ahead and new housing developments would come forward on an ad hoc basis and not best meet the needs of the district or achieve sustainable development and not ensure that services are available for the new residents.

**What are the Key Sustainability Issues and Problems?**

16.2.12 The existing development strategy is already moving to a more sustainable pattern of development. The key issue for the Sustainability Appraisal and the Plan is to ensure that new housing is provided in sustainable locations that best meet the needs of the local economy and provide good access to jobs, services, facilities and public transport to support sustainable living.

### **Cross Cutting Issues**

#### *Travel to work*

16.2.13 It will be important to ensure that new housing is located so that people do not have to commute long distances to work and have access to transport modes other than the private car – this is considered in the Transport and the Economic Activities themes.

16.2.14 Provision of transport to access services - Access to services and facilities will be a key consideration when planning new housing, in a similar way as for travel to work and is addressed in the Transport theme. Also, residents in smaller villages in the district may have to travel some distances to get to the nearest large settlement in order to access services, and may not have a choice of transport to do this particularly if they do not have access to a car. This is addressed in the Inclusive Communities theme.

#### *Air Quality and Environmental Pollution*

16.2.15 If development takes place in or adjacent to existing Air Quality Management Areas (AQMA) or close to heavily trafficked trunk roads, they effectively introduce more receptors (people) into areas of generally poor air quality, potentially resulting in increased exposure.

## **16.3 Issue: Affordability**

### **What is the Policy Context (Summary)**

- 16.3.1 Over the last decade there has been a clear recognition by central Government that there are a number of major challenges relating to housing in the UK. Demand for housing to buy or rent is rising at a greater rate than supply. House prices have increased faster than wages. A number of white papers and research have been published on the subject. In the Sustainable Communities: Building for the Future (DCLG 2003) the Cambridge area was included as a growth area and it was recognised that money would need to be invested in affordable homes.
- 16.3.2 The NPPF states that Local Planning Authorities should have a clear understanding of housing needs in their area, including for affordable housing, and use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.
- 16.3.3 An important consideration for housing is the level of spending that is made available by central Government for social housing and in the Government's Spending Review in October 2010 the Chancellor confirmed that the budget for new social housing would be cut by 60% over four years. In November 2011 the Government published Launching the Foundations – a housing strategy for England 2011 which sets out the Government's aims for housing which are to help drive local economies and create jobs and to spread opportunity within society. The strategy indicates what funding may be available for assisting housing in the future.
- 16.3.4 The Housing Strategy for England 2011 aims to support the delivery of new homes by getting the housing market moving again by providing new funding schemes for home buyers, providing infrastructure funds to support housing; an investment fund for small building firms; freeing up public sector land with Build Now Pay Later schemes; and supports and encouraging more individuals to build their own homes through a Custom Homes programme.
- 16.3.5 The Rural Strategy for Cambridgeshire produced by Cambridgeshire ACRE in 2010 is a plan for the future viability of the County's rural areas. Given the rural character of South Cambridgeshire much of the priority actions set out to achieve improvements to rural life are relevant to this district. It recognises that there is a lack of affordable housing within the area and that more should be provided in future.
- 16.3.6 South Cambridgeshire District Council's Corporate Plan includes the objective to meet the needs and aspirations of current and future residents through effective planning.
- 16.3.7 South Cambridgeshire Housing Strategy currently under development, seeks to provide access to decent affordable housing – through increasing the supply of affordable homes to meet housing need, including those requiring specialist support, making best use of existing housing stock, preventing homelessness and

extending housing choice

16.3.8 South Cambridgeshire District Council has adopted an Affordable Housing SPD in 2010 which provides guidance on the implementation of the Council's affordable housing policy in the Development Control Policies DPD.

### **What is the Situation Now?**

#### *Affordability*

16.3.9 The Strategic Housing Market Assessment provides a comprehensive picture of the housing market in the sub region and considers the affordability issue in some detail. In the SHMA guidance, affordable housing is defined as housing that includes "social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices
- Include provision for the home to remain at an affordable price for future eligible households or if these restrictions are lifted for the subsidy to be recycled for alternative affordable housing provision."

16.3.10 Intermediate affordable housing is then defined as "housing at prices and rents above those of social rent but below market price or rents and which meet the criteria for affordable housing set out above."

16.3.11 In June 2011, as part of the social housing reforms process, the Government revised the existing definition of affordable housing as set out in PPS3, to include the new Affordable Rent tenure: 'Affordable housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market'.

16.3.12 The Government is proposing some significant changes to the Housing Benefit System over the next four years, which will affect both those renting in the private sector and those in council and housing association properties. Some of these changes have already been implemented, such as changes to the Local Housing Allowance (LHA) which means that the availability and/or affordability of privately rented accommodation for households claiming LHA, particularly young single households, have significantly reduced and their ability to afford rented housing close to jobs due to the high cost of renting rooms and houses will decrease. This may result in people currently living in Cambridge City moving out of the City to live in villages some distance away that are more affordable. This will increase the costs of travel to local jobs, impact on air quality, and may also push up rents in those villages. The Prevention Joint Strategic Needs Assessment also raises concerns about affordability of housing and level of need compared with supply of new affordable housing and the effects of Welfare Reform.

16.3.13 The cost of buying or renting on the open market in the District is consistently high; with South Cambridgeshire being the second most expensive district for house prices in the county after Cambridge City. The average house price in Jun-Nov 2010 was £306,032, 9% increase since the previous year and 52% since Jun-Nov 2002 (Annual Demographic & Socio-economic Report, April 2011). The ratio between median house prices and median income (to avoid distorting the picture by a small number of very high house prices and incomes) is also high. Until recently, South Cambridgeshire had been consistently higher than the county average and second only to Cambridge. The effects of the recession are that the ratio in 2009 and 2010 is now the same as the county average, although at 7.4 is still an indicator of the difficulties of buying affordable properties, particularly for first time buyers.

*House price: earnings ratio*

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
<b>South Cambridgeshire</b>	4.9	5.8	5.9	6.5	6.9	6.8	7.4	7.0	8.2	7.9	6.4	7.4	7.6
<b>Cambridgeshire</b>	4.2	4.7	4.9	5.7	6.3	6.6	7.2	7.1	7.6	7.6	6.5	7.4	7.1

Source: Department for Communities & Local Government

16.3.14 Average rents for the District are also high at around £718 a month for a two bedroom property (Hometrack Median Apr 2010-Mar 2011). The average annual income for private rented households is estimated at £29,985 (gross median) (SCDC Private Sector Stock Condition Survey 2011) which would account for over 35% of income being spent on rent alone without taking into consideration other housing costs, such as utilities.

16.3.15 The SHMA has recognised the problems particular to rural housing in relation to the mismatch of house prices and local incomes resulting in local people not being able to afford to live in rural areas. This rurality issue has been considered in the Inclusive Communities theme, which deals with inequalities. The SHMA has highlighted that land-use planning policies throughout the sub-region have adopted a 'sequential' approach to new housing development which strictly controls what can be built in villages and rural areas to the services available locally.

*Housing Need*

16.3.16 The *Strategic Housing Market Assessment (SHMA)* provides a comprehensive picture of the housing market of the Strategic Housing Market area, which comprises of seven districts that form the housing sub-region and includes South Cambridgeshire. It was commissioned by the sub-regional housing board (CRHB) and covers the whole Cambridge housing sub-region, which includes South Cambridgeshire. There is a commitment to regularly update this information and

research and therefore since its publication in 2008 there has been a rolling programme of updates to the different chapters. One of its main objectives is to provide an evidence base for housing within the sub-region, which is a requirement for each local authority that is identified in the NPPF. The SHMA covers a wide range of issues including identifying housing needs within the market area.

16.3.17 The SHMA provides a detailed calculation for each district to assess the need for affordable housing using guidance from the Department of Community and Local Government. (SHMA Chapter 27 Identifying Housing Need). For South Cambridgeshire the full information is contained in Table 11 of the SHMA – this was published in September 2011. A summary of the results is provided in the following table. It identifies a total net annual need for 1,372 affordable homes over the next 5 years, including taking account of the backlog. Newly arising annual need is for 837 affordable homes. This compares with the annual housing requirement for all types of housing in the Core Strategy of 1,174 dwellings, a figure that the latest forecasts have broadly supported looking ahead to 2031. This is clearly significantly in excess of the 40% affordable housing that is sought on new market housing schemes for 2 or more dwellings.

**UPDATE: THE SHMA has been updated, and a 2012 version has been published, which updates information on affordable housing need, including figures for 2009/10 set out below.**

#### *Housing Need*

	<b>2005/6</b>	<b>2007/8</b>	<b>2008/9</b>	<b>2009/10</b>
Current need	1302	1049	1194	1272
Total stock available	349	413	349	230
<i>Current annual net need</i>	953	636	845	1042
Newly arising need	2139	1197	837	740
Annual supply	310	281	310	309
<i>Projected net need</i>	1829	916	527	431
<b>Total net need</b>	<b>2782</b>	<b>1552</b>	<b>1372</b>	<b>1474</b>

Sources SHMA 2011

16.3.18 16.3.19 Housing is also important for the health of migrant workers. The housing report from the Migration Impacts Forum (2008) states that access to good quality and affordable accommodation is critical in providing stable circumstances for migrants to be economically active and to promoting community cohesion. The housing report indicates that the majority of migrants are living in privately rented or tied accommodation.

#### **Delivery of affordable housing**

16.3.19 As part of establishing the baseline for the Sustainability Appraisal, it is relevant to consider the performance of policies on affordable housing contained in the existing Local Development Framework to help understand the baseline information.

16.3.20 Over the last 12 years, there has been a general upward trend in the proportion of

all housing completions that are affordable. This trend reflects the change in affordable housing target up from 30% in the South Cambridgeshire Local Plan 2004 to 40% or more in 2007. However, it is important to note that the total amount of affordable housing provided as a proportion of all housing built is different from the performance of the affordable housing policy target, which applies to most but not all housing sites. The total housing completions figures also includes sites of single dwellings (where the affordable housing policy does not apply), exceptions sites (which are 100% affordable housing), and site registered or granted before the adoption of the policy seeking 40% or more affordable housing in 2007. In the 2010-11 29% of all dwellings completed were affordable compared to a high of 41% in the previous year.

16.3.21 This fall reflects the changing housing market conditions and availability of funding for affordable housing developments. At the beginning of the recession, the continued supply of affordable housing completions using funding secured through the National Affordable Housing Programme 2008-11 and fall in market housing completions, resulted in a high proportion of affordable housing completions. However, now the supply of affordable housing sites with funding have been largely completed, affordable housing completions have fallen and there has been a slight uplift in market housing completions, the proportion of affordable housing completed has returned to pre-recession levels. Due to cutbacks in public spending, a new funding regime for the provision of affordable housing administered by the Homes & Communities Agency has been agreed for the period 2011-15, which will see a reduction in capital funding available and the introduction of the new 'Affordable Rent' model that should enable registered providers (formerly known as Registered Social Landlords or Housing Associations) to raise further funding.

*Gross affordable housing completions*

<b>New affordable dwellings from ...</b>	<b>1999-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>2005-2006</b>	<b>2006-2007</b>	<b>2007-2008</b>	<b>2008-2009</b>	<b>2009-2010</b>	<b>2010-2011</b>	<b>2011-2012</b>	<b>2012-20123</b>
<b>planning permissions</b>	142	38	127	271	115	285	238	463	275	281	205	192	105
<b>acquisitions</b>	n/k	19	17	1	10	0							
<b>% of all completions</b>	9%	7%	19%	26%	18%	30%	23%	35%	39%	41%	29%	28%	16%

Source: Research & Monitoring – Cambridgeshire County Council; Affordable Homes – South Cambridgeshire District Council

16.3.22 16.3.23 The Development Control Policies DPD 2007 contains a policy to secure 40% or more of all new housing on sites of 2 or more dwellings as affordable housing. The following table indicates the achievements of this policy for the applications where the policy applies and looks at planning permissions granted rather than houses built.

*Affordable dwellings permitted as a percentage of all dwellings permitted on sites of 2 or more dwellings where Policy HG/3 applies*

	2008-2009	2009-2010	2010-2011
<b>Affordable dwellings permitted as a % of all dwellings permitted – on sites where affordable dwellings provided onsite or no affordable dwellings have been secured</b>	32%	32%	39%
<b>Notional affordable dwellings permitted as a % of all dwellings permitted – on sites where affordable dwellings provided offsite</b>	45%	40%	43%
<b>Affordable dwellings permitted as a % of all dwellings permitted on sites where Policy HG/3 is applicable</b>	34%	33%	40%

**NOTES:**

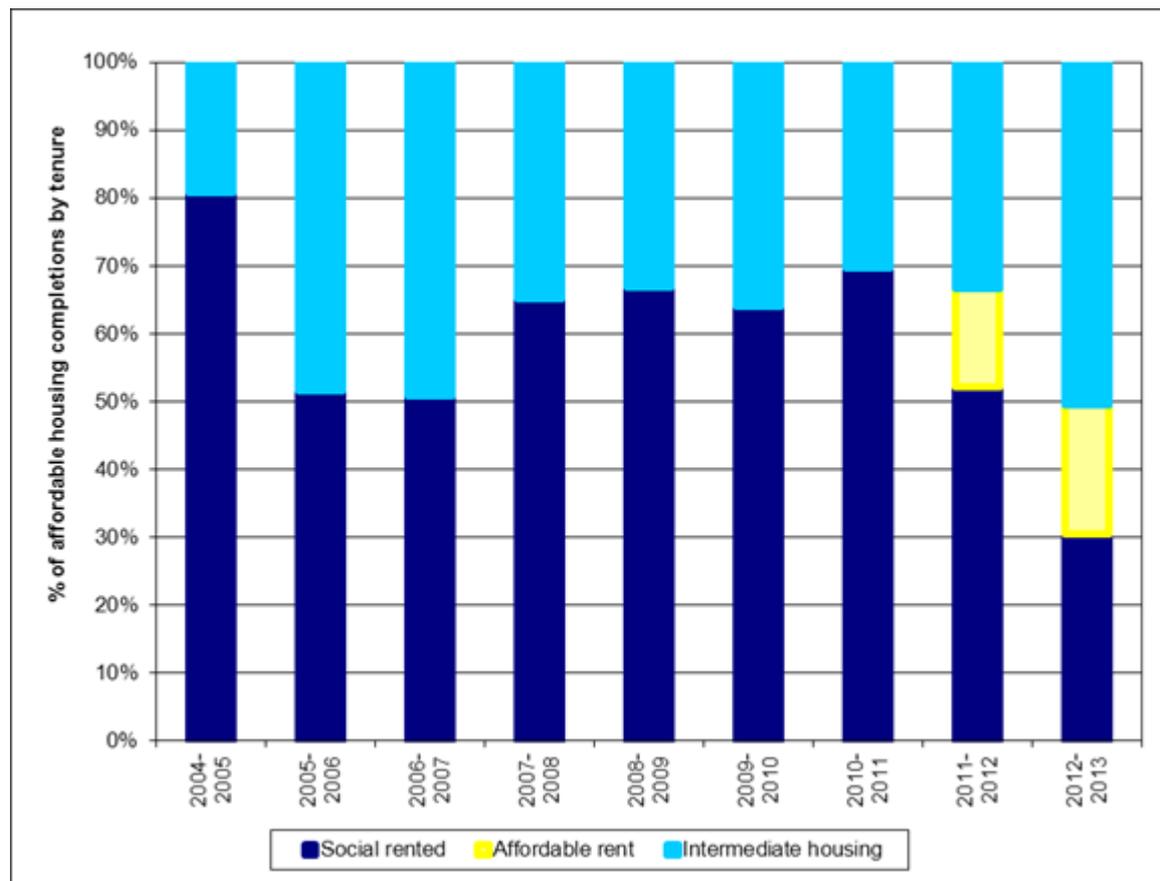
- The data includes planning permissions where Policy HG/3 applies and where the target is to achieve a 40% affordable housing contribution either onsite or offsite through a commuted sum contribution.
- It excludes planning permissions where the original planning permission was registered or granted before the adoption of Policy HG/3, planning permissions granted at individual parcels at large sites where a single parcel will be either entirely affordable or market housing where the affordable housing contribution is captured in the year that the whole site is permitted (eg. Cambourne and Orchard Park), rural exception sites (sites of 100% affordable housing permitted as an exception to policy, usually outside of village development frameworks), and planning permissions for 100% affordable dwellings within village development frameworks (that are not exception sites).
- The data includes outline, reserved matters and full planning permissions, and therefore the same site may be included in multiple years as a site receives outline planning permission and later reserved matters permission or if a revised planning permission is approved.

Source: Research & Monitoring – Cambridgeshire County Council; South Cambridgeshire District Council – Planning & New Communities

16.3.23 Looking at new planning permissions granted, in the in 2010-11 40% of dwellings permitted on sites of two or more dwellings where Development Control Policy HG/3 applied were affordable; this fully meets the target of 40% or more required by the policy. This takes account of sites where a financial contribution has been taken for off-site provision and a notional number of affordable homes has been assumed in these cases to reflect the level of contribution. The level of affordable housing secured is a notable improvement on previous years and it is positive to see that it has proved to be financially viable to secure 40% affordable housing, either on-site or through financial contributions, even in the challenging market conditions of the last few years, albeit that sometimes this is based on a tenure mix that is not the Council's preferred mix, with a higher proportion of intermediate tenures proving more viable.

- 16.3.24 The Council has noted that the number of cases where a financial contribution in lieu of on-site provision has had to be accepted had risen, despite the policy saying this should happen only in exceptional circumstances. The vast majority of these are small sites of less than 10 dwellings, where a financial contribution of 40% has been financially viable but where on-site provision has been difficult to secure because small sites are not attractive to housing associations. These financial contributions provide flexibility to the Council to help bring forward or enhance affordable housing elsewhere. The implications of this for the Council's policy will be considered through the new Local Plan.
- 16.3.25 The tenure of affordable housing is also important in ensuring that the needs of those requiring affordable housing are being properly met. In the last six monitoring years social rented affordable housing has been the majority tenure of affordable dwellings completed. There is a significant level of need for social rented housing in the district but it is likely that the new 'Affordable Rent' model will make up the majority of future affordable rented homes, with existing social rented homes being converted to 'Affordable Rent' upon change of tenancy. Research has been commissioned through Cambridgeshire County Council to establish the impact of this change on the tenure profile over the next ten years and how the 'Affordable Rent' model will meet local housing needs. The Council will also be undertaking a review of its Allocations Policy during 2012-2013 to ensure homes are allocated, taking into account affordability issues and other housing policy changes.
- 16.3.26 There are a significant number of people who do not qualify for rented housing but nonetheless cannot afford a home on the open market. Intermediate housing is aimed at helping people in housing need who are unable to purchase a home suitable for their needs without assistance and have an annual household income of less than £60,000. These needs are met through intermediate forms of affordable housing such as shared ownership. Intermediate tenure options can also be satisfied through alternative forms of affordable housing provision, such as equity loans that can be used to purchase any dwelling. Priority is given to existing social housing tenants and MOD personnel, followed by other first time buyers. The intermediate products available are collectively known as Homebuy and include Government initiatives such as Firstbuy, Homebuy Direct, Shared Ownership and Developer Equity Loans. In the last two monitoring years, excluding shared ownership products, 36 additional affordable dwellings were acquired through other Homebuy Schemes. The Government's new housing strategy 2011 has introduced new initiatives for assisting people to buy their first homes. It is predicted in the SHMA that this form of intermediate housing has the potential to grow significantly in the future as although house prices in the Cambridge Sub region have been affected by the recession they still remain high and the income of first time buyers is relatively low.

### Affordable housing completions by tenure



Source: Research & Monitoring – Cambridgeshire County Council; Affordable Homes – South Cambridgeshire District Council

16.3.27 The Government wants to support more people to build their own homes and in the Housing Strategy for England 2011 consideration is given to Custom Built Homes. The Custom Build industry is important for the national economy. It is worth approximately £3.6 billion a year, safeguarding and creating new jobs, strengthening the construction supply chain and making a real contribution to local economies. Currently custom home builders are building as many homes each year as each of individual volume housebuilders, with around 13,800 custom homes completed in the UK in 2010/11. Custom Build Housing also brings many other benefits, providing affordable bespoke-designed market housing, promoting design quality, environmental sustainability, driving innovation in building techniques and entrepreneurialism. The Council, in partnership with Cambridge City, are piloting a co-housing initiative at Orchard Park with the aim of keeping the costs of building and living down through a shared commissioning process, reducing running costs of the homes, sharing community resources and working together. The land is owned by Cambridge City and the project seeks to bring a group of around 40 householders together to commission and design their own homes and community.

16.3.28 In addition to affordable housing through market schemes, in view of the rural character of the district the Council has also facilitated and permitted new affordable housing developments on the edges of villages to meet local housing

needs known as 'exception sites'. The Council has a particularly successful record of delivery of exception sites over many years. Cambridgeshire ACRE employs 'rural housing enablers' who work with Parish Councils to help establish the need for social and low cost home ownership in rural areas to provide evidence to support rural exception schemes.

*Affordable housing completions on rural exception sites*

	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
<b>Number of affordable dwellings built on rural exception sites</b>	36 (1 site)	6 (1 site)	85 (5 sites)	66 (4 sites)	60 (3 sites)	33 (3 sites)	27 (3 sites)	88 (5 sites)	19 (2 sites)
<b>% of district affordable housing total</b>	31%	2%	36%	14%	22%	12%	13%	46%	18%

Source: Affordable Homes – South Cambridgeshire District Council; Research & Monitoring – Cambridgeshire County Council

**What will be the situation without the Plan?**

16.3.29 Without a plan it would be more difficult to secure affordable housing through negotiations on planning applications and the amount of affordable housing developed in the district would potentially reduce, and therefore sections of the community in housing need would not have their housing needs provided for.

16.3.30 The housing needs of particular settlements within the district may not be met near to where people from those villages lived/worked if a policy for exception sites were not included in a plan and reliance had to be placed on national policy.

**What are the Key Sustainability Issues and Problems?**

16.3.31 Within South Cambridgeshire house prices are generally high, making purchasing housing difficult for many people to afford, in particular first time buyers. The SHMA indicates a very high level of need for affordable housing in the district, higher than the amount of affordable housing that has been able to be delivered. An issue to consider is the form of affordable housing that has been secured and whether that is meeting housing needs effectively. A further issue is whether financial contributions can be a generally acceptable form of securing affordable housing on small sites that secures funding for affordable housing whilst allowing small schemes to come forward in a deliverable and viable way, and also how the contributions secured could be used to best address local needs on a strategic level.

16.3.32 Some people in housing need have a particular connection to settlements across

the district, either through residence, employment or family. These local people would like to remain within their local communities but many are priced out of the local housing market and cannot afford appropriate housing locally.

### **Cross Cutting Issues**

#### *Local Employment opportunities*

16.3.33 16.3.34 Providing opportunities for people to live in an area close to where they work could reduce the need for commuting long distances to work and this will be beneficial to reducing the congestion on the roads within the district, and support travel by means other than the car. These matters are considered in the Transportation and Economic Activity themes.

#### *Healthy Communities*

16.3.34 The Prevention JSNA states that the effect of housing upon health is well documented. The key associated factors are: housing conditions (including fuel poverty), overcrowding and the availability of affordable housing.

## **16.4 Issue: Right Mix of Type and Size**

### **What is the Policy Context (Summary)**

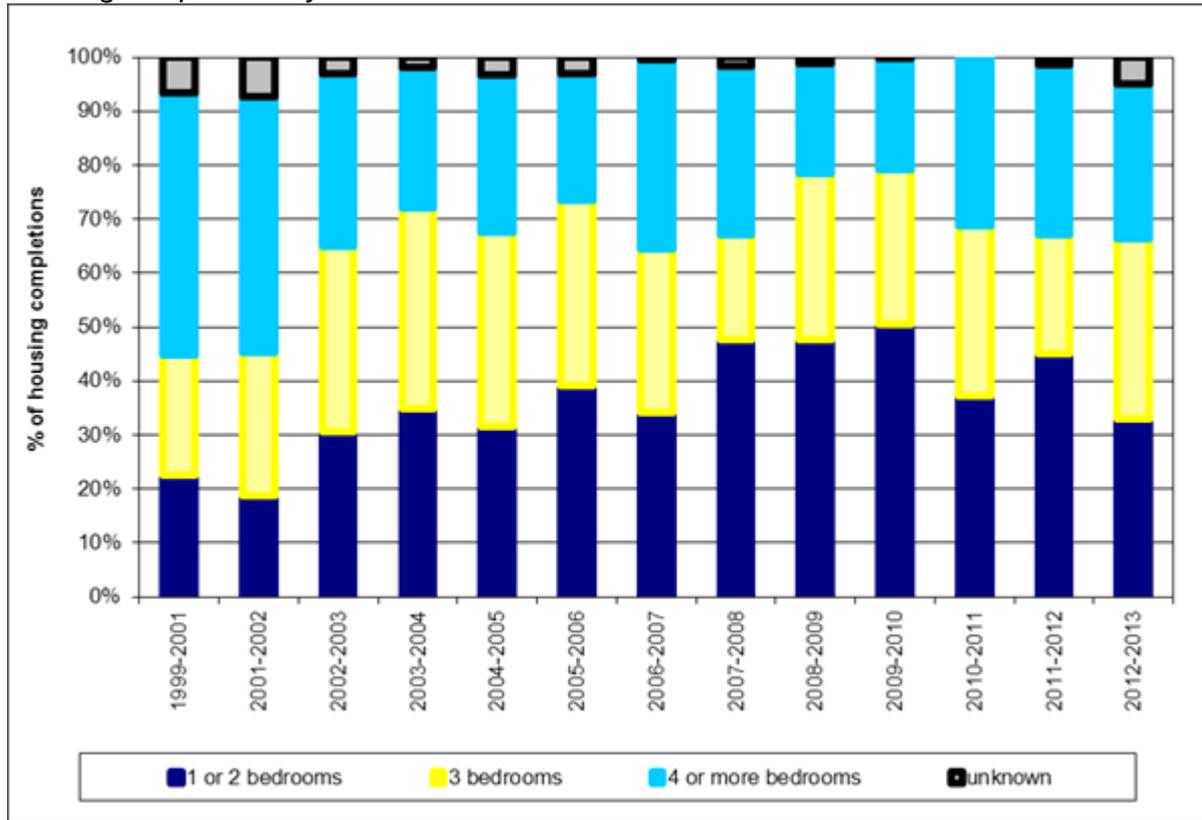
16.4.1 To deliver quality homes and to widen home ownership the National Planning Policy Framework says that the planning system should plan for a mix of housing based on the needs of the community. The local plan should identify the size; type, tenure and range of housing required in particular places.

### **What is the Situation Now?**

16.4.2 A key element in ensuring that new homes meet local needs is providing homes of the appropriate type, size and affordability. The proportions of properties with different number of bedrooms has changed over the last 12 years, with a general trend towards more smaller dwellings and fewer larger properties, although in the last monitoring year this trend has been reversed.

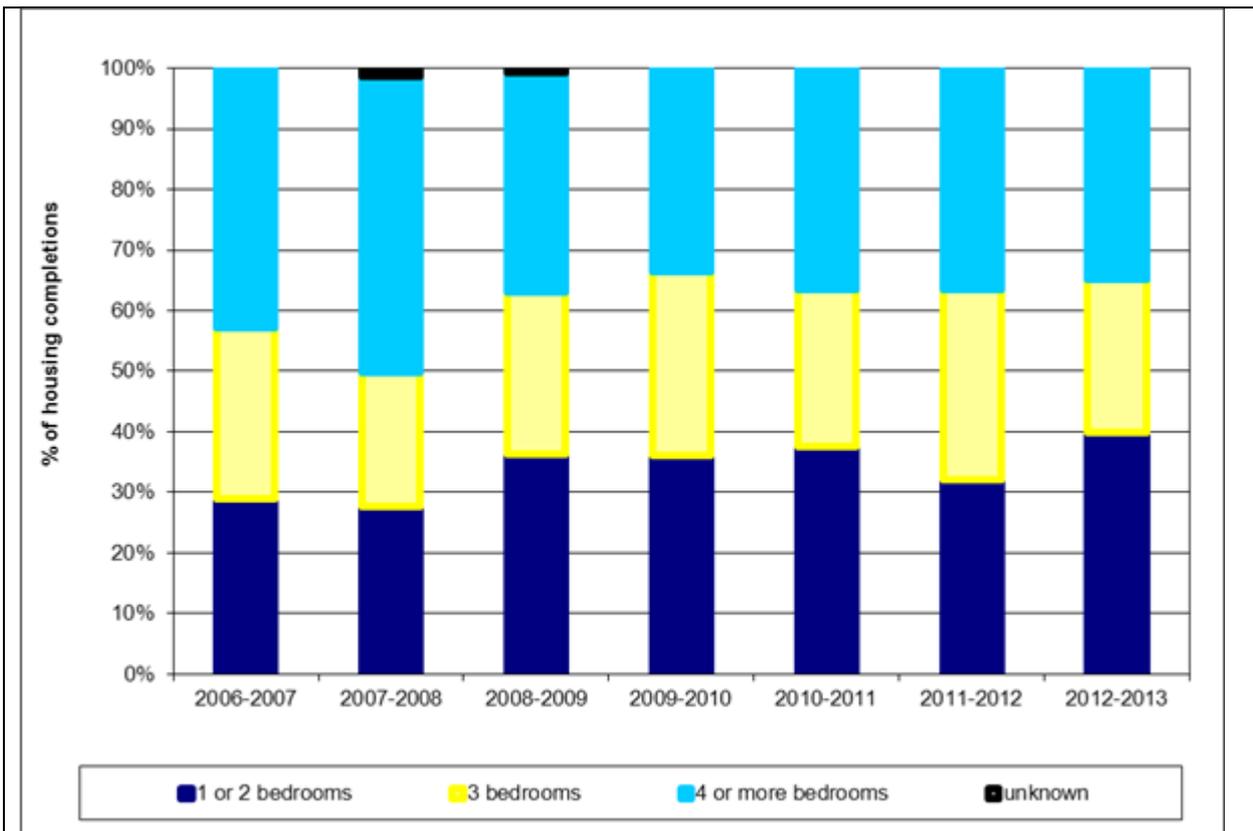
16.4.3 A high proportion of 4 or more bedroom properties were built between 1991 and 2001. In the context of the affects of this on the balance of properties within villages and the issue of high house prices, and taking account of findings of the South Cambridgeshire Housing Needs Survey 2002, which identified a need for 89% of new market housing to be 1 or 2 bedroom properties, the Development Control Policy HG/2 includes targets to help compensate for this trend. It goes some way to achieving this aim by requiring that in developments of up to 10 dwellings, market properties should provide: at least 40% of homes with 1 or 2 bedrooms; approximately 25% of homes with 3 bedrooms; and approximately 25% of homes with 4 or more bedrooms. The supporting text to this policy advises that the same targets be the starting point for negotiations on larger sites.

Housing completions by number of bedrooms



Source: Research & Monitoring – Cambridgeshire County Council

16.4.4 Since the adoption of the policy in 2007, on housing developments of up to 10 dwellings, market dwellings with 4 or more bedrooms still account for more than 25%, which is the target limit set by, and market dwellings with 1 or 2 bedrooms are still not providing at least 40% as required by the policy. Although smaller dwellings are being built on the larger developments, such as at Orchard Park, Cambourne, and the Windmill Estate, Fulbourn, the majority of dwellings with four or more bedrooms are provided on individual or two dwelling developments. The proportions have not yet met the targets of Development Control Policy HG/2; between 2007 and 2011 there was a general increase in the proportion of smaller dwellings completed, achieving 37% in the 2009-11, although this fell again to 32% in the last monitoring year.



*Market housing completions on developments of up to 10 dwellings by number of bedrooms*  
 Source: Research & Monitoring – Cambridgeshire County Council

16.4.5 In affordable housing, the size mix in new homes is normally determined by the particular needs at the time of the scheme coming forward. The mix in affordable housing has a greater emphasis on smaller dwellings reflecting household needs and that allocations of affordable housing are more closely related to needs and not to having spare bedrooms as a matter of choice as happens more in market housing. Changes proposed in the Welfare Reform Bill mean that housing benefit will be calculated based on a more restrictive size criteria similar to Local Housing Allowance rates. This will mean that those considered to be under-occupying will have their benefit capped. Therefore people will be unlikely to be able to afford homes larger than their absolute needs. This is expected to have implications for the mix in new affordable housing, particularly given an identified high level of need in the district for 1 and 2 bedroom affordable homes. The mix over recent years is shown below.

*Affordable housing completions on developments of up to 10 dwellings by number of bedrooms*

	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011
<b>1 or 2 bedrooms</b>	61%	78%	64%	70%	57%
<b>3 bedrooms</b>	35%	19%	27%	25%	39%
<b>4 or more bedrooms</b>	3%	3%	9%	5%	5%

Source: Research & Monitoring – Cambridgeshire County Council; Affordable Homes – South Cambridgeshire District Council

16.4.6 The tenure mix in affordable housing is also key to ensuring it meets local needs and is affordable to those in greatest need. Many factors are currently affecting mix. The effects of the new Affordable Rent will need to be monitored. The tenure mix of affordable housing secured in market housing developments can be affected by financial viability. The lack of government grant in future for provision on any market sites will also affect the mix that is viable on such schemes. These factors together mean that the mix achieved on completed sites is expected to change in future.

*Affordable housing completions by tenure*

	<b>Social rented</b>	<b>Intermediate housing</b>	<b>Affordable Rent</b>
<b>2004-2005</b>	81%	19%	0%
<b>2005-2006</b>	52%	48%	0%
<b>2006-2007</b>	51%	49%	0%
<b>2007-2008</b>	65%	35%	0%
<b>2008-2009</b>	67%	33%	0%
<b>2009-2010</b>	64%	36%	0%
<b>2010-2011</b>	70%	30%	0%
<b>2011-2012</b>	52%	33%	15%
<b>2012-2013</b>	30%	50%	19%

Source: Research & Monitoring – Cambridgeshire County Council; Affordable Homes – South Cambridgeshire District Council

16.4.7 The *Economic Strategy for South Cambridgeshire 2010* highlighted the shortage of executive homes within the district suitable for managers and needed to encourage people to set up businesses in the district.

**What will be the situation without the Plan?**

16.4.8 Market forces may look to provide larger houses since these may be more profitable but may not reflect the housing sizes most needed in the district.

**What are the Key Sustainability Issues and Problems?**

16.4.9 The key issue for the Sustainability Appraisal and the Plan is to ensure that future housing delivered in the district should be of the right size to meet the needs of the local community, whether in market or affordable housing. An issue for consideration is how far the recent policies have gone to rectify the previous imbalance in larger properties that had been provided by the market and what the appropriate mix for new housing schemes should be. Affordable housing will also need to take into consideration changes to the size criteria for Housing Benefit when determining the property mix.

**Cross Cutting Issues**

*Design*

16.4.10 Consideration of the layout of new housing developments to ensure the mix of size and tenure is that which creates the best quality for the area. This is considered in the Townscape section.

*Healthy Communities*

16.4.11 Ensuring that communities are well balanced in terms of housing mix helps to build healthy sustainable communities.

## **16.5 Issue: Particular Housing Needs**

### **What is the Policy Context (Summary)**

- 16.5.1 The *National Planning Policy Framework* states that Local Planning Authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes).
- 16.5.2 The Housing Strategy for England 2011 considers the needs of different household types and recognises that the most vulnerable households must be supported. The Government will be providing a better deal for older people with greater choice and support to live independently.
- 16.5.3 The regional housing statement – *People Places Homes* 2010 has as an objective the need to support vulnerable groups and older people to live independently in houses suited to their needs.
- 16.5.4 The *Strategic Housing Market Assessment* provides important information about the housing needs of different household types including the needs of the elderly.

### **What is the Situation Now?**

#### *Ageing Population*

- 16.5.5 South Cambridgeshire has an ageing population and the SHMA has considered the future needs of this section of the community. With increasing life expectancy more people are living to an age where they are likely to be physically frail or confused – factors which have enormous implications for housing and related services. Whilst many elderly people will want to remain living in their own homes with care provided to help them remain independent, this option may not be possible for all. Specialist housing may need to be provided. This issue is also considered in the Healthy Communities theme.
- 16.5.6 Within South Cambridgeshire, the Council manages 45 sheltered housing schemes in 30 villages. The schemes consist of bungalows or flats in a group, with some communal facilities available. The Council is currently in the process of reviewing its sheltered housing service to ensure that it provides support to those most in need.
- 16.5.7 Private market schemes also provide supported housing for older people who wish and are able to continue to live independently but who prefer or need a low level of additional support.
- 16.5.8 Extra Care schemes offer older people independent living in a home of their own with the addition of other care and support services on hand for when they want or need

them. A development of this kind usually involves a partnership between housing, health and social care commissioners. There are currently three extra care schemes in South Cambridgeshire located in Sawston, Melbourn and Linton. Within the Commissioning Strategy for Extra Care Sheltered Housing in Cambridgeshire 2011-15, further extra care schemes have been prioritised for South Cambridgeshire, as the District has the most significant shortfalls of extra care housing in the county, alongside Fenland and Huntingdon.

16.5.9 Within the Commissioning Strategy, an additional exercise to calculate the capacity within the county to develop new Extra Care schemes established that one new scheme of approximately 40 units could be developed each year for the next ten years until April 2020. These approximately 400 units will replace the need for additional residential care places that are forecast to be required due to population growth in the next ten years. As the cost of social care in extra care schemes is around half that in residential care, this provides a considerable saving as well as providing older people with new homes and helping them maintain their independence. Demand and supply of extra care housing will be kept under review and the priorities for developments adjusted accordingly.

16.5.10 There are currently two new extra care schemes identified and being progressed in the District, providing 70 units at Hauxton and 70 units at Fulbourn. Further schemes on the growth sites at Clay Farm, Northstowe, Cambourne and Cambridge East will be given due consideration when the sites progress, as well as reassignment opportunities of existing sheltered housing schemes as part of the overall review of the sheltered housing service.

16.5.11 Extra care and similar schemes can also be privately operated and some schemes are mixed tenures.

#### *Disability and housing issues*

16.5.12 No single figure exists to record the actual number of disabled people living in the district. In the 2008 Place Survey, 28% of respondents in South Cambridgeshire reported having some long-standing illness, disability or infirmity. This was lower than the Cambridgeshire average of 33%. According to the Private Sector House Condition Survey (2011/12) 14.3% of households contain at least one member affected by a long-term illness or disability. The most common illness/disability relate to mobility impairments, heart and circulatory problems and respiratory illness.

16.5.13 Not all households affected by illness/disability will have special support or adaptation needs and will be able to function normally within their dwelling. Of the 14.3% of households in South Cambridgeshire containing at least one individual with an illness/disability, 55% of households stated that they had no difficulties in living within their current dwelling. The remaining 45% suffered mobility problems, and may require support.

16.5.14 Information from the Private Sector Stock Condition Survey estimates around 2,107 households who may need further support to enable them to live independently in

their own homes. At a sectoral level these households are concentrated in the owner occupied sector. 1,002 households live in homes also assessed as non-decent, and at a household level, elderly households exhibit the highest support requirement.

16.5.15 Key messages identified in the Physical and Sensory Impairment and Long Term Conditions JSNA 2008 include:

- Housing is a major factor determining physically disabled people's health and wellbeing. It appears that most disabled people live in unsuitable accommodation.
- Physical disability also affects family members, as they often give up their employment to become carers or, if parents, they need to face the costs of a disabled child.
- Low-income people are more likely to have disabilities than medium or high level income people. Moreover, people with physical disabilities tend to have less disposable income than people without disabilities.

#### *Lifetime Homes*

16.5.16 There is growing awareness of the desirability of providing adaptable housing that can provide for residents' needs over the years as their needs change. Lifetime Homes is a scheme that seeks housing that is capable of being adapted over time, for example room to put in a stair lift and being wheelchair accessible. New housing is currently not monitored for Lifetime Homes, although it is encouraged in both market and affordable homes. Financial issues are a deterrent to wider provision.

#### **What will be the situation without the Plan?**

16.5.17 Without a local plan the particular housing needs of different households may not be taken into consideration. The best mix of houses to meet needs would not be planned for.

#### **What are the Key Sustainability Issues and Problems?**

16.5.18 The key issue for the Sustainability Appraisal and the Plan is the need for specialist housing provision to provide for particular sections in the community. Given the ageing nature of the district's population the needs of the elderly will have to be considered by the provision of accommodation that is suitable to meet their needs. The Commissioning Strategy for Extra Care Sheltered Housing in Cambridgeshire 2011-15 has indicated the levels of future provision for extra care housing.

#### **Cross Cutting Issues**

##### *Ageing population*

16.5.19 The fact that the population of the district is ageing is considered in the Healthy

Communities section.

*Disability*

16.5.20 The Healthy Communities section addresses the needs of those with disability issues.

## **16.6 Issue: Making the Most of the Existing Housing Stock**

### **What is the Policy Context (Summary)**

- 16.6.1 The National Planning Policy Framework states that in order to boost the supply of housing, local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers.
- 16.6.3 *The Housing Strategy for England* (2011) includes consideration of bringing empty homes back into use to increase the availability of housing in England. New funding will be available to do this.
- 16.6.4 The Council has a draft Empty Homes Strategy, which is being consulted upon. In developing this Strategy, the Council surveyed home owners of properties empty for 6+ months to find out what assistance could be provided to help bring empty homes back into use and why homes are left empty – in order to give the Council a better understanding of the situation in South Cambridgeshire. There is a real shortage of affordable and privately rented homes in the District and by bringing empty homes back into use this can increase the supply of housing available.

### **What is the Situation Now?**

#### *Existing housing stock - its tenure, type and condition*

- 16.6.5 A survey carried out by the Halifax has South Cambridgeshire as being the best place to live in rural Britain (Halifax Survey results April 2011) and there are currently 59,800 dwellings in South Cambridgeshire (2009) for the district's population to live in. The SHMA contains information about the existing dwellings within the housing market area and a private sector stock condition survey was undertaken for South Cambridgeshire in 2011.
- 16.6.6 Owner occupation is the dominant tenure type in South Cambs and the district has the lowest percentage of private renters (12%) in the county. This may be due to the area not having a major town and the private tenant preference for living as near as possible to the town centre. (SHMA Chapter 11).

*Percentage of dwelling by tenure 2001 & 2011*

		<b>Owner occupied</b>	<b>Rented privately</b>	<b>Social rented</b>
South Cambridgeshire	2001	75%	10%	14%
	2011	72%	12%	14%
Cambridge	2001	53%	23%	24%
	2011	49%	26%	24%
Sub-region	2001	77%	14%	16%
	2011	66%	17%	16%

Source 2001 & 2011 Census

16.6.7 In most of the districts across the county around 40% of the stock is detached houses or bungalows, with semi-detached the second most common type of property in most of the districts. In South Cambs the main type of dwelling is detached housing with relatively fewer terraced homes and flats.

*Dwelling stock by Type*

	South Cambridgeshire		Cambridge City		Sub-region	
	2001	2011	2001	2011	2001	2011
Detached	23,110	25,576	4992	5,093	109,084	120,012
Semi-detached	18,453	20,662	12,176	12,905	89,644	99,053
Terraced	9068	10,911	13,994	14,512	62,461	70,377
Flat / maisonette	2257	3915	12,044	16,242	31,554	42,734
Temporary structure	659	687	70	83	2,362	2,457
Shared accommodation*	37	14	748	92	1,156	153
All	53,584	61,765	44,024	48,927	296,261	334,786

Source: Census 2001 & Census 2011

\*The wording of the question regarding those living in shared accommodation changed between Census 2001 and Census 2011. The figures shown for this type of accommodation are therefore not comparable between the two years.

16.6.8 The South Cambs stock condition survey was carried out late in 2011. The study involved a sample of 1,036 actual surveys of private sector dwellings, representing approximately 1.9% of the 55,124 private dwellings in the district. The survey found that the housing stock in South Cambs is much newer than found nationally, with 81.9% of dwellings built since 1944. There are relatively few inter war years homes, just 5.3%, (nationally 19%).

16.6.9 Much of this existing housing stock will not have been designed to reduce the impact of climate change since it will not have been constructed to be as energy efficient as homes built in the 21<sup>st</sup> century are. In order to reduce the carbon footprint of such properties, improvements could be carried out on the existing housing stock. In order to show residents what is possible, the Council has carried out a project in one of its villages – the Rampton Drift

Retrofit project in which a number of homes have been fitted with a variety of technologies that will help to make them more energy efficient. The homes will be monitored over a period of two years to see what difference cutting edge 'green' technologies are making.

### Empty homes

16.6.10 The SHMA provides information on the number of empty homes across the housing market area and about 1% of the housing stock of the sub-region is vacant.

#### *Vacant dwelling stock 2008/9*

	Number			%		
	All long term vacant	All local authority vacant	Housing association long term vacant	All long term vacant	All local authority vacant	Housing association long term vacant
South Cambridgeshire	602	74	5	1.0%	1.3%	0.2%
Cambridge City	527	155	12	1.1%	2.1%	0.3%
Sub Region	3291	229	215	1.0%	n/a	0.6%

Source Council Tax Records – SHMA Chapter 11

16.6.11 The draft South Cambridgeshire Empty Homes Strategy (2011) provides more recent figures for the district. In April 2011, there were 561 empty homes (empty for 6 months or longer) across South Cambridgeshire.

#### *Empty Homes in South Cambridgeshire*

	2009/10	2010/11
Number of homes in the District	60,657	61,392
Number of Private Sector homes in the District	54,664	55,478
of which empty for 6+ months	542	441
Number of Public Sector homes in the District	5,993	5,914
of which empty for 6+ months	60	120

Source HSSA return and local data

16.6.12 The number of public sector homes empty for 6+ months in 2010/11 includes 39 Council homes waiting to be redeveloped that will provide better quality and energy efficient homes for existing tenants, as well as additional affordable homes. Other public sector properties identified as empty for 6+ months represent 12% of all empty homes but will be targeted alongside the private sector stock to bring back into use where possible.

16.6.13 An empty homes study was completed in May 2011, surveying all owners of homes that had been empty for 6+ months. A full copy of the results of the survey and survey form are available on the South Cambs website at <http://www.scambs.gov.uk/Housing/StrategyAndDevelopment/emptyhomes.htm>

**What will be the situation without the Plan?**

16.6.14 The local plan has a limited role in relation to these issues, as many of the measures to improve the performance of the existing housing stock are outside the scope of the local plan and in many cases would not require planning permission.

**What are the Key Sustainability Issues and Problems?**

16.6.15 A key issue for the Sustainability Appraisal is making best use of empty homes, which are an underutilised resource, and bringing them back into use. This can make better use of land and help increase the supply of housing available. Adaptation for the existing housing stock to make it perform better in environmental terms is also important. However, the Plan can have only a very limited impact on these issues.

16.6.16 The draft Empty Homes Strategy highlights the limited role that even the wider planning system can have with regards to empty properties. Planning Enforcement Officers may get involved where a particular property is causing an adverse impact on the amenity of the area due to its appearance, such as the condition of the garden or the property being in a state of poor repair. There is legislation that can be used by the Council to enforce the owner of a property that has become an eyesore or pose a danger to the public to carry out work and if this is not done the Council can do the work and the owner charged. Compulsory purchase can be used as a last resort.

16.6.17 Each empty home brought back into use will be eligible for New Homes Bonus.

**Cross Cutting Issues***Renewable energy*

16.6.18 The existing housing stock could be retrofitted with new technologies designed to make the homes more energy efficient. The need to consider the impact of climate change is within the Renewables theme.

*Healthy Communities*

16.6.19 The needs of an ageing population is likely to mean there is an increasing need to adapt existing stock to cater for people with long term condition and older age.

## **16.7 Issue: Specialist Housing Needs for Travellers**

### **What is the Policy Context (Summary)**

- 16.7.1 East of England Plan 2008, Policy H3 set a target of 69 new pitches in South Cambridgeshire between 2006 and 2011. In July 2010 the Coalition Government announced that the East of England Plan would be revoked, and advised that local authorities would be responsible for determining the level of provision in their areas, reflecting local need and historic demand. The coalition government also announced its intention to produce new national guidance on how to plan for the needs of Gypsies and Travellers.
- 16.7.2 In March 2012 the Government published new planning guidance regarding planning for Travellers. The new guidance replaced Planning Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites and Planning Circular 04/2007 Planning for Travelling Showpeople.
- 16.7.3 The key message of the new guidance is to make planning for travellers more consistent with housing targets for bricks and mortar housing. Local planning authorities must set pitch targets in development plans which address the likely permanent and transit site accommodation needs, working collaboratively with neighbouring local planning authorities. This must be based on robust evidence of need.
- 16.7.4 Designing Gypsy and Traveller Sites – Good Practice Guide (CLG 2008) provides design guidance regarding Gypsy and Traveller sites. It identifies that a site's location is a key element to its success. Access to services and facilities, a safe location, and relationship with the surrounding environment are among the issues identified.
- 16.7.5 The South Cambridgeshire Gypsy and Traveller Community Strategy (SCDC 2009) has objectives and actions to improve access for Gypsies and Travellers to mainstream services, to work with partners to address social exclusion, to foster good community relationships, to address accommodation needs, and to seek to manage unauthorised camping in an efficient and effective way, having regard to the welfare requirements, rights and responsibilities of Gypsies and Travellers, the environment and the potential level of nuisance for local residents.

### **What is the Situation Now?**

- 16.7.6 The Gypsy and Traveller community has different accommodation needs to the settled community, however as with the settled community the type of need varies. Travelling and living in a caravan is part of the heritage of a Gypsy and Traveller and not simply a lifestyle choice.
- 16.7.7 In the January 2011 Count of Gypsy and Traveller Caravans in England the total caravan count in Cambridgeshire was 1,211. Of these, 92% (1,119) were on authorised sites (with planning permission) and 8% (92) were on

unauthorised sites (without planning permission).

*Number of caravans on authorised Gypsy & Traveller sites in South Cambridgeshire*

Number of caravans on ...	Jan 2010	July 2010	Jan 2011	Jul 2011	Jan 2012	Jul 2012	Jan 2013
<b>Socially rented (public sites, with planning permission)</b>	65	56	58	59	53	47	44
<b>Private sites with Permanent Planning Permission</b>	335	301	324	286	351	319	351
<b>Private sites with Temporary Planning Permission</b>	119	112	126	108	102	101	102
<b>TOTAL</b>	454	413	450	394	453	420	453

*Number of caravans on unauthorised Gypsy & Traveller sites in South Cambridgeshire*

Number of caravans on ...	Jan 2010	July 2010	Jan 2011	Jul 2011	Jan 2012	Jul 2012	Jan 2013
<b>Unauthorised private sites with no planning permission</b>	20	14	11	4	16	12	16
<b>Unauthorised tolerated sites</b>	0	0	0	0	0	0	0
<b>Unauthorised encampments</b>	0	0	0	0	0	0	0
<b>TOTAL</b>	20	14	11	4	16	12	16

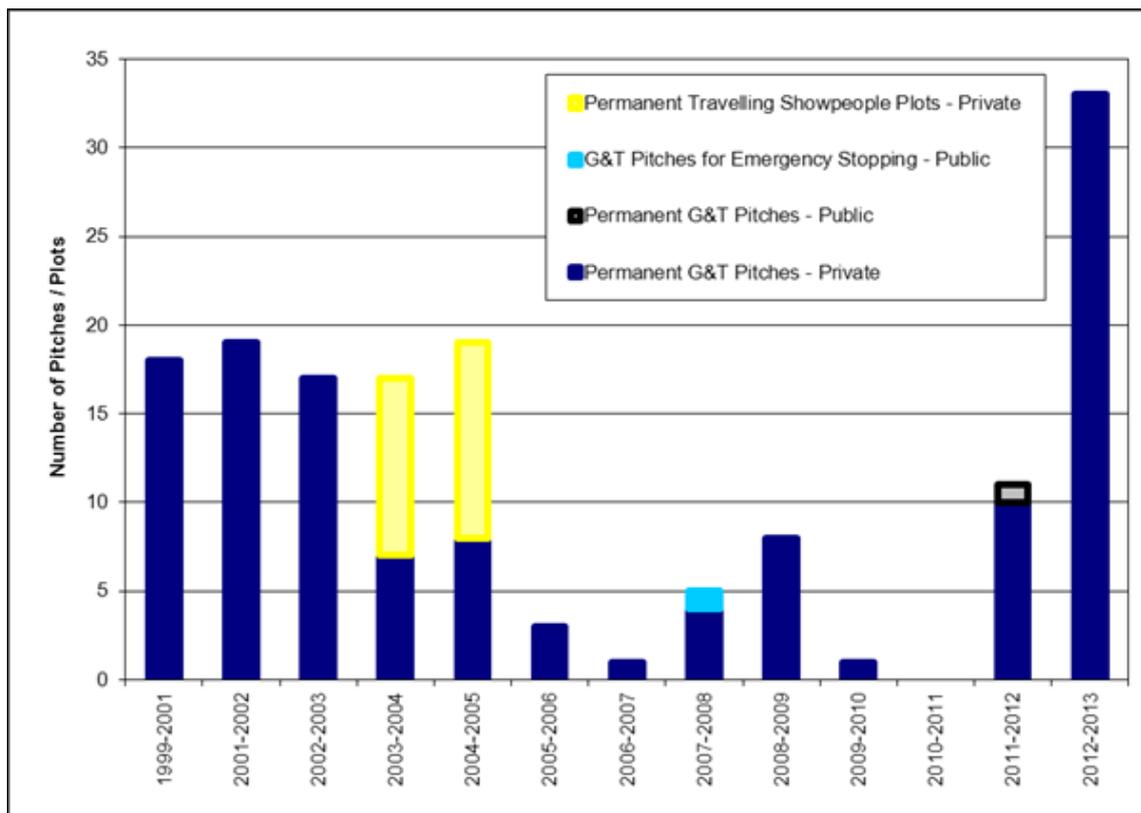
Source: National Caravan Counts

16.7.8 In July 2005 the Council recorded 183 caravans on unauthorised sites, at that time the second highest number of caravans on unauthorised sites in the country. As well as taking planning enforcement action where appropriate, the Council granted a number of temporary planning permissions as an interim measure prior to considering sites through the development plan process. This has dramatically reduced the number of caravans on sites without either permanent or temporary planning consent, to 11 in January

2011. The remaining unauthorised caravans are located on Gypsy and Traveller owned land without planning permission, near to existing authorised sites.

- 16.7.9 Unauthorised encampments also occur from time to time on highway verge land or on privately owned land where Gypsies and Travellers are passing through or have been displaced from other accommodation.
- 16.7.10 There is an important distinction between individual caravans and what is known as a “pitch” which can accommodate several caravans belonging to an individual family. At January 2011 there were 232 authorised residential pitches in the district. In addition, there were 75 pitches with temporary planning permission, which allow sites to be occupied for a set number of years. The highest concentrations of authorised sites are in the Chesterton Fen Road area of Milton parish, and Smithy Fen, Cottenham. There are a number of small sites located around the district, including in Rampton, Willingham, Meldreth, and Histon.
- 16.7.11 As part of the permanent Gypsy and Traveller provision, the Council operates two sites within the district – at Blackwell, Milton and New Farm, Whaddon. Pitches on these sites are rented, providing a form of affordable accommodation. Both sites are currently at full capacity with 15 and 14 pitches occupied respectively. The site at Blackwell is currently undergoing an upgrade, after a successful bid to the government’s Gypsy and Traveller site grant, installing new amenity blocks and improving the layout, including the provision of one extra pitch.
- 16.7.12 There are two existing Travelling Showpeople sites in the district, both located near Meldreth. Travelling Showpeople are self-employed business people that, because of their distinctive lifestyle, form a close-knit community with a distinctive culture. They need secure, permanent bases for the storage of equipment when not in use. Most Showpeople need to live alongside their equipment, so sites must be suitable for both residential and business use.
- 16.7.13 The number of pitches and plots completed since 2001 is shown in the table

*Gypsy & Traveller pitches and Travelling Showpeople plots completed*



Source: Planning & New Communities – South Cambridgeshire District Council; Research & Monitoring – Cambridgeshire County Council

16.7.14 Local authorities are required to carry out Gypsy and Traveller accommodation needs assessments by the Housing Act 2004, and to keep them up to date. There are similar requirements for housing for the settled community, which is addressed by the strategic housing market assessment.

16.7.15 In 2006 a group of local authorities covering Cambridgeshire and Peterborough, as well as some parts of Norfolk and Suffolk, carried out a comprehensive assessment of need for new pitches in the area. The assessment identified a need for more sites, and a preference for small, self-owned, long stay sites for family groups, preferably on the edge of villages and near established Gypsy & Traveller communities.

16.7.16 In 2010 the same group of local authorities commissioned Cambridgeshire County Council research group to update the assessment.

16.7.17 The needs assessment looks at accommodation needs for pitches of people resorting to or residing in the district from a range of sources, focusing on local need from:

- People living on unauthorised sites or sites with only temporary planning permission;
- People in bricks and mortar housing who actually need a pitch;
- People living on pitches who wish to move into houses;

- Overcrowding;
- Family formation (population growth).

16.7.18 The needs assessment was adopted by South Cambridgeshire District Council in June 2012, and identified a need for 85 pitches up to 2031.

UPDATE: Between January 2011 and March 2014, planning permission has been granted for 72 pitches which have been completed, and a site of 7 pitches has not commenced development. In addition, a site at Chesterton Fen Road for 26 pitches, on land identified for Gypsy and Traveller pitches in the South Cambridgeshire Local Plan 2004, had been recently completed, with two pitches now occupied. The total exceeds the figure identified in the needs assessment.

16.7.19 The Cambridgeshire Gypsy and Travellers Joint Strategic Needs Assessment 2010, produced by a partnership of Cambridgeshire Primary Care Trust and local authorities, aims to identify the current and future health, care and wellbeing needs of the Traveller population in Cambridgeshire. It identifies that lack of secure accommodation is the biggest issue facing Gypsy and Traveller communities in the East of England and many are homeless. Selecting the right location for a site is a key element in supporting good community relations and maximising its success. Well-run, authorised sites can be effectively integrated into local communities. Gypsies and Travellers have significantly poorer health status and more self-reported symptoms of ill-health than the rest of the population with reported health problems being between two and five times more prevalent. Gypsy and Traveller children remain highly disadvantaged in terms of access to education and achievement. There is evidence of economic exclusion in the Gypsy and Traveller population and locally concern has been raised locally about access to affordable utilities.

#### **What will be the situation without the Plan?**

16.7.20 Without the Local Plan planning applications would be determined against national planning policies contained in the National Planning Policy Framework. The Gypsy and Traveller Accommodation Needs Assessment would provide evidence of need. Without the plan there would not be a local target or pitches identified through plan making to address it.

#### **What are the Key Sustainability Issues and Problems?**

16.7.21 The Gypsy and Traveller Accommodation Needs Assessment identifies a need for further pitches in the area.

16.7.22 A key sustainability issue for the Sustainability Appraisal and the Local Plan is to address accommodation needs of Gypsies and Travellers and Travelling Showpeople.

#### **Cross Cutting Issues**

### *Inclusive Communities*

16.7.23 Access to education, services and facilities and employment are highlighted by planning guidance as particular issues to consider when considering the location of new sites. When planning new sites it will be important to consider impact on nearby communities in terms of scale and on existing local infrastructure. Promotion of peaceful and integrated coexistence between sites and local communities is also an important consideration.

### *Healthy Communities*

16.7.24 Health inequalities of Gypsies and Travellers are highlighted by the Joint Strategic Needs Assessment. Accessibility of healthcare facilities is an important consideration when planning new sites.

## 16.8 Sustainability Appraisal Framework

16.8.1 Taking account of the plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration of the Local Development Framework documents.

16.8.2 To expand on the central focus of each objective (as they are high-level) the SA Framework includes a series of questions for use when applying the SA Framework to the assessment of proposed policies.

Sustainability Objective	Decision making criteria	
Ensure everyone has access to decent, appropriate and affordable housing	Will it support the provision of a range of quality housing of appropriate types and sizes, including affordable housing, to meet the identified needs of all sectors of the community?	Total and percentage of dwellings completed that are affordable  House price to earnings ratio  Delivery of Extra Care housing
	Will it result in quality homes for people within the district to live in?	Number of new Gypsy and Traveller pitches and Travelling Showpeople plots.
	Will it provide for housing for the ageing population?	
	Will it provide for the accommodation needs of Gypsies and Travellers and Travelling Showpeople?	

## **17. INCLUSIVE COMMUNITIES – REDRESSING INEQUALITIES AND INVOLVING THE COMMUNITY**

### **Introduction**

South Cambridgeshire District Council as a public body has a duty to tackle discrimination, promote equality of opportunity and encourage good community relations through the Equality Act 2010.

When the Council prepares policies it has a duty to carry out an equalities impact assessment. The preparation of this Scoping Report provides the opportunity for the Council to incorporate these assessments into the plan making process so that equalities issues along with wider sustainability issues are embodied into plan making.

The key themes to be covered in this section about inclusive communities are

- Redressing inequalities
- Ruralism – the particular problems experienced within rural communities in being able to access services and facilities
- Involving the community in planning.

## 17.1 Issue: Redressing Inequalities

### What is the Policy Context (Summary)

National and Regional

17.1.1 Our Shared Futures produced in 2007 by the Commission on Integration and Cohesion considered that the emphasis should be on what binds communities together rather than what differences divide them. The National Planning Policy Framework (NPPF) further reaffirms this by stating that planning policies and decisions should aim to achieve places which promote opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through mixed-use developments, strong neighborhood centres and active street frontages which bring together those who work, live and play in the vicinity.

17.1.2 South Cambridgeshire District Council as a public body has a duty to tackle discrimination, promote equality of opportunity and encourage good community relations through the Equality Act 2010.

17.1.3 The East of England Regional Assembly, which has now been disbanded, produced a number of strategies that included objectives to promote social inclusion and reduce inequalities. The *Regional Social Strategy (2007-2010)* had an objective of reducing social exclusion particularly for the elderly and to improve access to services especially for disadvantaged groups.

17.1.4 A Rural Strategy for Cambridgeshire was prepared by Cambridgeshire ACRE in 2010 and will work towards a more socially, economically and culturally inclusive rural Cambridgeshire. The Rural Strategy aims to promote values of inclusion and diversity through its ambitions and actions.

17.1.5 The District Council has produced a *Single Equality Scheme, 2010* which supersedes the previous Disability, Gender and Race Equality Schemes. This reflects the change that came into being in the Equality Act 2010 whereby public bodies have a new Single Equality Duty placed upon them. This duty covers

- Age
- Disability
- Gender Reassignment
- Marriage and Civil Partnership
- Pregnancy and Maternity
- Race
- Religion or Belief
- Sex
- Sexual Orientation

South Cambridgeshire has also included rurality within its scheme.

17.1.6 The Single Equality Scheme also outlines how and why the Council carries out Equality Impact Assessments (EQIA) on all policies that are created. This includes planning policy documents. The Single Equality Duty requires public authorities to check how their policies affect people from different groups and communities in respect of the protected characteristics held by groups or

individuals under anti-discrimination and equality legislation. The Council has extended this assessment to include all equality areas and now includes 'rurality' as a consideration during the EQIA process.

17.1.7 In the Council's *Gypsy and Traveller Community Strategy* the needs of the Travellers community within South Cambridgeshire are considered. The strategy seeks to foster good community relationships and to eliminate unlawful racial discrimination, promoting equality of opportunity and mutual understanding.

### **What is the Situation Now?**

#### *The Different Groups within the Community*

17.1.8 South Cambridgeshire has a number of different groups within its community. The 2008 Place Survey found that 82% of South Cambridgeshire residents thought that their local community is a place where people from different backgrounds and communities can live together harmoniously which indicates that within the district a majority consider that they live within inclusive communities.

17.1.9 Cambridgeshire Horizons produced a practice guide for creating *Balance and mixed communities* which provides a list of key lessons to be learnt from case studies covering a range of issues including housing mix, tenure mix and layout and integration and accessibility.

17.1.10 The Council's Single Equality Scheme 2011 provides useful information about these different groups for which the Council has a duty to protect from discrimination, promote equality of opportunities and encourage good community relations.

17.1.11 The Black, Asian and Minority Ethnic (BAME) Community - The 2001 Census data shows that in South Cambridgeshire 93.2% of the population were White British, and a further 3.7% were White Irish and White Other, with 3,800 people identified as from minority ethnic groups. The Census 2011 shows that this balance has changed somewhat: by 2011 87.3% of the population were White British, and a further 5.7% were White Irish or White Other, with around 10,100 people identified as from minority ethnic groups. In 2001 the largest identified minority ethnic groups were Indian, Chinese, and Other Ethnic group, which overall did not represent more than 1% of the population. In 2011, the largest identified minority ethnic groups were Indian, Chinese, and Other Asian groups, which overall represented than 3.3% of the population.

**Table 1 – The Resident Population in South Cambridgeshire District by Ethnic Group**

RESIDENT POPULATION BY ETHNIC GROUP	South Cambridgeshire		Cambridgeshire	
	2001	2011	2001	2011
White: English/Welsh/Scottish/Northern Irish/British	93.3%	87.3%	91.0%	84.5%
White: Irish	0.8%	0.7%	0.9%	0.8%
White: Gypsy or Irish Traveller		0.3%		0.2%
White: Other White	3.0%	5.0%	4.1%	7.1%
Mixed/multiple ethnic group: White and Black Caribbean	0.2%	0.4%	0.2%	0.4%
Mixed/multiple ethnic group: White and Black African	0.1%	0.2%	0.1%	0.2%
Mixed/multiple ethnic group: White and Asian	0.3%	0.7%	0.4%	0.6%
Mixed/multiple ethnic group: Other Mixed	0.3%	0.5%	0.3%	0.5%
Asian/Asian British: Indian	0.5%	1.5%	0.7%	1.2%
Asian/Asian British: Pakistani	0.1%	0.3%	0.2%	0.4%
Asian/Asian British: Bangladeshi	0.0%	0.1%	0.2%	0.4%
Asian/Asian British: Chinese	0.4%	0.8%	0.7%	1.1%
Asian/Asian British: Other Asian	0.2%	1.0%	0.2%	1.1%
Black/African/Caribbean/Black British: African	0.2%	0.5%	0.2%	0.6%
Black/African/Caribbean/Black British: Caribbean	0.2%	0.2%	0.2%	0.3%
Black/African/Caribbean/Black British: Other Black	0.1%	0.1%	0.1%	0.2%
Other ethnic group: Arab		0.2%		0.2%
Other ethnic group: Any other ethnic group	0.3%	0.3%	0.5%	0.3%
<b>Total*</b>	<b>100.0%</b>	<b>100.1%</b>	<b>100.0%</b>	<b>100.1%</b>
<b>Total White</b>	<b>97.1%</b>	<b>94.6%</b>	<b>95.9%</b>	<b>93.8%</b>
<b>Total non-White</b>	<b>2.92%</b>	<b>6.8%</b>	<b>4.1%</b>	<b>7.5%</b>

Source – 2001 Census & 2011 Census

\*Due to rounding percentages don't always total exactly to 100%

17.1.12 Gypsies and Travellers - Gypsies and Travellers were not identified separately in the 2001 Census although they are an ethnic group. The 2011 Census did include them separately as an ethnic group, identifying the South Cambridgeshire Gypsy & Traveller population as 485. Previous to this, the Cambridge Area Travellers Needs Assessment 2005 estimated that South Cambridgeshire's Gypsy and Traveller population was 1,330 in 2005, which equates to 1% of the 2005 district population and makes them the largest ethnic minority group.

17.1.13 Gender – In 2001 the gender split in the district was broadly similar to the national average with 50.8% of the total population being female and 49.2% being male according to the 2001 Census. In the 2011 Census this had changed slightly, with 50.4% of the total population being female and 49.6% being male; these figures remain similar to the national average.

17.1.14 According to the 2009 Annual Survey of Hours and Earnings, women working full-time in South Cambridgeshire earn, on average, 29% and 24.5% less than their male counterparts in terms of weekly pay and hourly pay respectively. There is currently no evidence to determine the reasons why women earn disproportionately less than men. However this disparity will impact on the quality of life of females and their choices of where to live and availability of means of transport. This was highlighted in the *Gender Equality Scheme 2010-2013* produced by South Cambridgeshire District Council.

**Table 2 – Gross Weekly Pay rates and Hourly Pay rates from Male and Female workers**

	South Cambs £	East £	England & Wales £
<b>Gross Weekly Pay</b>			
Full-time	594	509.4	481.1
Male full-time	684.3	565.8	527
Female full-time	485.5	432.6	414.5
<b>Hourly Pay</b>			
Full-time	15.88	12.89	12.06
Male full-time	17.32	13.78	12.76
Female full-time	13.07	11.42	10.99

Earnings by Residence. Source: ONS, Annual Survey of Hours & Earnings – Resident Analysis 2009. Note: Median earnings in £ for employees living in the area.

17.1.15 People with Disability - No single figure exist to record the actual number of disabled people living in the district. In the 2008 Place Survey, 28% of respondents in South Cambridgeshire reported having some long-standing illness, disability or infirmity. This was lower than the Cambridgeshire average of 33%.

17.1.16 South Cambridgeshire has an ageing population, which will have implications for the number of residents affected by disabilities. The issues relating to this ageing population are considered in the Healthy Communities theme.

17.1.17 Religion or Belief – In 2001 Christianity was the largest stated religion in South Cambridgeshire, practised by 72.9% of residents. This was just above the national average of 71.7%, as well as the county average of 71.3%. The biggest non-Christian religion minority in the District were Muslims, who comprised 0.5% of the population. In 2011 Christianity remained the largest stated religion in the district, although this majority had dropped significantly, being practised by 58.8% of the population. The biggest non-Christian religion minority in the District remained Muslims, who comprised 1.4% of the population; the biggest increase 2001-2011 was in residents who practised No Religion, rising from 17.9% to 30.1%.

**Table 3 – Religion of residents within South Cambridgeshire District and within the County of Cambridgeshire**

RELIGION OF RESIDENTS: SUMMARY RELIGION	2001		2011		2001	2011
	Number	% South Cambs	Number	% South Cambs	Cambs %	Cambs %
Christian	94,881	72.9%	87,463	58.8%	71.3%	58.2%
Buddhist	369	0.3%	700	0.5%	0.4%	0.5%
Hindu	417	0.3%	1,123	0.8%	0.4%	0.7%
Jewish	298	0.2%	362	0.2%	0.3%	0.3%
Muslim	612	0.5%	1,464	1.0%	0.8%	1.4%
Sikh	125	0.1%	186	0.1%	0.1%	0.1%
Other religion	314	0.2%	568	0.4%	0.3%	0.4%
No religion	23,247	17.9%	44,741	30.1%	18.2%	30.4%
Religion not stated	9,848	7.6%	12,148	8.2%	8.2%	7.9%
<b>Total</b>	<b>130,111</b>	<b>100.0%</b>	<b>148,755</b>		<b>100.0%</b>	<b>99.9%</b>

Source 2001 Census

\*Due to rounding percentages don't always total exactly to 100%

17.1.18 Migrant workers - Recent immigration from outside the UK has included workers attracted by opportunities for employment mainly in the food industry and in the local service economy. Migrant workers have traditionally formed an important sector of the seasonal labour force; recently, migrant communities are becoming more established and less 'seasonal'.

**What will the situation be without the plan?**

17.1.19 Without the Local Plan national planning policy, in the form of the National Planning Policy Framework would apply, and the Council would still be bound by its duties under the Equality Act. However, without locally developed plans the Council would not be able to take into account the varied needs of the community as effectively.

**What are the Key Sustainability Issues and Problems?**

17.1.20 Only a relatively small proportion of South Cambridgeshire's population is made up of communities with differing needs. These needs are therefore not as obvious as in more mixed communities and special attention is required to ensure that minority needs are taken into account when planning for the future of the district. Consideration of the needs of all sections of community will have to underpin all drafting of policies and proposals during the plan making process to ensure that no groups within the community are disadvantaged.

17.1.21 A key issue for the sustainability appraisal and the local plan will be to consider whether the policies and proposals address the needs of a diverse community by redressing the inequalities highlighted in the Council's Single Equality Scheme. The inequalities covered in this scheme are related to age, disability, gender, race, faith, income and rurality.

## **Cross cutting issues**

17.1.22 Considering the needs of all sections of the community in South Cambs will cut across many issues within the plan:

### *Housing*

17.1.23 Providing homes in the right place; of the right size and tenure. Also there is a need to provide affordable housing for those that cannot access the property market because of the high prices of houses within the district.

### *Transport*

17.1.24 Consider access to services and facilities for different groups, including people without access to a car; allowing people a choice of modes of transport. This is considered in the Transport theme.

### *Promoting Health*

17.1.25 Ensuring that development is designed well with green space integrated into the design and fear of crime reduced through thoughtful design. Considered in Healthy communities.

### *Levels of local incomes*

17.1.26 The differences between the wages of men and women will impact on how women on the lower level income will be able to access a range of services within the district. There will be reduced choices about where they can live or how they will be able to travel to work and therefore reduced opportunities for what employment may be available to them. These matters can only be addressed indirectly through the planning system as wage levels are not a matter for town planning. The scale and type of new employment are considered in the Economic Activity theme and accessibility under Transport.

### *Levels of training / education*

17.1.27 Improved opportunities for education and learning can increase social inclusion and access to better paid and higher skilled work. This is considered in Economic theme

### *Design*

17.1.28 When good design is used in planning new developments the community can benefit from having a more pleasant place to live, which helps to create a more integrated inclusive community. Developments can also be designed to ensure they create an inclusive environment, regardless of age, gender or disability. This is covered in the Landscape and Townscape theme.

## 17.2 Issue: Rurality

### What is the Policy Context (Summary)

#### *National*

17.2.1 The National Planning Policy Framework includes guidelines for the planning system in how it may assist delivery of strong, vibrant and healthy communities. To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments. They should also guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs. Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.

17.2.2 The particular needs of rural communities were considered in the ODPM 2004 *Rural Strategy* and one of its key objectives was for rural policy to provide social justice for all by tackling rural social exclusion wherever it occurs and providing fair access to services and opportunities for all rural people.

#### *County and District level*

17.2.4 The *Rural Strategy for Cambridgeshire* produced by Cambridgeshire ACRE in 2010 is a plan for the future viability of the County's rural areas. Given the rural character of South Cambridgeshire much of the priority actions set out to achieve improvements to rural life are relevant to this district. These include actions to protect and enhance rural services; improving provision for access to local health and social care and widening transport options.

17.2.5 The Council has produced a number of strategies that consider access to services in rural areas. The Council recently developed its first Community Transport Strategy (CTS) 2010 – 2012 by working with local people to address the needs of the most vulnerable in the community and supporting schemes to improve rural transport and access to services.

## What is the Situation Now?

### *Rurality measures regarding service provision and access*

- 17.2.6 The nationwide information about access to services can be found in the document published in 2010 by the Commission for Rural Communities called *State of the Countryside*. The figures for 2010 show that typically rural towns have relatively high levels of access to services such as post offices, primary schools, doctor's surgeries and food shops i.e. over 90% of households are within 4km. However for villages, hamlet and isolated dwellings there are generally lower levels- over 60% of households have a doctor's surgery within 4 km and a primary school within 2km but less than 30% within 2 km of a convenience store or supermarket.<sup>1</sup> The research has also found that most rural services have experienced little change or a slight fall in the percentage of households within set distances between 2000 and 2010. Also that there has been an 11.2% rise in access to doctor's surgeries.
- 17.2.7 South Cambridgeshire is a largely rural district with no towns within its own boundaries. Instead these scales of settlements exert their influence from just outside the district boundary. South Cambridgeshire completely surrounds Cambridge City and is surrounded by the larger towns of Newmarket, Haverhill, Saffron Walden, Royston, Biggleswade, St Neots, Huntingdon, St Ives and Ely. As a rural District it is therefore well served by nearby towns. Within the district there are some 103 parishes with no villages with populations larger than 8,000 people. Nearly half of the population in the District live in just 15 large villages with a population mainly in excess of 4,000 people
- 17.2.8 South Cambridgeshire District Council with Cambridgeshire ACRE have conducted a survey with parish councils within the district to find out what services and community facilities are available throughout the district. ACRE has now published this information for all the rural districts within the county and the following table shows that South Cambridgeshire is similar to the County average in the percentage of parishes without access to certain services. Fenland district has the least access and Huntingdonshire marginally better access than the average for the rural districts. In terms of parishes without access to a doctor's surgery the county trend follows the national one, which is for improved access.

---

<sup>1</sup> State of the Countryside 2010. –page 28-30

**Table 4 Results from Cambridgeshire ACRE survey 2010 showing how South Cambridgeshire compares with other districts within the County.**

Service or facility	% Parishes in each authority area without access Figure in bracket shows % from previous survey in 2007				
	South Cambs	East Cambs	Fenland	Hunts	Cambridgeshire
Post Office (Full or part time)	54 (58)	59(53)	92(93)	38(42)	53(54)
General store	52 (51)	50(47)	67(86)	47(43)	51(51)
Doctors Surgery	24(26)	19(22)	33(46)	24(25)	24(26)
Library Full time	10(12)	9(9)	0(8)	9(8)	9(10)
Sports Field/ Sports recreation area	70(69)	78(78)	92(79)	53(52)	68(65)
Meeting place	96(97)	94(100)	100(100)	98(94)	96(97)
Public house serving drinks only	9(13)	9(19)	17(38)	16(11)	11(15)

Source: Cambridgeshire ACRE Parish survey 2010.

17.2.9 The Council has prepared a village services and facilities report to provide evidence to support the review of for the Local Plan. This sets out additional information gathered in the Cambridgeshire ACRE survey.

17.2.10 The majority of people in South Cambridgeshire as a whole live in villages, which at least have a primary school (127,330 or 88% of the population). The remaining 12% of the population (17,860) live in 55 small villages ranging in size from 20 to 850 people, which do not even have a primary school. However all but a minority of these villages are within 3 miles of a village that does possess a primary school (the exceptions being Great and Little Chishill; Heydon; and Carlton.) The following table shows that over half the population of the district live in parishes that do not have a doctor's surgery, a primary school and a food store within the settlement, which illustrates well that the smaller settlements do not possess a range of services.

**Table 5 - Percentage of the population of South Cambridgeshire do not have access to services within their Parish.**

Service to which parishes do not have access	Number of people within the district	% of population within district
Doctor's surgery	57,320	39%
Primary School	17,860	12%
Food store	40,500	28%
Doctor's surgery; Primary School; Food Store	81,920	56%

Source: Village Services and Facilities Study 2012 by South Cambridgeshire District Council

17.2.11 There are currently eight settlements with village colleges within in them that are for secondary education (11-16 year olds) – Comberton, Cottenham, Linton, Melbourn, Impington; Sawston; Swavesey and Bassingbourn. A further secondary school will be provided in Cambourne. Also Gamlingay has a village college but it is a middle school.(8-12 year olds) The presence of these village colleges greatly increases the sustainability of the local communities offering not just education for the school age children but access to shared sports facilities and community halls for local activities. These villages act as service centres for surrounding villages and their distribution across the District, which means that just over half of the villages are within 3 miles of a village college measures as the crow flies, which does not take into account how accessible different forms of transport are to get to these settlements. For example there is no public transport from Waterbeach to Cottenham.

17.2.12 Currently a settlement hierarchy is set out in policies in the Core Strategy DPD and allows greater levels of housing development in those villages within the district that have the greatest range of facilities. The village services report has been used to inform a review of the village hierarchy, which will form part of the Local Plan review.

17.2.13 How residents are able to access different services and facilities across the district and the specific problems some sections of the community such as the young and elderly experience when they have to rely on forms of transport other than private cars is considered in the Transport theme.

17.2.14 An assessment of indoor community facilities was carried out in 2009 and South Cambridgeshire District Council published a study, which provides a robust evidence base on the quantity, quality and accessibility of the existing stock across the District to identify areas of need, and to identify priorities for investment and improvement. In many rural communities these community facilities are crucial to maintaining a sense of local identity, as well as provide a base for a variety of different groups and activities, from pre-school groups; to indoor mat bowls; to yoga; for meetings or for coffee mornings. The Council is keen to ensure that all residents have access to facilities, which are appropriate, and fit for purpose.

**What will the situation be without the plan?**

17.2.15 Although there would be national level policies in the NPPF there would be no locally devised policies to protect villages from the loss of employment opportunities and local services. This could result in market forces shaping what services were available to local communities. Within new developments consideration would not have to be given to providing the future residents with local shops and facilities to ensure sustainability.

**What are the Key Sustainability Issues and Problems?**

Availability of services and facilities

17.2.16 South Cambridgeshire is a predominantly rural authority with 103 villages of varying scales, which provide a variety of services and facilities for their local communities. Larger villages provide a greater choice since they will be serving larger populations having a larger catchment area. Many smaller villages have very few facilities, meaning residents have to travel to obtain services and facilities. This has implication for sustainability, particularly if they rely on car journeys, but also existing services make an important contribution to the sustainability of settlements, and opportunities for people, including people who are less mobile, to have opportunities to access services and facilities. Particular sections of the community who do not have access to a private car are likely to have more difficulties accessing services in villages where public transport is limited or not available. Their choices for services will be limited by their lack of choice of modes of transport – this is considered in the Transport theme.

17.2.17 The key issues are therefore that within existing settlements the services and community facilities that already are available should be maintained and improved to meet the needs of the existing population and any new developments being created within the district must ensure that the needs of the future population are met close to where they live.

**Cross cutting issues**

17.2.18 Employment opportunities – The Economic Activity theme notes that most villages in the district have more economically active people than jobs, resulting in high levels of commuting. It highlights the importance of the rural economy in providing jobs near to where people live, and also providing jobs where they can be accessed by means other than the car.

*Provision of transport to access services*

17.2.19 In order to access services residents from smaller villages within South Cambridgeshire may have to travel some distances to get to the nearest large settlement and may not have a choice of transport to do this particularly if they do not have access to a car. The provision and availability of public and community transport will be vital to these sections of the population. This is considered in the Transport theme.

*Delivery of green infrastructure and recreation*

17.2.20 It is important that the community has access to open spaces and opportunities to exercise and take part in recreational activities that are near to where they live. This is considered in the Healthy Communities and the Biodiversity themes.

## **17.3 Issue: Involvement of Community in Planning**

### **What is the Policy Context (Summary)**

#### *International, national and regional level*

- 17.3.1 The *Aarhus Convention* 1998 established a number of rights for the public with regard to the environment –one of which was the right to participate in environmental decision making.
- 17.3.2 The Coalition Government is committed to people having a right to have a say in what is being planned in their communities. Fundamental to the Localism Act is the right of local communities to be able to plan their own neighbourhoods.
- 17.3.3 The National Planning Policy Framework (NPPF) explains how the planning system can play an important role in facilitating social interaction and creating inclusive communities. Local planning authorities should create a shared vision with communities of the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of local and neighbourhood plans and in planning decisions.

#### *County level*

- 17.3.4 At a county level the *Cambridgeshire Compact 2007* is a partnership agreement between statutory bodies and the voluntary and community sector designed to improve their relationships and could help inform how consultations are carried out planning. South Cambridgeshire District Council is signed up to this agreement.
- 17.3.5 The District Council has a number of policy documents that consider how the Council consults with its community. As part of its Local Development Framework a *Statement of Community Involvement* has been adopted that outlines how the Council will be encouraging stakeholders and the wider community to be involved in planning issues. It considered how the community can be involved in both planning policy and in commenting on planning applications being considered by the Council. This is linked to the *Community Engagement Strategy*, which considers all forms of engagement that the Council carries out. The *Young People's Plan* specifically identifies how children and young people may become involved in have their say on Council issues.

## What is the Situation Now?

17.3.6 Whether people have a sense of belonging to their neighbourhood and want to be actively involved within the community was considered in the Place Survey<sup>2</sup>. In the 2008 34% of respondents to this survey in South Cambridgeshire agreed they could influence decisions in their locality. This figure is higher than the national and regional rates of 29%.

**Table 6 Percentage of adults who feel they can influence decisions affecting their local area and (ii) Percentage of residents that 'definitely agree' and 'tend to agree' that they can influence decisions affecting their local area**

	Quality of Life Survey (i)		Place Survey (ii)
	2003	2006	2008
Cambridge	22%	23%	39%
East Cambridgeshire	16%	14%	28%
Fenland	12%	10%	24%
Huntingdonshire	17%	15%	28%
South Cambridgeshire	19%	17%	34%

Source – Quality of Life Survey 2003/ 2006 and Place Survey 2008

17.3.7 The Place Survey also asked about levels of volunteering 33% of people regularly participate in formal volunteering in South Cambs, however it is likely that many more provide voluntary services on a more informal basis to neighbours, family and friends.

17.3.8 The Government has decided to no longer carry out the Place Survey and there is at present no alternative means of gauging how people feel about their area.

17.3.9 South Cambridgeshire District Council has achieved the Customer Service Excellence (CSE) accreditation in 2011. Working towards the standard has helped the Council make sure it continues to place its customers, at the heart of service design and delivery. The Council is setting up a Citizen's Panel, which could in future provide a means of finding out what the community thinks about the district.

17.3.10 Involving the community in planning matters in the district is extremely important and the Council has prepared a Statement of Community Involvement as part of its plan making to outline how this involvement can best be achieved. This considers those parts of the community that may be more difficult to reach such as young people and Gypsies and Travellers.

<sup>2</sup> Place Survey - A postal survey carried out by all local authorities introduced in 2008.

**What will the situation be without the plan?**

7.3.11 If the community were not asked to comment on the proposals in the plans they may be less aware of what is being proposed within the district and would not be able to influence and shape policies and proposals which are likely to affect their daily lives. The Council benefits by hearing the views of the community and has a chance to revise the proposals in light of what people have said. By involving the community there may be more acceptance by people of any proposed developments. The needs of the wider community can be heard and taken account of.

**What are the Key Sustainability Issues and Problems?**

17.3.12 Involving the community in planning for their local neighbourhoods has been a key part of the reforms to the planning system by the new Government. In South Cambridgeshire there has been much experience of consulting the residents of the district and the methods used were set out in the Statement of Community Involvement (SCI) that was adopted by the Council. This set out how the Council will try to involve all sections of the community including the hard to reach. All members of the community should be given the opportunity to become involved in the preparation of the Local Plan – the opportunity to make a difference.

17.3.13 Key issues for the sustainability appraisal and the local plan will be to consider how policies and proposals can encourage and enable the active involvement of local people in community activities.

**Cross cutting issues**

17.3.14 Involving the community in planning cuts across all issues considered in this scoping document. The Local Plan will include policies on a range of issues from housing to employment, to transport provision to consideration of the impact of climate change and by carrying out consultations the public and stakeholders will be able to comment on proposals being put forward at the different stages in the plan making process. Objections and support can be made to all the options – for example on housing sites being proposed or wording of renewable energy policies. Community involvement will underlie the preparation of the plan.

## 17.4 Sustainability Appraisal Framework

17.4.1 Taking account of the plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration of the Local Plan.

17.4.2 To expand on the central focus of each objective (as they are high-level) the SA Framework includes a series of questions for use when applying the SA Framework to the assessment of proposed policies.

Sustainability Objective	Decision Making Criteria	Indicators
Redress inequalities related to age, disability, gender, race, faith, location and income	Will improve relations between people from different backgrounds or social groups?	% of residents who feel their local area is harmonious  % of residents that definitely agree or tend to agree that their local area is a place where people from different backgrounds get on well together  Index of multiple deprivation
	Will it redress all the sections of inequality included in the Council's Single Equality Scheme which are as follows - Age Disability Gender Reassignment Marriage and Civil Partnership Pregnancy and Maternity Race Religion or Belief Sex Sexual Orientation	
	Will it redress rural isolation - rurality?	
Improve the quality, range and accessibility of services and facilities (e.g. health, transport, education, training, leisure opportunities)	Will it improve accessibility to key local services and facilities, including health, education and leisure (shops, post offices, pubs etc?)	Amount of new residential development within 30 minutes public transport journey time of key services
	Will it improve quality and range of key local services and facilities including	% of population in categories 1-3 for access to primary school, food

Sustainability Objective	Decision Making Criteria	Indicators
	health, education and leisure (shops, post offices, pubs etc?)	shop, post office and public transport.
Encourage and enable the active involvement of local people in community activities	Will it increase the ability of people to influence decisions, including 'hard to reach' groups?	% of adults who feel they can influence decisions affecting their local area  % of residents that 'definitely agree' and 'tend to agree' that they can influence decisions affecting their local area
	Will it encourage engagement in community activities?	% of people who have participated in regular formal volunteering in last twelve months

## **18. ECONOMIC ACTIVITY**

The key themes addressed in this theme relate to economic activity:

- The Nature of the Economy
- Employment Land Supply
- The Workforce
- Retailing
- Investment in Infrastructure
- The Rural Economy
- Tourism

## **18.1 Issue: The Nature of the Economy**

### **What is the Policy Context (Summary)**

- 18.1.1 The Government in a ministerial statement 'Planning for Growth' in March 2011 stated that its top priority in reforming the planning system is to promote sustainable economic growth and jobs. The Government is committed to introducing a strong presumption in favour of sustainable development. The Plan for Growth published in March 2011 further highlighted the need for planning to assist in driving and supporting the growth of the country's needs so that economic growth is more evenly shared across the country.
- 18.1.2 The National Planning Policy Framework (NPPF) establishes that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.
- 18.1.3 It requires plans to set out a clear economic vision, and strategy to encourage sustainable economic growth. It states that Local Planning Authorities should support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate requirements not anticipated in the plan and to allow a rapid response to changes in economic circumstances positively plan for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries.
- 18.1.4 The role of the Regional Economic Strategies has been diminished with the closing of all the rural development agencies (RDAs) who wrote and were to assist in delivering the recommendations within these strategies. The RDAs have been replaced by Local Enterprise Partnerships. The Greater Cambridge and Greater Peterborough LEP is the one for this area but its role and responsibilities are still evolving. The LEP is a partnership between the public and private sector and each LEP will adapt how it works to suit its local area.
- 18.1.5 The Greater Cambridgeshire Partnership (GCP), another organisation that has been superseded by the LEP, produced a Sub-regional Economic Strategy (SRES) for the period of 2009-2012. The SRES emphasised the importance of the Greater Cambridge hi-tech cluster to the economy whilst recognising that the area is predominantly rural supported by a broad range of industry, not least manufacturing, tourism, construction and financial, business and public services. A high priority is placed on the need for continued and appropriate support to the hi-tech and knowledge-based cluster during the recession time.

18.1.6 The Economic Development Strategy produced for South Cambridgeshire District to cover the period 2010 to 2015 considered the economic trends of the district, and the views of stakeholders, and established a range of aims and objectives for the Council. They include the aim that South Cambridgeshire continues to underpin its economic role in the District/Greater Cambridge sub-region as an employment and residential area and a location for world class businesses, balanced with its rural and broader economic requirements, and maintaining its natural features and attractiveness.

**What is the Situation Now?**

18.1.7 The South Cambridgeshire District forms a significant part of the Cambridge Sub-Region, recognised as being an important part of the regional and the national economy. It plays a significant role as a centre for world-class research and development, and significant ICT, life science and environmental technology clusters. The district is also home to a wide range of other businesses.

18.1.8 The highest employing sectors in South Cambridgeshire in 2008 were finance and business (20,700), public service (14,000), and manufacturing (12,200). However, these sectors have a large share of national employment and as a result are the largest sectors in many locations. Relative employment concentration is measured by the “location quotient” or LQ: an industry with a share of employment double the national average has an LQ of 2, one with half the national share has an LQ of 0.5

**Table 1: Employment in South Cambridgeshire by 20 sectors**

**Table 3.6 Employment by 20 sectors: Detail**

	WPI job 2007	2007 LQ	01-07	01-07 % grow	01-07 Diff grow	01-07 Diff grow%
Agriculture, extraction, Utilities	2,800	1.5	330	13.6%	320	13.0%
Manufacturing (other)	3,300	1.1	-840	-20.0%	-90	-2.2%
Chemical manufacture	2,400	1.9	-590	-19.6%	-30	-1.1%
Trad metal manufacture	3,400	1.3	-300	-8.2%	410	11.2%
Hi-Tech metal manufacture	3,100	4.3	-330	-9.5%	560	16.1%
Construction	6,900	1.3	2,690	63.5%	1,890	44.5%
Wholesale, incl cars	5,100	1.1	100	2.0%	110	2.2%
Retail	3,800	0.5	900	30.7%	1,010	34.2%
Hotels, bars & restaurants	3,300	0.7	460	16.4%	260	9.3%
Transport, & comms	1,600	0.4	-1,020	-38.5%	-1,070	-40.4%
Financial services	700	0.3	220	47.0%	220	45.4%
Real estate & equipment rental	1,400	0.9	420	41.1%	220	22.0%
Computer software/services	3,200	2.2	-1,000	-23.6%	-1,300	-30.6%
R&D	4,800	18.0	1,930	66.3%	1,910	65.5%
Professional business services	6,700	1.4	490	7.8%	-1,350	-21.7%
Other business services	4,000	0.8	1,090	37.7%	530	18.3%
Public admin & defence	1,500	0.4	570	62.2%	450	49.2%
Education	6,600	1.0	3,110	89.5%	2,570	74.0%
Health & social work	7,800	0.9	160	2.1%	-1,260	-16.5%
Community & personal services	3,400	0.8	610	21.7%	360	12.7%

South Cambridgeshire is benchmarked against Great Britain.

Changes measured from 1995

The Location Quotient (LQ) is a calculated ratio between the local economy and the national economy.

This ratio is calculated for all industries to determine whether or not the local economy has a greater share of that industry than expected. A LQ of 1 indicates that the local industry share exactly matches the national industry share.

Source: Annual Business Inquiry to 2007, Annual Population Survey to 2008, Census of Population to 2001, ONS; PACEC

Source: Extract from South Cambridgeshire Economic Assessment 2010 (PACEC on behalf of South Cambridgeshire District Council)

- 18.1.10 The table above illustrates the spread of employment across a range of activities in the District, but also the importance of Research and Development, and high tech manufacturing. Research and Development has a Location Quotient 18 times the national average.
- 18.1.11 The Cambridgeshire Economic Assessment: South Cambridgeshire Profile<sup>1</sup> notes that South Cambridgeshire has a very diverse private sector economy, with manufacturing activity ranging from pharmaceuticals, aircraft refurbishment/modification (an important employer), to manufacture of concrete and cement and to electrical equipment. There are many other elements of high value activity, including software consultancy (employing 2,500) and architectural activities (employing 2,000). The district also has a significant number of businesses in the construction and agriculture industries. The wide, mainly knowledge intensive industrial mix, means that the district is the key driver of productivity within Cambridgeshire and the wider region. A more diverse industry mix means the greater the ability to withstand external shocks, such as the recession.

#### *The Cambridge Cluster*

- 18.1.12 Over the last 50 years the Cambridge area has developed as a centre for high technology based businesses. Related to these businesses is the wider research community including Cambridge University and other research institutes making this area important not just on a national but global level. Also within the area is Addenbrookes Hospital, which is a leading research hospital with specialist medical knowledge. All these activities together have created an environment where businesses have clustered together to promote the flow of new ideas and knowledge and provided opportunities for starting up new companies.
- 18.1.13 The Cambridgeshire Economic Assessment: South Cambridgeshire Profile notes that a high density of businesses is crucial in creating the levels of agglomeration required to enable effective knowledge flow between people and firms, important for the growth of any successful economy. Business density<sup>2</sup> in South Cambridgeshire has been consistently high since 2001 and saw a particularly high increase in density between 2004 and 2008 resulting in a 10.7% increase. This compares to a decrease of 5.7% in Cambridge City and a Countywide increase of 5.8% and national increase of 6.5%.
- 18.1.14 Responses to Cambridgeshire County Council's survey of hi-tech businesses and employers<sup>3</sup> indicated that the wider hi-tech community provided 36,800 jobs at the start of 2008 in the Cambridge Sub-region – 20,175 in South Cambridgeshire representing around 27% of total employment in the district. National strengths include software, computer games, electronic publishing, advanced materials, biotech and clean tech.

---

<sup>1</sup> Cambridgeshire Economic Assessment - South Cambridgeshire Profile (Cambridgeshire County Council 2011)

<sup>2</sup> Business density is the ratio of businesses to working age residents and is expressed per 10,000 residents.

<sup>3</sup> Economic Assessment – South Cambridgeshire Profile (2010)

## Businesses

18.1.15 The annual ONS publication, UK Business: Activity, Size and Location from 2010 shows that there were 7,620 local business units<sup>4</sup> in South Cambridgeshire. The table below shows the number of local units in the district by industrial sector.

**Table 2: Number of Local Units in South Cambridgeshire by Sector in 2010<sup>5</sup>**

Industrial Local Unit	Sector	Nos.	Industrial Sector Local Unit	Nos.
Agriculture, forestry & fishing		530	Arts, entertainment, recreation & other services	475
Construction		955	Motor trades	215
Wholesale		355	Retail	405
Transport & storage (inc. postal)		220	Accommodation & food services	300
Information & communication		705	Finance & insurance	115
Property		265	Professional, scientific & technical	1,435
Business administration and support services		570	Public administration and defence	55
Education		210	Health	315
Production		495	TOTAL	7,620

18.1.16 The professional, scientific and technical sector accounts for the largest number of businesses with 19% of all local units. The construction industry and the information and communication sector are the next largest within the district.

18.1.17 The District has a significantly higher proportion of micro businesses than seen regionally or nationally. 86% of businesses employ fewer than ten people, and 97% employ fewer than 50. 60% of hi-tech businesses employ fewer than 10 people.<sup>6</sup>

**Table 3: Number of Local Units in South Cambridgeshire by Size in 2010**

Nos. Employed	Nos. of local units	Nos. Employed	Nos. of local units
0 – 4	5,575	100 – 249	60
5 - 9	950	250 – 499	25
10 – 19	530	500 – 999	5
20 – 49	360	1,000	+ 5
50 – 99	110	<b>TOTAL</b>	7620

<sup>4</sup> Local business units are those businesses that pay VAT and/or PAYE bases enterprises.

<sup>5</sup> UK Business: Activity, Size and Location (Office for National Statistics 2011)

<http://www.ons.gov.uk/ons/rel/bus-register/uk-business/2011/index.html>

<sup>6</sup> Cambridgeshire Economic Assessment - South Cambridgeshire Profile (Cambridgeshire County Council 2011)

### *The Economic Downturn*

- 18.1.18 The South Cambridgeshire Economic Assessment (Pacec on behalf of South Cambridgeshire District Council 2011) states that, based on Treasury central forecasts of GDP, a projected reduction in jobs in South Cambridgeshire of 5,000 between 2008 and 2010, followed by broadly stationary employment to 2013 and then a gradual recovery that could reach 2008 levels by 2022. The Assessment identifies that under the forecasts prepared for the review of the East of England Plan, South Cambridgeshire was expected to gain between 29,000 and 31,500 jobs 2007 to 2031. Updated forecasts mean that the absolute number of jobs expected to be created in South Cambridgeshire is halved, to around 15,000.
- 18.1.19 The South Cambridgeshire Economic Assessment recommends that the Council support firms through the downturn, building on the current activities of the Council, through targeted interventions in the sectors most adversely affected. Some vulnerable sectors include construction (larger and small jobbing builders and wholesalers), conventional manufacturing, chemicals, business services and computing software. It should encourage business growth in the opportunity sectors where there has been growth up to the recession and high concentrations of activity, i.e. R&D and the clean tech sectors, high tech manufacture, the creative ICT sectors and software, digital, health/bioscience, professional business services, tourism and leisure (with the arts and cultural facilities).
- 18.8.19 Subsequent to this assessment, the Council commissioned further forecasting from Cambridgeshire Econometrics. These forecasts provide a guide on population and job growth to 2031 and show that the forecasts produced in 2008 at the beginning of the recession had been too pessimistic, and the number of jobs has stood up in the Cambridge area better than had been anticipated.

UPDATE: The Cambridge Sub Region SHMA 2012 considers jobs forecasts as a key part of the analysis of the overall number of homes required to meet the development needs of the area for the period 2011 to 2031. It draws on the forecasts which were included in the Summer 2012 Issues & Options consultation as well as later forecasts based on the 2011 census. It identifies the objectively assessed need for 22,000 additional jobs and 19,000 new homes in South Cambridgeshire.

### **What will be the situation without the plan?**

18.1.21 Without policies in the Local Plan national planning policies would apply, and proposals would be judged on their individual merits. Policies which have helped to create an economic environment which has favoured the development of clusters of high technology and knowledge based industries could be undone. The opportunity to consider land supply needs for the plan period across the district and the range and mix of employment types would be missed. Potential employment land could be lost to more valuable uses such as housing and retail.

### **What are the Key Sustainability Issues and Problems?**

18.1.22 Evidence suggests future jobs growth will be slower than in the past, but will still be significant. The Local Plan will need to consider how to continue to support economic development, and the changing needs of the economy.

18.1.23 The district has a diverse high value economy, with national strengths in Research and Development, high value manufacturing, and software consultancy. The 'Cambridge Cluster at 50 – The Cambridge Economy – retrospective and prospective (EEDA and Partners 2011)' identifies that the high-tech cluster is 'maturing', and anticipates growth in the high tech economy will be slower than in the past, and other sectors will account for a higher proportion of growth. It states that Cambridge may not have been making the best use of its knowledge based assets, and some rebalancing towards outward looking high-tech and knowledge based activity (such as high value manufacturing, and headquarters functions).

18.1.24 Key issues for the sustainability appraisal, and the Local Plan, will be how to support business development and enhance competitiveness, and how to promote the industries that thrive in the district – the key sectors such as research and development /high tech/ Cambridge university related particularly through the development and expansion of clusters. It will also need to consider the role of other sectors which contribute to the range of local job opportunities. The Plan review will need to consider whether the selective management of employment policies remain appropriate given the changing circumstances.

### **Cross cutting issues**

18.1.25 Transport and Housing – Co-location of housing and employment provides opportunities for people to access jobs by means other than the car, and reduce commuting levels. The Local Plan will need to consider the housing-jobs balance when establishing housing and employment targets and considering the development strategy. Much of the jobs growth anticipated in the area will be filled by in-migration (national and international). The Technical Report for the 2002 Deposit Draft Structure Plan, showed that 80% of population change for the period 1999-2016 in South Cambridgeshire was forecast to be in-migration primarily for employment. The Local Plan will need to consider the housing needs of workers expected to fill the jobs growth anticipated in the plan period without which growth of the local economy will be constrained by labour shortages. The alternative would be increased levels of commuting as people could travel further to access jobs in

the Cambridge area. This would be unsustainable as well as add to congestion and levels of air pollution.

## **18.2 Issue: Employment Land Supply**

### **What is the Policy Context (Summary)**

18.2.1 The National Planning Policy Framework requires Local Planning Authorities to set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated requirements over the plan period. They should support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate requirements not anticipated in the plan and to allow a rapid response to changes in economic circumstances.

### **What is the Situation Now?**

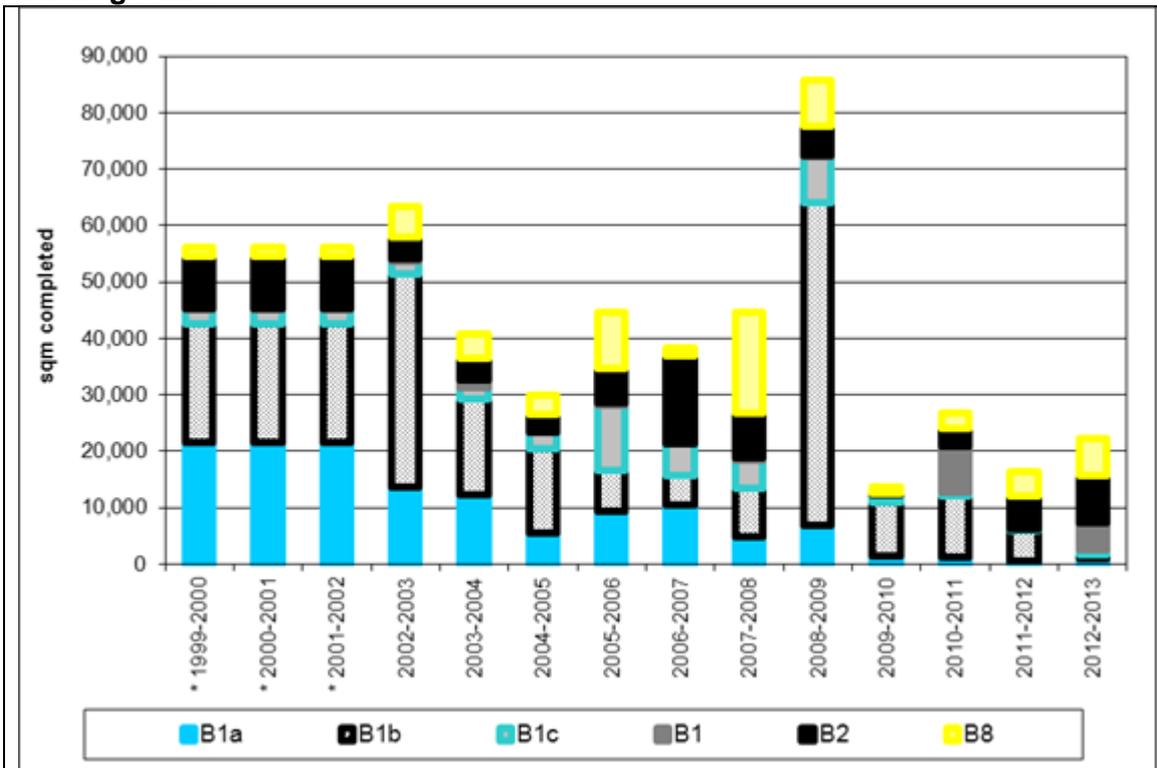
18.2.2 South Cambridgeshire has a range of premises for businesses of all sizes with both smaller and larger individual industrial estates in or close to the villages. It also has some significant flagship developments including the science and technology parks and innovation centres which offer high quality premises and facilities, with business support services set in attractive physical environments. Significant business parks include:

- Cambridge Science Park, Milton
- St John's Innovation Park, Milton
- Cambourne Business Park
- Cambridge Research Park on the A10 at Waterbeach
- Granta Park next to the A11 at Great Abington
- Babraham Research Campus on the A505 / A1307 at Babraham
- The Wellcome Trust Genome Campus at Hinxton
- Capital Park at Fulbourn
- Papworth Business Park at Papworth Everard
- Buckingham Business Park at Swavesey
- Melbourn Science Park

#### *Employment Development*

18.2.3 In the last decade South Cambridgeshire has seen high levels of growth of business floorspace. This contrasts to Cambridge City, where since 1999 there has been an overall decline in floorspace. Much of this loss has been former business land cleared for housing and retail developments.

**Table 4: Gross amount and type of completed employment floorspace (sqm) in South Cambridgeshire**

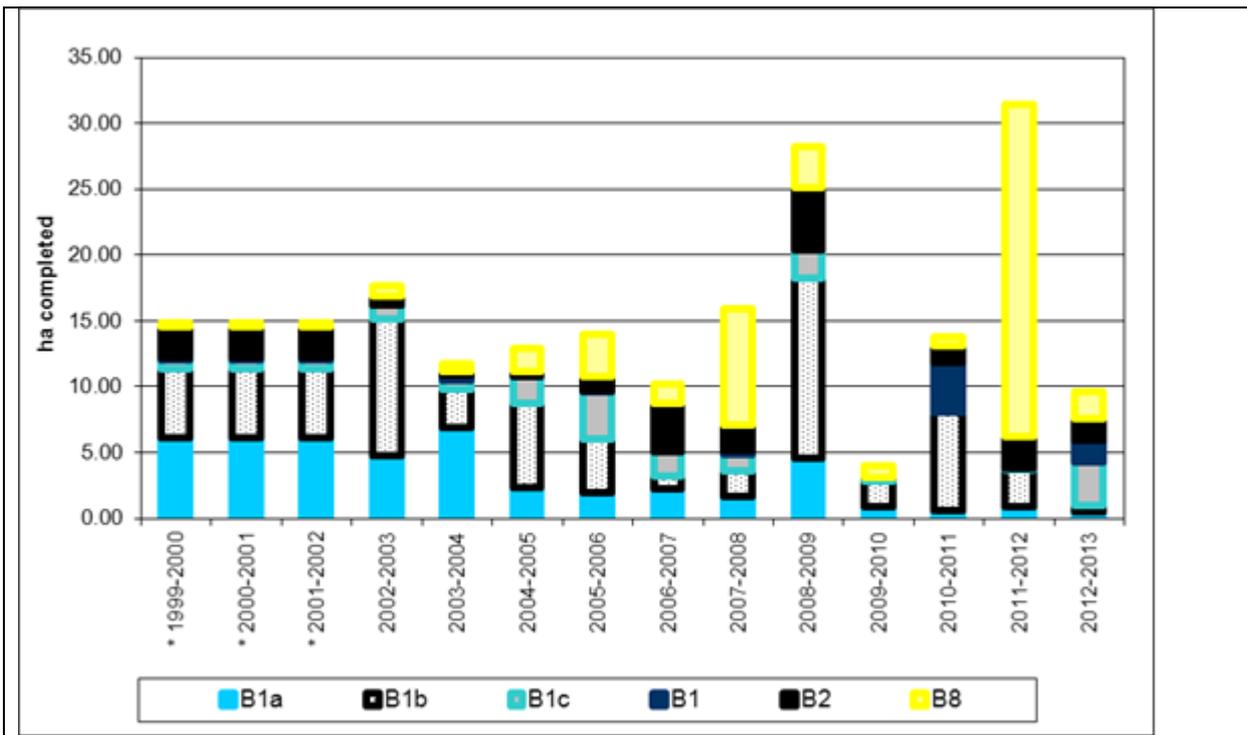


\* For the period 1999-2002, data is only available for a three-year period; this figure has been split evenly across the three years on the graph.

Source: Research & Monitoring – Cambridgeshire County Council

**Table 5: Gross amount and type of completed employment land (ha)**

Source: Research & Monitoring – Cambridgeshire County Council



**Table 6: Net amount and type of completed employment floorspace (sqm)**

	B1	B1a	B1b	B1c	B2	B8	TOTAL
<b>1999-2002</b>	28	64,666	63,182	630	20,483	-6,157	<b>142,832</b>
<b>2002-2003</b>	320	13,111	37,890	-11,629	-3,947	4,539	<b>40,284</b>
<b>2003-2004</b>	1,328	10,935	16,451	-330	2,216	4,166	<b>34,766</b>
<b>2004-2005</b>	0	5,285	3,428	1,119	1,807	-168	<b>11,471</b>
<b>2005-2006</b>	448	6,761	4,315	10,182	2,473	8,891	<b>33,070</b>
<b>2006-2007</b>	0	9,384	-814	3,660	10,366	-112	<b>22,484</b>
<b>2007-2008</b>	-188	3,833	3,877	3,934	6,642	12,729	<b>30,827</b>
<b>2008-2009</b>	64	5,011	51,626	3,030	1,149	6,389	<b>67,269</b>
<b>2009-2010</b>	-112	783	8,371	266	-47,881	792	<b>-37,781</b>
<b>2010-2011</b>	8,141	614	-1,713	-2,114	2,356	1,183	<b>8,467</b>
<b>2011-2012</b>	0	-5,057	5,461	-104	-6,178	2,520	<b>-3,358</b>
<b>2012-2013</b>	4,467	-1,699	463	-3,717	-668	2,623	<b>1,469</b>
<b>Total</b>	<b>14,496</b>	<b>113,627</b>	<b>192,537</b>	<b>4,927</b>	<b>-11,182</b>	<b>37,395</b>	<b>351,800</b>

Source: Research & Monitoring – Cambridgeshire County Council

**Table 7: Net amount and type of completed employment land (ha)**

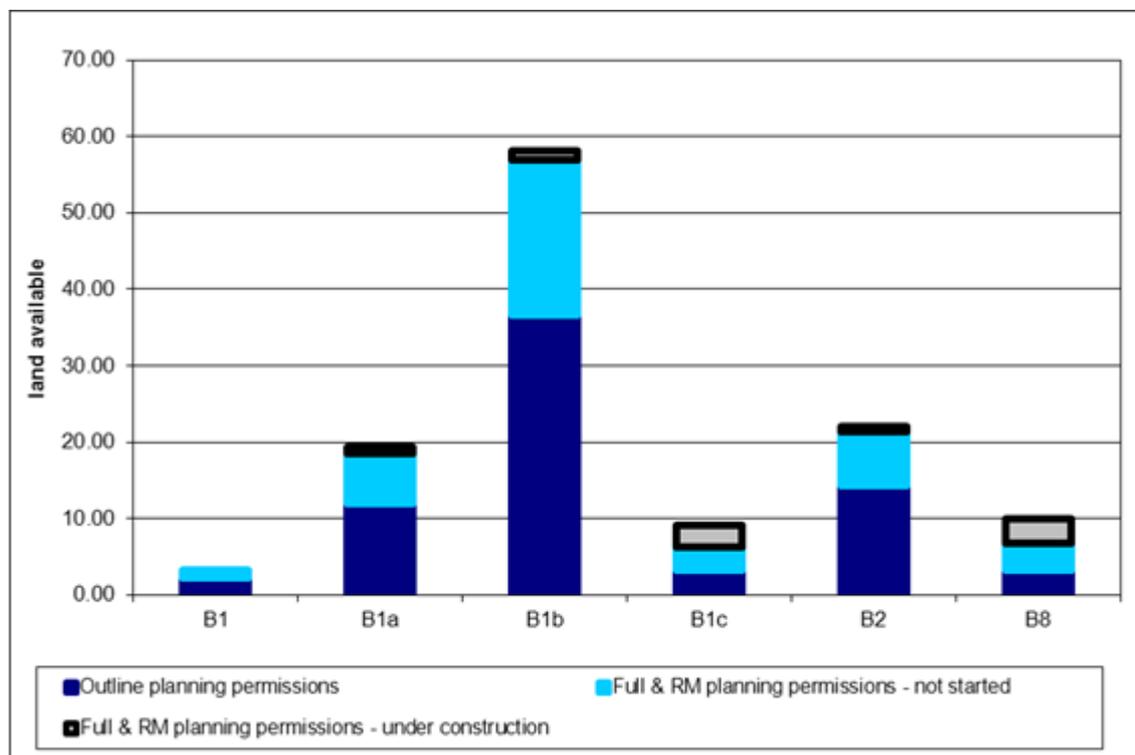
	<b>B1</b>	<b>B1a</b>	<b>B1b</b>	<b>B1c</b>	<b>B2</b>	<b>B8</b>	<b>TOTAL</b>
<b>1999-2002</b>	0.44	18.37	15.53	-1.33	4.80	-1.60	<b>36.21</b>
<b>2002-2003</b>	0.03	4.54	10.43	-4.83	-3.58	0.31	<b>6.90</b>
<b>2003-2004</b>	0.33	5.41	2.35	-0.21	-0.16	0.53	<b>8.25</b>
<b>2004-2005</b>	0.00	1.81	-0.47	1.30	-0.28	0.28	<b>2.65</b>
<b>2005-2006</b>	0.05	1.37	2.16	3.04	-0.53	2.85	<b>8.93</b>
<b>2006-2007</b>	0.00	1.19	-1.32	0.64	1.22	1.21	<b>2.93</b>
<b>2007-2008</b>	0.15	1.51	1.03	0.92	1.25	6.91	<b>11.77</b>
<b>2008-2009</b>	0.00	3.48	11.46	0.76	-0.50	0.84	<b>16.04</b>
<b>2009-2010</b>	-0.04	0.60	1.44	0.09	-18.53	0.61	<b>-15.84</b>
<b>2010-2011</b>	3.77	-0.06	-4.30	-0.92	0.48	-0.26	<b>-1.30</b>
<b>2011-2012</b>	0.00	-3.62	2.83	-0.12	0.05	24.26	<b>23.40</b>
<b>2012-2013</b>	1.60	-1.21	0.50	2.38	-1.41	0.05	<b>1.91</b>
<b>Total</b>	<b>6.33</b>	<b>33.39</b>	<b>41.64</b>	<b>1.72</b>	<b>-17.19</b>	<b>35.99</b>	<b>101.85</b>

Source: Research & Monitoring – Cambridgeshire County Council

*Land commitments*

18.2.4 South Cambridgeshire has a large supply of business land with planning permission. At 31 March 2013 this amounted to 95.59 ha..

**Table 8: Gross amount and type of employment land (ha) available with planning permission at 31 March 2013**



Source: Research & Monitoring – Cambridgeshire County Council

**Table 9: Net amount and type of employment land (ha) available with planning permission at 31 March 2013**

	Outline planning permissions	Full & RM planning permissions - not started	Full & RM planning permissions - under construction	Total (with planning permission)
<b>B1</b>	2.24	1.00	0.00	3.24
<b>B1a</b>	11.50	3.98	0.62	16.10
<b>B1b</b>	29.91	16.39	1.16	47.45
<b>B1c</b>	3.30	1.70	2.26	7.26
<b>B2</b>	10.83	4.27	0.43	15.54
<b>B8</b>	3.30	0.38	2.32	6.01
<b>Total</b>	<b>61.07</b>	<b>27.73</b>	<b>6.79</b>	<b>95.59</b>

Source: Research & Monitoring – Cambridgeshire County Council

18.2.5 In addition there is land allocated in the adopted Local Development Framework. This includes land at Northstowe, which is anticipated to deliver around 20 hectares of

employment land. The first 5 hectares is planned to be developed as part of the first phase. The town centre which will include further employment development is planned as part of the second phase.

#### **What will be the situation without the plan?**

18.2.6 Without policies in the Local Plan national planning policies would apply, and proposals would be judged on their individual merits. The opportunity to consider land supply needs across the district would be missed. This could result in insufficient employment land being available, or the right land not being available to support sectors important to South Cambridgeshire, in sustainable locations.

#### **What are the Key Sustainability Issues and Problems?**

##### *Maintaining a land supply which meets the needs of business*

18.2.7 The Employment Land Review 2008, was commissioned to establish whether there was sufficient employment land available to meet the indicative job growth targets established by the East of England Plan. It explored the employment sectors that were anticipated to grow, the land available to meet the needs of these sectors, and whether any existing sites should be released to other development. The Report concluded that there was a significant stock of employment land to meet needs up to 2026 (the period reviewed by the report). However it also identified a need for larger margins specifically for the ICT computing services high technology sector as well as essential services and prime offices in Cambridge.

18.2.8 The Cambridge Cluster at 50 study, commissioned by East of England Development Agency with a range of partners including South Cambridgeshire District Council, explores the supply and demand for a range of employment land and premises in the Cambridge area. It identifies that despite the recession office space in Cambridge is still in high demand. Once the CB1 development at Cambridge Station is completed there will be little new open B1 office development in the City Centre unless new proposals come forward. New sites in Cambridge at Addenbrookes, the University site at North West Cambridge, and West Cambridge, will be largely restricted to research and development.

18.2.9 The study considers that in the wider area, availability of office space and Research and Development is less of a problem, with space on the science parks, at Cambourne, and in the future at Northstowe. However these out of Cambridge locations are generally not seen as highly attractive to businesses with some perception that businesses move there from necessity rather than preference. This is not necessarily true of the Science Parks where the proximity to similar businesses, and attractive environment, and the provision of support services by the park developer are seen as offsetting any disadvantages of the location. Shortage of supply in the City will drive occupiers to the new towns and outlying market towns and villages but may also drive them away from the region all together.

18.2.10 The study notes that with regard to Industrial / Warehousing, in accordance with existing policies that provision tends to be meeting local needs, rather than attracting businesses to the area. The Cambridge Cluster at 50 study also notes a shortage of innovation space, and lack of small-scale laboratories. The Economic Assessment suggests that there is a need to encourage innovation centres to provide cheaper premises for start up companies. It also noted that there was a

shortage of reasonable quality space in the 1,500 to 2,000 sq m range for small to medium sized businesses, many of whom were seeking premises of this size to grow their businesses and/or consolidate their position and remain in the area.

18.2.11 An update of the Employment Land Review<sup>7</sup> has been undertaken, which draws similar conclusions, that quantitative supply is likely to be sufficient over the plan period to 2031, but that there are specific employment needs in and on the edge of Cambridge City.

18.2.12 Key issues for the sustainability appraisal, and the Local Plan, will be delivering a supply of high quality employment land of the right type to support local needs and demands in the right places to support business.

### **Cross cutting issues**

18.2.13 Transport - The location of employment opportunities relative to housing, and the ability to access employment by means other than the car, has implications for air quality, climate change mitigation and quality of life.

18.2.14 Landscape and Townscape - One of the reasons for firms wishing to locate in South Cambs is the quality of the natural surroundings and this should be protected to ensure that people want to live and work in this area.

18.2.15 Climate Change Mitigation and Adaptation - The future quality of this environment will be assisted if consideration is given to lowering the carbon footprint for all new business developments – energy efficient buildings; use of renewable energy etc.

18.2.16 Inclusive Communities - The Cambridge Cluster at 50 study notes the need to create working environments which include uses like small scale retail and other social facilities, in order to make them desirable places to work.

---

<sup>7</sup> <http://www.scambs.gov.uk/content/employment-land-review>

## 18.3 Issue: Workforce

### What is the Policy Context (Summary)

18.3.1 As above.

### What is the Situation Now?

#### *Employment*

18.3.2 South Cambridgeshire has around 77,000 people in employed residents, and 59,000 people who work in the district (workplace population).

**Table 10: Number of people in employment**

	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
<b>Employed Residents</b>	74,500	74,300	74,000	76,500	73,400	75,000	76,800
<b>Workplace Population</b>	66,200	61,900	51,400	48,900	53,900	59,000	49,300

Source: Research Group – Cambridgeshire County Council

18.3.3 According to the ONS Annual Population Survey (APS), 63% of South Cambridgeshire's population is aged 16 to 64 (working age), slightly below the national figure of 65%. However, 84% of the population aged 16-64 is economically active (working or seeking work), above the national figure of 77%.<sup>8</sup> Annual Population Survey (APS) (Office for National Statistics NOMIS 2011) <http://www.nomisweb.co.uk/articles/554.aspx>

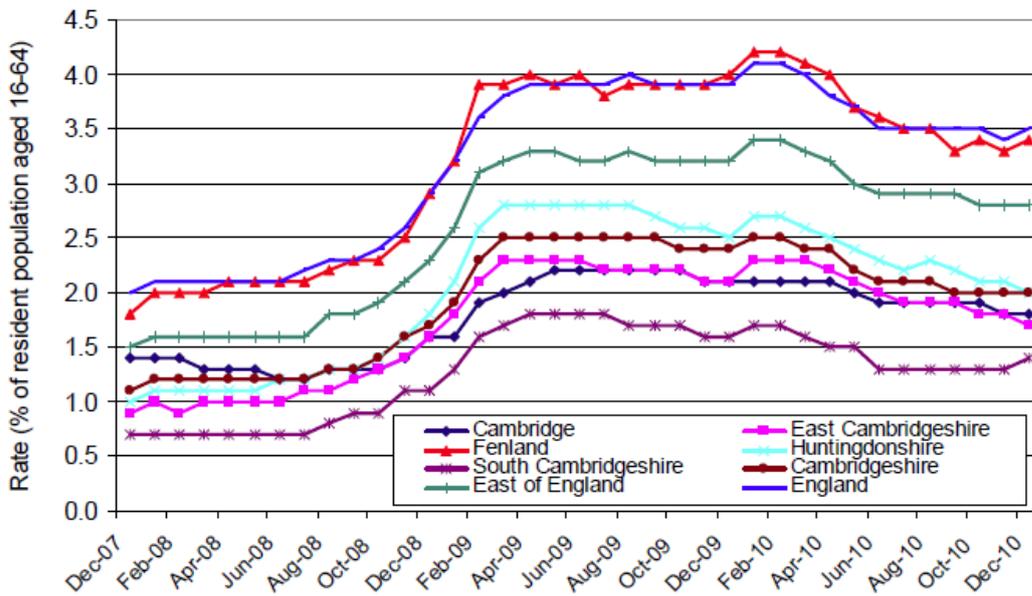
18.3.4 Median weekly pay and average household income in the district are the highest in the county, and has risen faster than any other district. In 2009 the median gross weekly full time pay in South Cambs was £595 compared to £525 for the County and £509 for the region<sup>9</sup>.

18.3.5 South Cambridgeshire continues to have the lowest proportion of Job Seekers Allowance claimants in the county, and is significantly lower than the national rate, although figures are higher since the recession. Nevertheless, a persistent theme in the Prevention of Ill Health in Adults of Working Age Joint Strategic Needs Assessment prepared by the Primary Care Trust and Cambridgeshire County Council is that the current economic climate has created conditions that have a negative effect upon health. Raised unemployment, increased demand for benefits, lower incomes, increased debt have all increased in Cambridgeshire in recent years.

8

9 Cambridgeshire Economic Assessment - South Cambridgeshire Profile (Cambridgeshire County Council 2011)

**Table 11: Changes in the Unemployment Claimant Rate**



Source: Claimant Count, NOMIS

Source: Extract from South Cambridgeshire Annual Demographic and Socio-Economic Report (Cambridgeshire County Council Research Group 2011)<sup>10</sup>

<http://www.cambridgeshire.gov.uk/NR/rdonlyres/77399433-DD72-40D7-9E3F-BA360E61306D/0/SouthCambridgeshireDistrictReport2011.pdf>

18.3.6 Within South Cambs the unemployment rate varies by ward. Wards where the percentage of resident unemployment claimants are highest are Bourn; Histon and Impington; and Milton, and lowest in Girton, Whittlesford, and Caldecote.<sup>11</sup> South Cambridgeshire residents are the best qualified of all Greater Cambridge districts, with nearly 50% of working age residents qualified to degree level or above, compared to 30% nationally. There has been a rise in the proportion qualified to at least NVQ Level 2 since 1999. Only 6% of residents have no qualifications, half the national average<sup>12</sup>. In 2008/9 81.9% of all 15/16 year olds achieved 5 or more GCSE/GNVQ passes at A\* to C grade, higher than the East of England figure of 69%. In 2010/11, the rate of GCSE/GNVQ passes at A\* to C grade in South Cambridgeshire rose to 83%, remaining higher than the East of England figure of 78%.

18.3.7 The High tech and health sectors are highly dependant on a skilled supply of labour. The Cambridgeshire Economic Assessment - South Cambridgeshire Profile (Cambridgeshire County Council 2011) notes as potential threats to the economy. They include evidence there is a high number of vacancies in the ICT sector, with evidence of vacancies not being filled. Recruitment often takes place outside Cambridge or the UK. There are also skill shortages of people holding intermediate level skills.

<sup>10</sup>

<sup>11</sup> Cambridgeshire Atlas: % of resident population 16-64 claiming out of work benefits May 2010: <http://map1.cambridgeshire.gov.uk/observe/Flash/Profiles/WardProfiles/atlas.html>

<sup>12</sup> Cambridgeshire Economic Assessment - South Cambridgeshire Profile (Cambridgeshire County Council 2011)

18.3.8 The Gypsy/Traveller population in Cambridgeshire is estimated at 6800, the second largest ethnic minority in the area. Most gypsies/travellers prefer self-employment, in such occupations as farm and land work. The Cambridgeshire Economic Assessment notes a decline in traditional farm work and increased competition from cheaper immigrant labour meaning that Gypsies/Travellers find it increasingly difficult to make a living from traditional occupations, contributing to severe economic disadvantage and social exclusion.

**What will be the situation without the plan?**

18.3.9 Without policies in the Local Plan national planning policies would apply without taking account of the needs of the local workforce, and proposals would be judged on their individual merits, which may not best provide for local employment needs.

**What are the Key Sustainability Issues and Problems?**

18.3.10 South Cambridgeshire has a skilled workforce, with relatively low unemployment rates and high average earnings. Evidence suggests a shortage of skilled workers in some sectors, and that opportunities may also be less available for some groups, such as Gypsies and Travellers. Evidence also indicates much of the jobs growth created by the growing economy will be taken by people moving to the area.

18.3.11 Key issues for the sustainability appraisal, and the Local Plan, will be how policies and proposals support investment in people, through access to education and training, and therefore support provision of skilled employees to the economy. It must also consider how to provide a range of employment opportunities, appropriate to people's skills.

**Cross cutting issues**

18.3.12 Transport – Accessibility of jobs by means other than the car is limited in many parts of the district. There are high levels of commuting.

18.3.13 Housing – Cambridge as a whole needs to address substantial net in-commuting by increasing housing capacity near to employment sites.

## **18.4 Issue: Retailing**

### **What is the Policy Context (Summary)**

18.4.1 The National Planning Policy Framework should promote competitive town centre environments, and pursue policies to support their vitality and viability. Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. Local Planning Authorities should define a network and hierarchy of centres that is resilient to anticipated future economic changes.

### **What is the Situation Now?**

18.4.2 Cambridge is the dominant retail centre for the district. In addition a ring of Market towns surround the district. There are currently no towns in the district, although a number of the larger villages provide local services to a rural hinterland. The new town of Northstowe will include a town centre.

18.4.3 The opening of the Grand Arcade raised the Cambridge centre from 22<sup>nd</sup> to 16<sup>th</sup> in the National Retail Index of top places to shop<sup>13</sup>.

18.4.4 The Cambridge Sub-Regional Retail Study estimated that the Rural Centres in South Cambridgeshire (Cambourne, Fulbourn, Great Shelford & Stapleford, Histon & Impington and Sawston) have a turnover of approximately £37.3m. The largest foodstore in the South Cambridgeshire Rural Centres is the Morrisons store at Cambourne, which is trading below company average levels. All of the other foodstores, which anchor the more traditional rural centres, were performing very well in 2008 with the exception of the Spar store in Sawston. The strong performance of these stores can be attributed to their vital role as locations for everyday provisions. Many of the rural centres also have a range of other retail units within them that enhance the range of shops available to the local community.

---

<sup>13</sup> Greater Cambridge Partnership Quarterly economic Review December 2009

**Table 12: Retail at Rural Centres and Minor Rural Centres -**

*Table 7.1: Composition of South Cambridgeshire Rural and Minor Rural Centres*

Centre	No. of Outlets (2008)								
	Convenience		Comparison		Service		Vacant		TOTAL
Sawston	8	14%	16	28%	30	53%	2	4%	57
Histon & Impington	6	11%	15	28%	27	50%	1	2%	54
Great Shelford & Stapleford	9	20%	11	24%	22	48%	1	2%	46
Cottenham	10	27%	4	11%	15	41%	0	0%	37
Willingham	4	15%	11	41%	7	26%	0	0%	27
Linton	4	4%	6	32%	14	4%	0	0%	26
Fulbourn	4	17%	8	33%	9	38%	3	13%	24
Melbourn	4	19%	2	10%	14	67%	0	0%	21
Gamlingay	5	25%	2	10%	10	50%	0	0%	20
Cambourne	1	6%	1	6%	11	61%	3	17%	18
Waterbeach	4	25%	1	6%	10	62%	0	0%	16
Bar Hill	2	13%	4	25%	9	6%	0	0%	16
Papworth Everard	1	8%	2	17%	4	33%	1	8%	12

NB – Total column may not add as some centres contain units which have been categorised as 'other'.

*Extract from Cambridge Sub-Region Retail Study 2008 (page 48).*

18.4.5 The majority of centres are traditional 'village' centres which have become established over a number of years, with the exception of Cambourne which is a purpose built centre that has been developed over the last decade as part of a large residential area which is still evolving; Bar Hill (identified in the exiting Core Strategy as a Minor Rural Centre) which is dominated by a large Tesco Extra store; and Papworth Everard which has a purpose built shopping centre that has developed as a result of significant housing growth.

18.4.6 The Cambridge Sub-Regional Retail Study (2008)<sup>14</sup> considered future retailing needs and stated that other than in discount convenience food stores the sub region is well catered for. Future additions would relate to the proposed extensions to Cambridge and at the new town of Northstowe and additional retail floorspace will be located in the new Northstowe town centre and local centres in all major developments. The Study recommends that further out-of-centre retail development should be resisted and the Council should not designate existing out of centre shopping facilities within the retail hierarchy. It will be important to protect the vitality and viability of the existing centres and restrict the spread of high street retailing to out of centre locations.

18.4.7 Subsequent to the Retail Study, in response to additional housing being planned in the North West Cambridge area, Cambridge City Council and South Cambridgeshire District Council jointly investigated the food retailing need of NW Cambridge further, in order to ensure that both new and existing residents

<sup>14</sup> Cambridge Sub Region Retail Study 2008:  
[http://www.scambs.gov.uk/environment/planning/districtplanning/retail\\_study.htm](http://www.scambs.gov.uk/environment/planning/districtplanning/retail_study.htm)

have adequate food retailing facilities available locally and that there is a coordinated approach across the sites. Following public consultation informal planning policy guidance was adopted in March 2011<sup>15</sup> The strategy for foodstore provision in NW Cambridge is:

- One medium sized supermarket of 2,000 sq m net floorspace in the local centre at the University site;
- One medium sized supermarket of 2,000 sq m net floorspace
- in the local centre at the NIAB site; and One small supermarket in the local centre at Orchard Park.

#### **What will the situation be without the plan?**

18.4.8 Without policies in the Local Plan national planning policies would apply, and proposals would be judged on their individual merits. Opportunities to consider retail needs of new developments through the plan making process would be missed. The retail needs of existing communities would also not be subject to local planning policies.

#### **What are the Key Sustainability Issues and Problems?**

##### *Meeting Retail Needs*

18.4.9 Whilst the primary retail centres for the area are outside the District (Cambridge and the Market Towns), there is a need to ensure that the growth areas with the district are planned have retailing units of an appropriate scale to meet the demands of the future residents. Northstowe will have the first town centre in the district and local centres are also proposed in Northstowe and the extensions around Cambridge. Whilst there is a need to protect the role of Cambridge at the top of the hierarchy, Northstowe, the rural centres and village facilities also play an important role in meeting local needs.

18.4.10 Key issues for the sustainability appraisal, and the Local Plan, will be protection the shopping hierarchy, supporting the vitality and viability of Cambridge, town, district and local centres.

#### **Cross cutting issues**

18.4.11 Inclusive Communities - The provision of village shops can reduce the need to travel to obtain convenience goods and services. This is of particular importance to less mobile members of the community, such as the elderly. The viability of smaller settlements could be greatly affected by the loss of a local shop resulting in the need for increased use of cars by the community to access shops in other centres.

---

<sup>15</sup> Foodstore Provision in Northwest Cambridge Informal Planning Guidance:  
<http://www.scamb.gov.uk/Environment/Planning/DistrictPlanning/LocalDevelopmentFramework/foodstoreprovisionNWC.htm>

## 18.5 Issue: Investment in Infrastructure

### What is the Policy Context (Summary)

- 18.5.2 The National Planning Policy Framework (NPPF) states that Local Planning Policies should work closely with the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing, infrastructure or viability.
- 18.5.3 Advanced, high quality communications infrastructure is essential for economic growth. The development of high speed broadband technology and other communications networks also plays a vital role in enhancing the provision of local community facilities and services. The Government's objective for the planning system is to facilitate the growth of new and existing telecommunication systems in order to ensure that people have a choice of providers and services, and equitable access to the latest technology.
- 18.5.4 *South Cambridgeshire's Corporate Plan* includes the objective to Ensure that infrastructure to support developments is planned ahead of time.
- 18.5.5 *The Economic Development Strategy for South Cambridgeshire District 2010 – 2015* identifies a number of strategic themes or priorities including improving the infrastructure to support the business economy and creating communities that people want to live and work in.

### What is the Situation Now?

- 18.5.5 The *Cambridgeshire Local Investment Plan* (Cambridgeshire Horizons 2011) identifies the infrastructure needs of the Cambridge Sub Region in order to support housing and employment growth established by the current development plan strategy. The Plan's principal purpose is to set out infrastructure projects of sub-regional scale. It identifies 44 schemes in South Cambridgeshire with infrastructure required to a total value of £112,178,000.
- 18.5.6 An Infrastructure Delivery Study<sup>16</sup> has been commissioned by South Cambridgeshire and Cambridge City Councils to establish the existing capacity of infrastructure provision in the area, and to identify what infrastructure will be required in order to serve growth planned by the existing development strategy. It identifies needs under three themes of Physical, Social, and Green Infrastructure. Overall the cost of infrastructure requirements for South Cambridgeshire is approximately £484.7 million.

#### *Transport Infrastructure*

- 18.5.7 Increasing traffic congestion is affecting business productivity (Cambridgeshire's Economic Assessment – Places, page 23). The Transport in the East of England study completed in September 2008 identified a number of priority transport corridors for intervention through investigating where the direct costs of transport congestion (ie lost travel time) and the

<sup>16</sup> <https://www.cambridge.gov.uk/public/ldf/CIL/Appendix%20B%20-%20Infrastructure%20Delivery%20Study%20FINAL%20REPORT%20and%20Appendices.pdf>

foregone wider economic benefits (i.e. agglomeration and labour force impacts) were greatest. Three of the six corridors identified were around Cambridge within South Cambs (A428/ A421, M11 and East Anglian Mainline corridor and the A14 corridor). The highest growth since 1999 on national routes within the County has occurred on the A428 (39%), which is related to the development of Cambourne, although the A14 at Swavesey continues to have the highest daily traffic flows.

### *Developer Contributions*

18.5.8 Through the Annual Monitoring Report the Council monitors investment secured for infrastructure and community facilities through developer contributions, for sites wholly within south Cambridgeshire and major sites that cross the city boundary (the only cross boundary major development site granted planning permission at time of writing is Trumpington Meadows, where a section 106 agreement has been signed to secure over £21.5 million pounds in developer contributions).

**Table 13: Developer Contributions: Planning Permissions Granted Solely in South Cambridgeshire**

Secured by	For:	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
South Cambs District Council	Offsite affordable housing (£)	0	2,310,035	409,072	184,000	£0	1,782,000	395,000.00	234,000
	Open space (£)	69,524	767,749	51,280	342,417	197,591	840,267	327,029	616,191
	Public art (£)	0	132,729	20,000	50,000	55,000	26,500	78,000	203,450
	Community facilities (£)	475,350	2,073,360	24,000	0	40,000	300,000	21,670	540,584
	Drainage (£)	0	150,000	0	0		8,124	4,115	205,467
	Misc (£)	0	269,300	0	0	5,000	10,000	21,255	21,255
Cambs County Council	Education (£)	331,000	3,559,038	222,000	403,750	413,280	903,973	47,500	10,681,924
	Libraries (£)	0	0	0	0	0	0	0	151,000
	Transport (£)	5,000	7,320,807	526,884	75,000	32,200	284,987	£297,627	651,863
	Misc (£)	0	109,210	0	0	0	168,000	0	968,299

Source: South Cambridgeshire District Council & Cambridgeshire County Council

\*This table includes revised figures for previous years.

### *Access to next generation broadband*

18.5.9 The Cambridgeshire Economic Assessment identifies that around two thirds of South Cambridgeshire wards, particularly those furthest from Cambridge, are

at risk of not receiving next generation broadband access through likely future market rollout<sup>17</sup>. Availability of Broadband and telecommunications was highlighted as an issue by stakeholders in the South Cambridgeshire Economic Assessment<sup>18</sup>, and in the Cambridge Cluster at 50 study<sup>19</sup>. The Connecting Cambridgeshire project, led by Cambridgeshire County Council working with BT, aims to improve broadband access across the county, providing broadband speeds of 24Mbps and higher to 90% of homes and businesses by the end of 2015, and at least 2Mbps to very nearly 100% of premises.

#### **What will the situation be without the plan?**

18.5.10 Without policies in the Local Plan national planning policies would apply, and proposals would be judged on their individual merits. A coordinated approach to the delivery of infrastructure alongside planned development would be more difficult to achieve, which could increase pressure on existing infrastructure.

#### **What are the Key Sustainability Issues and Problems?**

##### *Infrastructure Requirements*

18.5.11 The district's (and sub-region's) growing economy and population will make substantial demands on infrastructure investment. If infrastructure needs are not addressed it could impact on the quality of life and the future attractiveness of the area for firms and employees.

18.5.12 Key issues for the sustainability appraisal, and the Local Plan, will be level of investment in key community services and infrastructure to meet growth needs.

##### *Broadband and telecommunications infrastructure*

18.5.13 The importance of broadband and telecommunications infrastructure to stakeholders has been noted in a number of recent studies of the area. Availability of high-speed broadband is limited in many parts of the district.

18.5.14 Key issues for the sustainability appraisal, and the Local Plan, will be how it can support provision of key communications infrastructure including broadband.

<sup>17</sup> Cambridgeshire's Economic Assessment – Places (Cambridgeshire County Council 2011) page 22.

<sup>18</sup> South Cambridgeshire Economic Assessment para 7.2.8

<sup>19</sup> Cambridge Cluster at 50 Para. B3.84

### **Cross cutting issues**

- 18.5.15 Infrastructure itself is a cross cutting theme, as the need for infrastructure such as open space, education, health care, transport, and water, is identified in other themes of this scoping report.
- 18.5.16 Affordable housing – In the Cambridge Sub-region the growth in jobs has historically outpaced the development of new housing (as the former planning strategy sought to disperse housing development away from Cambridge) and this has resulted in high housing costs for people who wish to live and work in the area. This affordability gap may severely restrict the future capacity of the economy to grow. This is Addressed in the Inclusive Communities – Housing Theme.

## 18.6 Issue: The Rural Economy

### What is the Policy Context (Summary)

18.6.1 The National Planning Policy Framework (NPPF) states that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. Plans should support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings, and promote the development and diversification of agricultural and other land-based rural businesses.

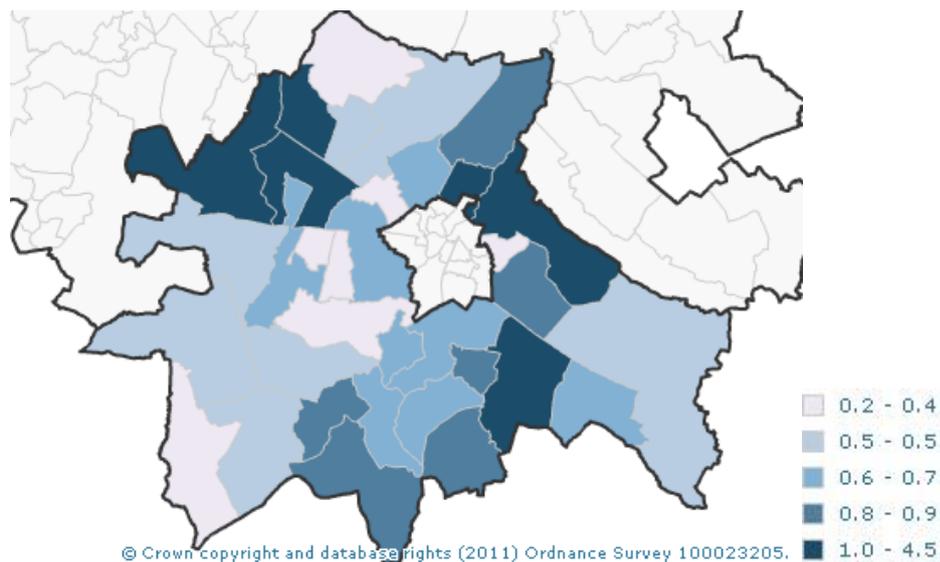
18.6.2 South Cambridgeshire's Corporate Plan includes the objective of supporting rural businesses and treating them fairly.

### What is the Situation Now?

18.6.3 The rural economy is important in South Cambridgeshire, providing local employment opportunities. Farming still makes an important contribution to the South Cambridgeshire economy, but increasingly farms are having to diversify into non-agricultural activities, for the business to remain viable. This could include planting of woodland, farm shops, farm-based food processing and packaging, craft workshops, sporting facilities, fishing lakes, equestrian businesses, nature trails or holiday accommodation. Redundant buildings have also provided many opportunities for conversion for employment uses.

18.6.5 South Cambridgeshire villages also provide a range of employment opportunities. The ratio of jobs to people of economically active age varies greatly, but in the majority of wards the ratio is less than 1, meaning local people have little choice but to travel to access employment opportunities. In the 2001 Census, 37.2% of residents aged 16-74 in employment were working within 5km of their home, or at home.

**Figure 1: Ratio of employment (jobs) to resident population aged 16-64**



The ratio of employment (jobs) to resident population aged 16-64, which is the number of jobs in the area held by employees and working proprietors (employment), excluding farm agriculture, divided by the resident population of the area aged 16-64.

Source: Cambridgeshire Atlas 2011 <http://atlas.cambridgeshire.gov.uk/Profiles/WardProfiles/atlas.html>

18.6.6 Over the last 12 years, 43.53 ha of employment land in the district has been lost to other uses, of this 81% has been lost to residential development. Existing planning policies seek to protect employment land in villages from loss to alternative uses. Despite this, monitoring shows there has continued to be a gradual loss averaging 1.6 hectares per year.

**Table 14: Amount of employment land (ha) lost to other uses in South Cambridgeshire**

	1999-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	Total
<b>On allocated land</b>	none	-13.93	none	-13.93							
<b>Whole district</b>	-3.96	-6.21	-2.64	-3.61	-2.87	-4.23	-0.60	-3.36	-15.16	-0.89	-43.53

**Table 15: Amount of employment land (ha) lost to residential development within village development frameworks and in South Cambridgeshire**

	1999-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011
<b>Within village development frameworks</b>	-3.82	-6.17	-1.17	-1.29	-0.97	-3.74	-0.26	-1.25	-0.32	-0.18
<b>Whole district</b>	-3.82	-6.17	-2.18	-1.71	-0.97	-3.80	-0.26	-2.14	-14.25	-0.35

Source: Research & Monitoring – Cambridgeshire County Council

**What will the situation be without the plan?**

18.6.7 Without policies in the Local Plan national planning policies would apply, and proposals would be judged on their individual merits. Policies regarding the protection of employment land in villages would be lost, which could result in uncontrolled loss of land to competing uses with out strategic consideration of the impacts. If the availability of jobs in villages is reduced, it could increase commuting levels, impact on the vitality and viability of village centres, and make it harder for people who are less mobile to access employment.

### **What are the Key Sustainability Issues and Problems?**

18.6.8 Despite policies protecting employment land in villages, evidence suggests that there continues to be a gradual loss of employment land in villages. In the majority of wards the number of people of economically active age exceeds the number of jobs available, and there are high levels of commuting, particularly to Cambridge.

18.6.9 Key issues for the sustainability appraisal, and the Local Plan, will be to consider how to support rural businesses, and farm diversification, and how to maintain a range of employment opportunities in rural areas.

### **Cross cutting issues**

18.6.10 Landscape and Townscape- Supporting rural businesses through the reuse of redundant buildings can support the retention of historic buildings or other buildings of local character, by maintaining them in productive use.

18.6.11 Transport - the level of employment available to where people live will impact on commuting levels. However, larger scale employment development in isolated rural areas could increase journeys by car.

18.6.12 Inclusive communities - providing opportunities for employment to people who are less able to travel.

## **18.7 Issue: Tourism**

### **What is the Policy Context (Summary)**

- 18.7.1 The National Planning Policy Framework requires support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres.
- 18.7.2 The role of tourism is highlighted in the *Greater Cambridge and Peterborough City Tourism Strategy and Action Plan 2007* and considers the needs generated by this industry. It emphasises the need to protect the quality environment that tourists come to this area to see and to provide accommodation to meet market needs. It suggests that more conference and performance venues are needed in the sub-region.

### **What is the Situation Now?**

- 18.7.3 According to ONS 3,600 people were employed in the tourism industry in 2009 within South Cambridgeshire district out of a total workforce of 61,700. Of these 1,800 were in full time employment.<sup>20</sup> The numbers employed in tourism related industries have declined from a peak in 2004 when 6.2% of the working population were employed in tourism compared to 5.8% in 2009. This compares to a national figure of 8.2% and regional level of 7.7%.
- 18.7.4 Important tourism attractions within the district include Duxford Imperial War Museum, Wimpole Hall, the American Military Cemetery at Madingley, Chilford Hall and Linton Zoo. Cambridge City is a popular place for people to visit and South Cambs benefits from being so close because tourists will either stay in this district to visit the City or have days out into the countryside from the City.
- 18.7.5 The Great Ouse to the north of the district, and its tributary the River Cam running through Cambridge, are both navigable, and provide a valuable resource for recreation and tourism. The Great Ouse and its tributaries provide approximately 159 miles (255 kms) of navigable waterway. The rivers and waterways of the district support activities such as boating, fishing, walking and cycling.
- 18.7.6 There is a significant stock of visitor accommodation in Cambridge and South Cambridgeshire. There are over 2000 existing hotel rooms within a radius of 10 miles from Cambridge. There are further sites planned that could provide over 1500 further rooms. At time of writing further research has been commissioned by Cambridge City Council to explore the need for further hotel accommodation.

<sup>20</sup> ONS –NOMIS Official labour market statistics 2009

**What will the situation be without the plan?**

18.7.7 Without policies in the Local Plan national planning policies would apply, and proposals would be judged on their individual merits.

**What are the Key Sustainability Issues and Problems?**

18.7.8 Tourism is an important industry in the district, but unplanned growth in tourism and related developments could increase traffic, detract from rural or urban character, and place additional pressure on other resources.

18.7.9 Key issues for the sustainability appraisal, and the Local Plan, to consider how to balance support for the tourism economy whilst protecting the environment and the countryside.

**Cross cutting issues**

18.7.10 Tourism benefits from the quality of the landscape and biodiversity in the district. Increased visitor numbers could add to pressure on biodiversity sites if not appropriately managed. Delivery of green infrastructure strategy would help address this impact.

## 18.8 Sustainability Appraisal Framework

18.8.1 Taking account of the plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration of the Local Plan.

Sustainability Objective	Decision Making Criteria	Indicators
Improve the efficiency, competitiveness, vitality and adaptability of the local economy.	Will it support business development and enhance competitiveness, enabling provision of high-quality employment land in appropriate locations to meet the needs of businesses, and the workforce?	Number of People in Employment  Annual net change in VAT registered firms  Industrial composition of employee jobs
	Will it promote the industries that thrive in the district – the key sectors such as research and development /high tech/ Cambridge University related particularly through the development and expansion of clusters?	
	Will it protect the shopping hierarchy, supporting the vitality and viability of Cambridge, town, district and local centres?	
Help people gain access to satisfying work appropriate to their skills, potential and place of residence	Will it contribute to providing a range of employment opportunities, in accessible locations?	Percentage of people claiming Job Seekers Allowance  % of Residents aged 16-64 in employment and working within 5km of home or at home (Census data)  Economic Activity Rate  Median Gross Household income
	Will it encourage the rural economy and diversification, and support sustainable tourism?	

<p>Support appropriate investment in people, places, communications and other infrastructure</p>	<p>Will it improve the level of investment in key community services and infrastructure, including communications infrastructure and broadband?</p> <p>Will it improve access to education and training, and support provision of skilled employees to the economy?</p>	<p>Investment Secured for Infrastructure and Community Facilities through developer contributions</p> <p>Percentage of 15/16 year olds achieving 5 or more GCSE/GNVQ passes at A* to C grade</p>
--	---	--

## 19. TRANSPORT

Transport is by its nature a cross-cutting theme as it directly impacts on people's day to day lives in terms of providing access to employment, education, shopping, health services and leisure. It also has indirect impacts, particularly resulting from high volumes of traffic and congestion, such as on the health and safety of residents and environmentally in terms of air quality and climate change. As such, in previous Sustainability Appraisals, transport issues have been subsumed within other relevant themes. Many transport issues continue to be cross-cutting, and these are addressed in other themes such as inclusive and healthy communities, and air quality and environmental pollution. However, there are some significant issues which are addressed in this transport theme, as set out below.

The key themes addressed in this section are:

- Encouraging modal shift (including Car Parking, Travel Plans)
- A14, Congestion & Commuting Patterns
- Freight Traffic
- Air Quality and Climate Change
- Health and Safety

### South Cambridgeshire Context

South Cambridgeshire is located centrally in the East of England region at the crossroads of the M11 / A14 roads and with direct rail access to London and to Stansted Airport. It is a largely rural district which surrounds the city of Cambridge and comprises over 100 villages, none currently larger than 8,000 persons. It is surrounded by a ring of market towns just beyond its borders, which are generally 10–15 miles from Cambridge.

The A14 is a major east / west route linking the east coast ports with the Midlands and the north. A large part of the route falls within Cambridgeshire and the most congested section of the whole route is between Cambridge and Huntingdon, which links with the A1(M) to the west, and to the M11 and A11 to the east, and forms a significant bottleneck in the national strategic road network. The A14 carries large amounts of international freight traffic, but is also a key route for local and regional commuter, business and freight traffic.

There are a number of major transport corridors between the outlying market towns and Cambridge. Villages located along these corridors tend to be well served by public transport and cycling infrastructure. Away from these corridors, rural parts of the district are more isolated and there is a reliance upon the private car for access to services and facilities.

## 19.1 Issue: Encouraging Modal Shift

### What is the Policy Context (Summary)

- 19.1.1 At the European level a number of policy measures seek to develop an economically, socially and environmentally sustainable transport system that will increase mobility, remove major barriers, and fuel growth and employment.<sup>1</sup>
- 19.1.2 Nationally transport policy has moved away from unrestrained growth in road traffic and emphasis switched to integration<sup>2</sup> and managing people's need to travel and respecting our environment<sup>3</sup> and the focus has moved towards delivery at the local level, encouraging sustainable local travel and economic growth by making public transport, including community transport, cycling and walking more attractive and effective, promoting lower carbon transport and tackling local road congestion.<sup>4</sup>
- 19.1.3 The National Planning Policy Framework (NPPF) articulates the Government's vision of sustainable development. Planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.
- 19.1.4 The Cambridgeshire Local Transport Plan<sup>5</sup> seeks to address existing transport challenges as well as setting out policies and strategies to ensure planned large-scale development can take place in the county in a sustainable way, given that transport and land-use planning are inextricably linked. The latest plan, known as LTP3, includes 5 objectives, and in particular objective 3 'managing and delivering the growth and development of sustainable communities', which will be met by:
- Discouraging use of cars where alternatives exist and encouraging use of sustainable means of transport such as walking, cycling and public transport
  - Facilitating active travel through improvements in footpaths and cycle ways
  - Implementing road safety initiatives to reduce road traffic accidents
  - Influencing planning decisions to co-locate housing with jobs and services to reduce the need to travel
  - Influencing the design of new developments to promote road safety and encourage travel by foot and bicycle
  - Implementing travel plans and other smarter choices measures such as car clubs and car sharing

<sup>1</sup> Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system, European Commission, 2011

<sup>2</sup> Transport Ten Year Plan, Department for Transport (DfT), 2000

<sup>3</sup> The Future of Transport: A Network for 2030, DfT, 2004

<sup>4</sup> Creating Growth, Cutting Carbon Making Sustainable Local Transport Happen, DfT, 2011  
Active Travel Strategy, DfT, 2010

Community Transport Local Transport Plan Best Practice Guidance, DfT, 2010

<sup>5</sup> Cambridgeshire Local Transport Plan 2011-2026 (Cambridgeshire County Council, 2011) is the third plan, produced in accordance with the Local Transport Bill 2008. It comprises a suite of documents, and will include a Cambridge Area Transport Strategy (CATS), which will build on earlier studies including the Long Term Transport Strategy (2005), Transport Innovation Fund (2007) and Delivering a Sustainable Transport Network (2010), and a Rural Transport Strategy.

- 19.1.5 As part of the Local Transport Plan, a Rural Transport Strategy (RTS) is being developed, and will set out in more detail the issues and measures needed to address transport in the rural area. It will build upon the Accessibility Strategy (and its Action Plans) from LTP2. The RTS will be flexible enough to cover the different needs of different rural areas and, as a dynamic document, can address changing needs as they come forward. Addressing those at risk or affected by social exclusion issues will be key to this new strategy. The RTS will also be used to help secure developer funding for schemes in rural areas.
- 19.1.6 The Council produced a Community Transport Strategy<sup>6</sup> and commitment was made to work with other organisations to implement it. The aspiration is for social inclusion and ensure that sufficient accessible, affordable transport is available for residents to complement conventional means of transport in order to aid independent living, increase access to services and reduce rural isolation.
- 19.1.7 A transport strategy for South Cambridgeshire and Cambridge and a Long Term Transport Strategy for Cambridgeshire are currently being prepared to support and inform the emerging draft Local Plans.

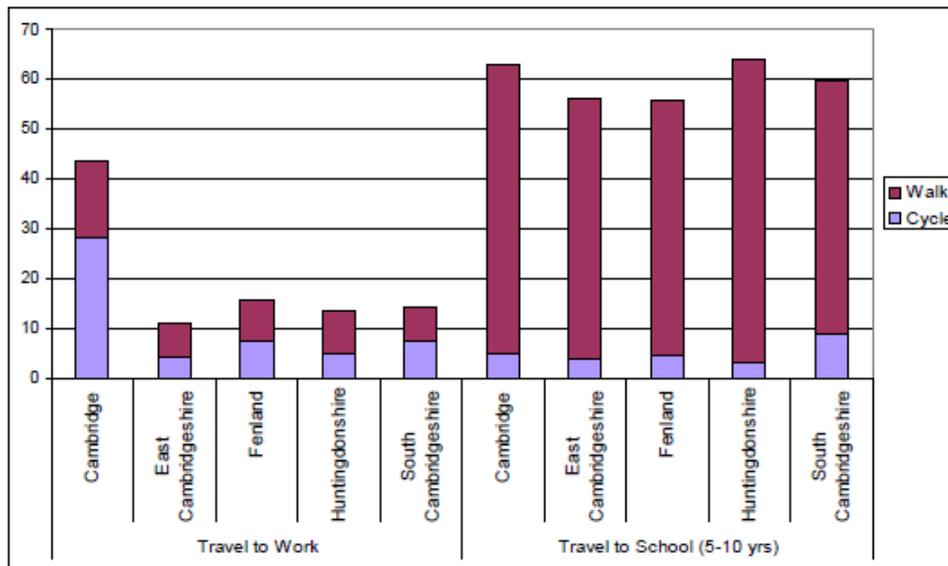
**What is the Situation Now?**

*Walking and Cycling*

- 19.1.8 Cambridgeshire, and in particular Cambridge, have higher than the national average levels of cycling. Just under 57,900 cycle trips were counted at selected locations across Cambridgeshire in 2010, 19.6% above the 2004/05 average baseline. Data from the 2001 census shows that 26% of journeys to work by Cambridge residents are by pedal cycle. For Cambridgeshire as a whole the figure is 9.1%, which is much higher than the average 2.8% for England.
- 19.1.9 Walking also provides an important mode of travel, particularly for short trips, and forms a significant element of travel to school.

<sup>6</sup> Community Transport Strategy 2010-12, South Cambridgeshire District Council, 2010

**Figure 1: Percentage of trips by walking and cycling in Cambridgeshire**



Source: Local Transport Plan 2011-2026 (Cambridgeshire County Council, 2011) Figure 3.2, page 3-5.

## Public and Community Transport

19.1.10 In rural areas the overriding issue is the availability of transport to access to key services such as jobs, education and health care. Furthermore, particular groups of society such as children and young people, older people and people with disabilities face discrete transport problems including access to after school activities and further education, safety issues and access to the public transport system. Children and young people often rely on parents to provide transport where cycling, walking and public transport opportunities do not exist.

19.1.11 The Rural Strategy for Cambridgeshire<sup>7</sup> states that 33% of rural households say that their local public transport needs to be improved, rising to 37% in the most rural areas. This is compared to 20% in urban areas.

19.1.12 Providing public transport that meets the needs of local people is a challenge in rural areas. The dispersed nature of communities means it is often not viable for commercial bus operators to run traditional services, and even when they do, frequencies often do not allow people to access the services they need at the times they need. Furthermore, long journey times and poor reliability can often make trips by bus an undesirable choice for many people, particularly for the journey to work. This causes real issues for those who do not own, or have access to a private car, which at the time of the 2001 Census was 13% of households in South Cambs.

19.1.13 Many villages, even some very small ones, have an excellent bus service where they are sited on a main route into a large town. However, there are several villages where access is poor or absent:

- Twelve villages<sup>8</sup>, including Meldreth and Shepreth have no suitable service for commuting to full time employment or training in any of the area's main towns.

<sup>7</sup> Rural Strategy for Cambridgeshire 2010-2015, Cambridgeshire Acre, 2010

- Four of these villages have no bus service, and many others a very limited service allowing for only a short time at the destination and no time for a dental appointment, for example.
- In some villages, there is a long walk to the only bus stop.

19.1.14 Where services are not commercially viable, the County Council currently subsidises some socially necessary routes. However, funding is continually under pressure and may be phased out over the coming years. Community transport can have an important role in helping plug the gaps in conventional public transport services.

#### *Rail*

19.1.15 Some rural parts of the district are well served by rail, for example, the A10 corridor both north and south of Cambridge, and Whittlesford Parkway close to the M11, while others rely on the market towns and Cambridge for access to the railway network.

19.1.16 The following passenger routes serve Cambridgeshire communities:

- Peterborough to London Kings Cross (*via Huntingdon and St Neots*)
- Kings Lynn to London Kings Cross (*via Ely, Cambridge, Stevenage and Finsbury Park*)
- Kings Lynn to London Liverpool Street (*via Ely, Cambridge and Tottenham Hale*)
- Ipswich to Peterborough (*via Ely and March*)
- Cambridge to Norwich (*via Ely*)
- Cambridge to Ipswich (*via Newmarket*)
- Stansted Airport to Birmingham New Street (*via Cambridge, Ely, March and Peterborough*)
- Norwich to Liverpool Lime Street (*via Ely, March and Peterborough*)<sup>9</sup>

19.1.17 In Cambridge, the Chesterton Interchange proposal, CB1 development, and the new island platform at Cambridge station will contribute significantly to the growth of rail use. The proposals will also help improve access to and interchange with rail by walking, cycling and bus.

#### **Travel Plans & Travel for Work (TfW)**

19.1.18 There are several types of travel plan, the most common being personalised, residential, school and workplace. Travel plans are a useful tool which set out possible options for changing travel behaviour by exploring ways to minimise travel and become less dependent on car use; a key mechanism to promote sustainable travel modes as viable and attractive alternatives to the private car. They typically contain a range of measures, such as travel information packs, cycling and walking

<sup>8</sup> The twelve villages are: **Abington Pigotts**, Babraham, Bartlow, **Childerley**, Graveley, Hatley, **Lolworth**, Meldreth, Papworth St Agnes, Shepreth, **Shingay-cum-Wendy** and Whaddon. Note: the four villages highlighted in **bold** have no bus service. Information correct at 2008.

<sup>9</sup> Cambridgeshire Local Transport Plan 3 2011-26, Cambridgeshire County Council. 2011, page 4-94

buddy groups, cycle training and parking facilities, free or discounted travel passes, cycle equipment. They can also help to secure funding towards infrastructure improvements.

19.1.19 A pilot personalised travel planning project carried out in 2008 in Orchard Park resulted in 35% of respondents reducing the number of single-occupancy car trips.

19.1.20 As of 2010, all Cambridgeshire's state schools and five of 39 independent schools had a travel plan. As well as reducing the negative impacts of school-run traffic, measures can improve road safety, increase children's independence and improve health and enhance social inclusion. Numbers of Cambridgeshire students travelling to school by car is consistently lower than national and regional averages; the national average has reduced year on year from 28.8% in 2006/7 to 26.5% in 2009/10; compared with a reduction in Cambridgeshire from 24.4% to 21.5% over the same period. Cambridgeshire also has far higher numbers of children cycling to school (10.3% in 2009/10) than the National (2%) or Regional (3.8%) averages.

19.1.21 High living costs, including high house prices, results in longer distance travel from elsewhere in the County, or beyond, into Cambridge. This is evidenced in the Cambridgeshire Travel for Work (TfW) Partnership<sup>10</sup> Survey 2010, which shows the average distance travelled to work across the members of the TfW partnership has increased in the past year to 10.2 miles, compared to 8.1 miles in 2009.

19.1.22 Table 1 shows that South Cambs has higher levels of car ownership compared to the county average. TfW survey data also shows higher use of motorised transport, particularly cars and vans, than the county average, which reflects the rural nature of the district.

---

<sup>10</sup> Cambridgeshire Travel for Work Partnership is an independent partnership set up to encourage organisations to develop workplace travel plans and reduce car use on the journey to work. The main features of TfW are free membership, free expert travel plan advice, a free annual travel survey, help in preparing and launching initiatives and employee discounts at cycle shops and on train tickets. In 2010, 88 employment sites were members of TfW, with sustainable travel measures reaching 59,383 employees.

**Table 1: Travel for Work Patterns and Car Ownership Levels**

<b>TRAVEL TO WORK – by mode of travel (16-74 population)</b>	<b>SCDC Number</b>	<b>SCDC % of total</b>	<b>County %</b>
Train	1,834	2.7%	2.6%
Bus, minibus or coach	2,769	4.0%	3.4%
Motorcycle, scooter or moped	963	1.4%	1.1%
Driving a car or van	43,372	62.7%	59.5%
As a passenger in car or van	3,316	4.8%	5.5%
By taxi or minicab	153	0.2%	0.3%
By bicycle	4,666	6.7%	9.1%
On foot	3,989	5.8%	8.1%
Other	393	0.6%	0.5%
Working at or mainly from home	7,695	11.1%	10.1%
<b>Total in work</b>	<b>69,150</b>	<b>100%</b>	<b>100%</b>

<b>CAR OWNERSHIP - per household</b>	<b>SCDC %</b>	<b>County %</b>
0 car	13%	18%
1 car	45.5%	43.4%
2+ cars	41.2%	33.8%

Source: 2001 Census

19.1.23 This is also evidenced in the South Cambridgeshire Economic Assessment Profile, which identifies low housing affordability, relatively low accessibility of jobs by public transport, cycling or walking, as weaknesses in the South Cambridgeshire SWOT analysis.

#### *Car parking*

19.1.24 Previous national planning guidance PPG13<sup>11</sup> introduced maximum car parking standards with the aim of discouraging car ownership and reducing car travel. However, in 2001 41% of households in the district had 2 or more cars, exceeding these maximum parking levels for new housing developments. Until the 2011 Census data is available, it is not clear whether reduced levels of car parking would have altered car ownership patterns within new developments. However, the National Planning Policy Framework allows the setting of local standards, taking into account: the accessibility of the development; the type, mix and use of development; local car ownership; and an overall need to reduce the use of high-emission vehicles.

#### **What will be the situation without the plan?**

19.1.25 Without policies in the Local Plan development proposals would be considered using national planning policies. Opportunities to consider future planned growth in the most sustainable locations delivering the most sustainable local transport solutions, and thus providing opportunities for modal choice away from the private car, may not be achieved or may be more difficult to achieve if proposals are considered on a case by case basis.

<sup>11</sup> Planning Policy Guidance Note 13:Transport, Communities and Local Government, 2001

19.1.26 National policy has moved towards local delivery of transport solutions, and local policy is outlined in the Local Transport Plan. However, funding is limited and opportunities for delivery may be limited unless contributions are secured from development.

### **What are the Key Sustainability Issues and Problems?**

19.1.27 The rural nature of the district means that many people need to travel long distances to meet their day to day needs. South Cambridgeshire has a high rate of car ownership and many are using their cars, as distances are often too great to walk and cycle, and public transport services are often limited or inaccessible. However, short trips of less than two miles make up over 25% of trips, therefore there is an opportunity to target some of these to be made on foot or on bicycle. Even for longer trips there is the opportunity to make part of the journey by a sustainable mode, for example, cycling from Park & Ride sites.

19.1.28 A key issue for the sustainability appraisal, and for plan making, will be how policies and proposals can reduce the need to travel and facilitate travel by alternative modes.

### **Cross cutting issues**

19.1.29 Inclusive Communities - Creating places where people can access their day to day needs by alternative modes to the private car will provide for more inclusive, safer and healthier places for all sectors in society. It can also contribute to addressing rurality and social exclusion issues so that people can easily access their day to day needs, particularly by alternative modes to the private car.

19.1.30 Healthy Communities - South Cambs has an aging population, and can be particularly affected by lack of public transport in rural areas where there are also limited services and facilities. Encouraging more trips by walking or cycling can also support healthy lifestyles.

19.1.31 Landscape and Townscape - creating places where motor vehicles do not dominate the townscape will help achieve efficient use of land and may in turn increase the attractiveness of places, not just socially but also environmentally and economically.

## **19.2 Issue: A14, Congestion & Commuting Patterns**

### **What is the Policy Context (Summary)**

19.2.1 The Cambridge to Huntingdon Multi Modal Study (CHUMMS)<sup>12</sup> was produced in recognition of the urgent transport problems in the A14 corridor and recommends various solutions, looking in particular at opportunities for modal shift from the car. Since the major proposal for widening the A14 has been shelved by Government in the National Roads Programme in the 2010 Comprehensive Spending Review, alternative measures are being considered to facilitate development on the edge of Cambridge and within the A14 corridor.

19.2.2 LTP3 includes 5 objectives, and in particular objective 4: promoting improved skill levels and economic prosperity across the county, helping people into jobs and encouraging enterprise, will be met by:

- Developing a Rural Strategy for Cambridgeshire
- Implementing the Market Town Transport Strategies and a Transport Strategy for Cambridge
- Improving accessibility to education and jobs
- Providing a transport network that is efficient and effective
- Influencing national decisions on the strategic road and rail network to ensure Cambridgeshire is an attractive and buoyant location for business
- Implementing measures to manage demand where traffic congestion hinders economic prosperity

### **What is the Situation Now?**

#### *A14*

19.2.3 The A14 is a major east / west route linking the east coast ports with the Midlands and the north. A large part of the route falls within Cambridgeshire and the most congested section of the whole route is between Cambridge and Huntingdon. Table 2 shows the change in the level of traffic flows across the county screenline in the past 10 years on the A14 at Swavesey.

<sup>12</sup> Cambridge to Huntingdon Multi Modal Study, Department for Transport, 2001

**Table 2: Vehicle flows across the county boundary over a 12 hour period**

Road no.		A14	
Location		Swavesey	
Year	Total Vehs	HGVs	Bus
2000	55,043	11,506	
2002	56,011	10,986	
2008	58,809	12,126	
2009	57,641	11,855	
2010	58,819	11,365	
2011	58,234	11,453	
2012	57,593	11,327	453
Growth 2011/12		1.01%	1.01%

Source: Extract from Table 1: County Screenline - 12 Hour Flows, Traffic Monitoring Report 2012, Cambridgeshire County Council

19.2.4 The most significant recommendations of CHUMMS were to be addressed by the delivery of the A14 Ellington to Fen Ditton improvement scheme. However, with the Government’s withdrawal of the scheme, the Local Transport Plan (page 4-97) identifies the route will continue to have the following marked and potentially worsening impacts on the local transport network:

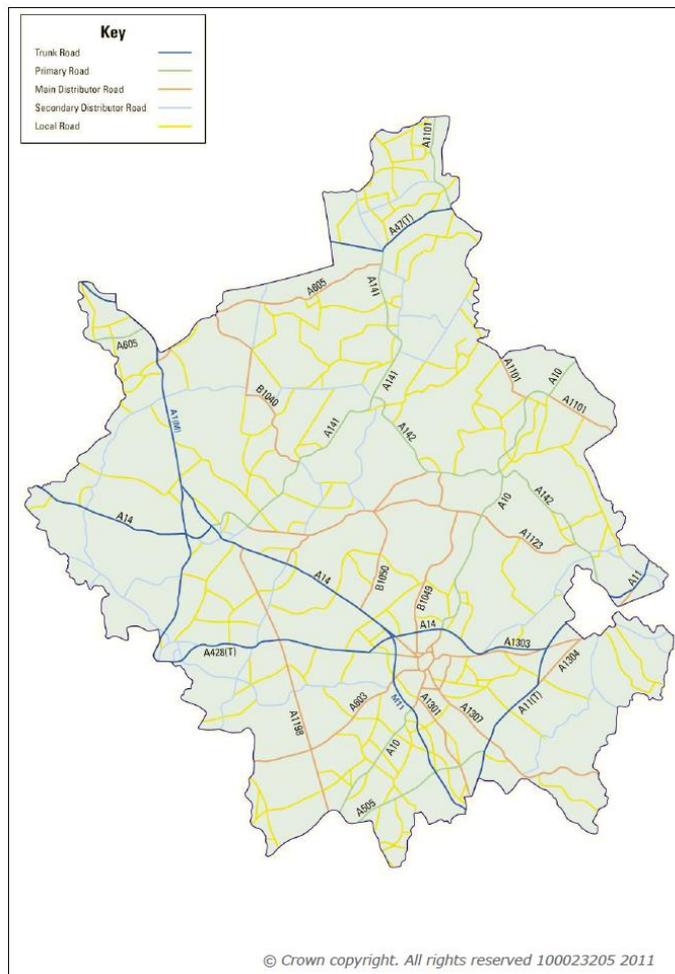
- The development strategy is threatened by congestion on the A14, particularly development at Northstowe, Cambridge fringe sites and Huntingdon. The development strategy has key aims:
- The change in settlement patterns and provision of affordable housing to reduce the long-term demand for travel to Cambridge for work.
- The promotion of economic growth.
- Rat-running through villages along the route of the A14, leading to localised congestion in roads and settlements not designed for strategic traffic, and negative social and environmental impacts.
- The air quality problems at Huntingdon, Brampton, Hemingford, Fenstanton, Bar Hill, Girton, Histon and Impington due to A14 traffic, which have declared Air Quality Management Areas. It will not be possible to address air quality issues unless the A14’s contribution is removed or significantly reduced.

19.2.6 Two studies are to be carried out to identify new, deliverable solutions for the A14 between Cambridge and Huntingdon:

- The “A14 Study” which will determine how the A14 will now be upgraded will examine the medium and longer term total travel needs of the A14 and examine the wider performance and inter-relationship of the linked / adjacent multi-modal National Transport Corridors.
- The “A14 Headroom Capacity Study” will examine in the short term how the A14 could be improved to provide some extra capacity which will also enable it to accept traffic from new housing and commercial development. The

results of the second study will feed into the first study's deliberations.

**Figure 2: Road Hierarchy in Cambridgeshire**



### Traffic Density & Growth

Source: Extract from Cambridgeshire Local Transport Plan 2011-2026, Figure 4.4, page 4-5.

19.2.7 In addition to the A14, a number of other trunk roads (including the M11, A11 and A428) and primary roads pass through the district, particularly along a number of corridors linking Cambridge with surrounding market towns. Many of these routes carry large volumes of through traffic as well as providing key routes into and around Cambridge; the map (Figure 2) shows the road hierarchy based on traffic flows and usage of the highway network. As a result, traffic flows through the district are high and this leads to areas of localised congestion, particularly during the peak periods on the approaches to Cambridge.

19.2.8 Traffic density on Cambridgeshire's rural trunk 'A' roads is twice the national average, and is 40% above average on other rural 'A' roads. In 2010, traffic flow was 94%

above the national average on rural trunk 'A' roads in Cambridgeshire and 40% on other rural main roads in the county<sup>13</sup>. In 2011 traffic flow was 92% above the national average on rural trunk 'A' roads in Cambridgeshire and 40% on other rural main roads in the county.<sup>14</sup>

19.2.9 The highest growth since 2000 on trunk roads has occurred on the A428 (40% 2000-2010, and 39% 2002-2012), which is related to the development of Cambourne, although the A14 at Swavesey continues to have the highest flow. Between 2000 and 2010 traffic entering the county grew by 11%, compared with national traffic growth of 6%. Between 2002 and 2012 traffic entering the county grew by 5%, although the recent trend has been fairly flat.

19.2.10 The existing development strategy (reflecting growth levels in the East of England Plan) and resulting increased traffic levels in Cambridge is estimated by the LTP3 to result in a 46% increase in travel time within Cambridge and a 23% increase in the Cambridge sub-region by 2021. Whilst roads in and around Cambridge will bear the worst of the congestion, without intervention, further congestion will arise on roads such as the A14, the A10, the A505 and the A428 (source: LTP3 page 3-9).

19.2.11 Around 185,500 vehicles enter and leave Cambridge between 7am and 7pm each day and the LTP3 target to stabilise peak-period traffic and allow a small increase during the off-peak has been achieved. Park and ride continues play an important part in keeping traffic levels stable; 3.8 million journeys were made in 2010- this had decreased to around 3.7 million by 2012.

**Figure 3: Vehicle flows across the South Cambridgeshire – Cambridge City boundary over a 12 hour period**

2001	2003	2004	2005	2006	2007	2008	2009	2010	2011
172,926	170,036	183,596	185,908	183,850	188,684	187,153	184,962	183,123	185,549

Source: Cambridgeshire County Council

### *Congestion*

19.2.12 The LTP3 notes that in many cases congestion is caused by the sheer volume of traffic, for example on the A14; and on the radial routes into Cambridge. Not only are people travelling longer distances to get to work in Cambridgeshire, it is taking them longer to do so. Increasing congestion on the roads, particularly on the main corridors into Cambridge and the inner radial routes is already having a detrimental effect on businesses in the area.

19.2.13 The South Cambridgeshire Economic Assessment Profile identifies increasing traffic congestion affecting business productivity as a weakness, and high levels of commuting out of and into the district causes high levels of traffic congestion as a

<sup>13</sup> Cambridgeshire Traffic Monitoring Report (Cambridgeshire County Council 2010)

<sup>14</sup> Cambridgeshire Traffic Monitoring Report (Cambridgeshire County Council 2011)

threat, in the South Cambridgeshire SWOT analysis. The Transport in the East of England study (2008) suggests that traffic congestion in the region already costs businesses and residents £1bn a year with this figure expected to double by 2021. More locally, the growth of the Greater Cambridge economy is already being limited by current congestion levels, a situation which will worsen over time if traffic levels are allowed to increase unchecked. It identified a number of priority transport corridors for intervention through investigating where the direct costs of transport congestion (i.e. lost travel time) and the foregone wider economic benefits (i.e.: agglomeration and labour force impacts) were greatest. Three of the six corridors identified were around Cambridge (A428/A421, M11 and West Anglia Mainline corridor and the A14 corridor).

**What will be the situation without the plan?**

19.2.14 Without policies in the Local Plan opportunities for future planned growth in the most sustainable locations, reducing the need to travel and delivering the most sustainable local transport solutions for addressing the existing problems, such as congestion, may not be achieved or may be more difficult to achieve.

19.2.15 National policy and local policy in the Local Transport Plan continue to strive towards providing for and encouraging modal shift away from the private car. However, without further development in appropriate locations, it is unlikely that travel distances will be sufficiently reduced to aid modal shift.

## **What are the Key Sustainability Issues and Problems?**

### *Development Pressures and Opportunities*

19.2.16 The level of growth planned for South Cambridgeshire and Cambridge will put further pressure on existing transport infrastructure and will require proportionate investment to develop the transport network. High levels of through traffic, including HCV traffic, have led to capacity issues on the A14, which could impact on the ability to accommodate further development without investment to resolve congestion issues.

19.2.17 A key issue for the sustainability appraisal, and for plan making, will be how policies and proposals can secure appropriate development and investment in transport infrastructure, and ensure that infrastructure can accommodate new development appropriately.

### *Congestion / Commuting Patterns*

19.2.18 South Cambridgeshire has high levels of through traffic and long distance commuting, both on the trunk road and the county's primary road network. High house prices, results in substantial amounts of travel from elsewhere in the County or beyond into Cambridge. Radial routes into the city are regularly congested, particularly during peak periods, and traffic queues often back up into South Cambs with resultant impacts on air quality, safety, noise etc. for local communities living nearby.

19.2.19 A key issue for the sustainability appraisal, and for plan making, will be how policies and proposals can increase provision of housing, including affordable housing, closer to Cambridge and employment areas to help reduce long distance commuting as well as assisting modal choice, particularly for travel for work, to help ease congestion in and around Cambridge.

### **Cross cutting issues**

**19.2.20** Reducing traffic congestion, particularly along the A14 and into Cambridge, will unlock the area for future development, including further economic development. Development of new communities, such as the new town of Northstowe, will provide the opportunity to develop a settlement with a range of facilities and services that will serve new and existing residents from nearby villages. This could in turn reduce the need to travel, particularly over such long distances, thereby enabling greater opportunities for modal shift, with associated benefits to health and the environment.

## **19.3 Issue: Freight Traffic**

### **What is the Policy Context (Summary)**

- 19.3.1 At the European level Trans-European Transport Networks (European Union 2003) seeks improvements to primary roads, railways, inland waterways, airports, seaports, inland ports and traffic management systems, to provide integrated and intermodal long-distance high-speed routes for the movement of people and freight throughout Europe.
- 19.3.2 Nationally there is a desire to see a move towards rail freight as it is a much more sustainable way of moving goods than road freight and also has benefits in terms of climate change and road safety. The Freight Modal Choice Study (DfT 2010) confirms the economic, social and environmental benefits of current freight movements by non-road modes on national network corridors and considers the capacity and capability of the national infrastructure to accommodate these changes in modal choice.
- 19.3.3 The Network Rail Freight Route Utilisation Strategy predicts 64% growth for rail freight between 2007 and 2017 with the greatest increase in growth expected to be to and from deep sea ports such as Felixstowe. Plans for a £53 million rail investment in the Anglian region alone, should take 750,000 lorry journeys off the road each year.
- 19.3.4 The Cambridge to Huntingdon Multi Modal Study (CHUMMS) was produced in recognition of the urgent transport problems in the A14 corridor, including as a result of high levels of freight traffic.
- 19.3.5 The Local Transport Plan supports national proposals to switch freight to rail wherever possible. It includes proposals for infrastructure development in order to accommodate the additional rail traffic that will be generated, for example at the level crossing at Ely, on the Felixstowe to Nuneaton rail line.

### **What is the Situation Now?**

#### *Roads*

- 19.3.6 The density of HCV traffic on Cambridgeshire's trunk 'A' roads is almost three times the national average, and on non-trunk main roads 77% above the national average. In 2011-12 there was a 8.7% decrease in HCV traffic, which is a greater decrease than the national trend of a decrease in HCV traffic by 3.1%.
- 19.3.7 Road freight, particularly if it uses inappropriate routes, can have considerable impacts on villages. For example, it can lead to localised congestion, noise and poor air quality, which can significantly impact on people's quality of life, health, safety, and well-being. The LTP includes a HCV Routing Strategy, designed to encourage freight to use the most appropriate routes through the county.
- 19.3.8 The efficient movement of road and rail freight is essential to the economy and prosperity, with the demand for goods continuing to increase over the next 20-30

years. This will lead to increased freight traffic, which is predicted to quadruple by 2030. This increase will need to be accommodated while minimising its impact on the transport network and local communities. At present the estimated cost of freight on the A14 is £80 million each year. Congestion and quality of life issues need to be considered when planning for the movement and management of freight. (Source: LTP3, page 4-12).

### *Rail*

19.3.9 Rail has an important role in the movement of freight. There is a general acceptance that the transfer of freight from road to rail will provide significant environmental improvement and help develop sustainable distribution. Last year Network Rail submitted proposals to upgrade the Felixstowe to Nuneaton freight route.

19.3.10 This investment, which will see the upgrading of the route from Felixstowe to Nuneaton via Ely, Peterborough and Leicester, will increase capacity between Ipswich and Peterborough. The Felixstowe to Nuneaton corridor is a critical link in the national scheme of freight transportation as Felixstowe port is the largest in the UK and one of the largest in Europe. Once complete the infrastructure improvements will provide a more direct route for freight trains travelling from Felixstowe to the Midlands, the Northwest and Scotland.

19.3.11 There are currently two operational rail freight sites in the district and existing rail freight facilities and sidings, at Chesterton Junction, Foxton, Duxford, Fulbourn and Whittlesford, which are safeguarded.

19.3.12 The predicted increased share of rail freight will help to reduce congestion on roads, particularly the A14, will improve road safety and reduce CO<sub>2</sub> emissions by around three-quarters. Such a modal shift of freight from road to rail will have significant implications both for rail freight and also for the roads and rail links within Cambridgeshire.

### **What will be the situation without the plan?**

19.3.13 Without policies in the Local Plan opportunities for future switch of freight to rail may be more difficult to achieve without the safeguarding of existing rail infrastructure.

### **What are the Key Sustainability Issues and Problems?**

19.3.14 Cambridgeshire's roads have higher than the national average heavy commercial vehicle traffic and the use of inappropriate routes can have considerable impacts on villages. Freight traffic is predicted to quadruple by 2030.

19.3.15 Together with the HCV Routing Strategy, there is a role for the planning process, for example, locating uses appropriately, and supporting the use of rail for freight movement.

19.3.16 A key issue for the sustainability appraisal, and for plan making, will be how

policies and proposals assist the transfer of freight to rail; as well as locate freight generating uses and ensure freight operators are using the most appropriate routes for their journeys and minimise environmental impacts on local communities.

**Cross cutting issues**

19.3.17 Removing freight from roads will improve road traffic congestion, particularly along the A14 and into Cambridge, and unlock the area for future development, including further economic development. It will also help address environmental issues, particularly relating to air quality and noise in the A14 corridor, reducing the negative health impacts on local communities.

## **19.4 Issue: Air Quality and Climate Change**

### **What is the Policy Context (Summary)**

- 19.4.1 At the European level a number of policy measures seek to develop an economically, socially and environmentally sustainable transport system that will increase mobility, remove major barriers, and fuel growth and employment, whilst reducing Europe's dependence on imported oil and cut carbon emissions by 60% by 2050.<sup>15</sup>
- 19.4.2 Nationally emphasis switched to integration; within and between different modes of transport; with the environment, land use planning, and policies for education, health and wealth creation<sup>16</sup> and responding to and reshaping the transport challenges – being smarter than predict and provide, managing people's need to travel and respecting our environment.<sup>17</sup>
- 19.4.3 More recently focus is shifting towards delivery at the local level, encouraging sustainable local travel by making public transport, including community transport, cycling and walking more attractive and effective, promoting lower carbon transport.<sup>18</sup>
- 19.4.4 The National Planning Policy Framework articulates the Government's vision of sustainable development where planning plays a vital role in actively managing patterns of growth to make the fullest use of public transport, walking and cycling, and focusing significant development in locations which are or can be made sustainable. Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.
- 19.4.5 The overarching transport strategy in the Local Transport Plan focuses on achieving objectives, particularly those aimed at tackling climate change and enhancing the economy, and aims to address existing transport problems while at the same time catering for the transport needs of new communities and improving air quality.

---

<sup>15</sup> Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system, European Commission, 2011

<sup>16</sup> Transport Ten Year Plan, Department for Transport (DfT), 2000

<sup>17</sup> The Future of Transport: A Network for 2030, DfT, 2004

<sup>18</sup> Creating Growth, Cutting Carbon Making Sustainable Local Transport Happen, DfT, 2011  
Active Travel Strategy, DfT, 2010

Community Transport Local Transport Plan Best Practice Guidance, DfT, 2010

## What is the Situation Now?

### Air Quality

- 19.4.6 Air Quality is addressed in a separate theme of this scoping report, but there are clear links to transport. Nationally, 21% of carbon dioxide emissions come from the transport sector. In Cambridgeshire in 2007, 32% of the carbon footprint came from transport, only some of which is amenable to local policy as a number of nationally important roads pass through South Cambridgeshire.
- 19.4.7 Transport is the biggest source of air pollution in the county, and poor air quality can have detrimental impacts, both long- and short-term effects on health. An Air Quality Management Area (AQMA) has been designated, covering a large proportion of the A14 through the district. Following designation of an AQMA along the A14, the Council, working with Huntingdonshire District Council and Cambridge City Council, has produced an Air Quality Action Plan (AQAP) which seeks to address the issues causing poor air quality.
- 19.4.8 This includes five priority objectives for South Cambridgeshire for achieving a reduction of NO<sub>2</sub> and PM<sub>10</sub> in order to meet national objectives. Four of the five objectives are transport related. Some of the mitigation measures (especially those aimed at reducing emissions from road transport) will form a Low Emissions Strategy (LES), a series of proposals to mitigate the impact of emissions arising from development. These could include travel plans, priority parking for low emission vehicles or infrastructure for electric vehicles.<sup>19</sup>

### Climate Change

- 19.4.9 The transport network will not be unaffected by the results of climate change. Although it is very difficult to predict exactly how the climate will alter, it is likely to include hotter, drier summers, milder, wetter winters and increasing sea levels. All of which will be particularly significant for Cambridgeshire; we can expect further disruption to the network through heat and subsidence damage; more intense rainfall will affect embankments and bridges, as well as washing more debris into gullies. There will also be a greater risk to those roads that lie in flood plain areas.
- 19.4.10 The unusually hot summer of 2003 resulted in an additional £3million maintenance expenditure; the excessive heat exacerbated damage to some roads already in need of repair, causing further structural damage beneath the road surface.

---

<sup>19</sup> Such as the Government-supported "Plugged in Places" programme to install electric vehicle charging points across the East of England.

**What will be the situation without the plan?**

19.4.11 Without policies in the Local Plan opportunities for future planned growth in the most sustainable locations delivering the most sustainable local transport solutions for addressing the existing problems, such as congestion and air quality, may not be achieved or may be more difficult to achieve.

**What are the Key Sustainability Issues and Problems?**

19.4.12 For transport, the challenges related to climate change are addressing the cause – contributed to in no small part by dependence on the private car – and planning for and dealing with the effects of climate change on our transport networks. LTP3 recognises it will be a challenge to reduce absolute levels of carbon dioxide emissions from transport in the county while growth continues and transport demand increases. Over the next fifteen years, it is expected that substantial advances in fuel efficiency will contribute to a large reduction in carbon emitted per vehicle per mile. However, estimates clearly show that overall population growth will more than offset this reduction by generating many more miles travelled by private transport. Unless patterns of unsustainable travel behaviour are controlled, the county as a whole will be unable to reduce carbon dioxide emissions from transport.

19.4.13 A key issue for the sustainability appraisal, and for plan making, will be how policies and proposals can contribute to a switch to more sustainable travel behaviour, reducing the negative impact of transport on the health of residents and contribute to meeting to objectives in the AQAP for improving air quality.

**Cross cutting issues**

19.4.14 Reducing the pollution caused by transport will go a long way to improving the air quality, particularly in the A14 corridor and parts of Cambridge. This in turn will assist with creating healthier communities and may have environmental benefits to local biodiversity, as well as wider reaching impacts on climate change.

## 19.5 Issue: Health and Safety

### What is the Policy Context (Summary)

19.5.1 The Government's Active Travel Strategy (DfT, 2010) aims to get more people walking and cycling more often and more safely, by putting walking and cycling at the heart of local transport and public health strategies and plans. The aim is to make walking and cycling the preferred modes of local transport for the 21st century by:

- Promoting better public health and well-being by increasing levels of physical activity, particularly among the most inactive people in our society;
- Increasing accessibility and reducing congestion;
- Improving air quality and reduce carbon emissions.

19.5.2 LTP3 includes 5 objectives, and in particular objective 5 (outlined in the encouraging modal shift section above) and objective 1. enabling people to thrive, achieve their potential and improve their **quality of life**, will be met by:

- Providing a transport network that is efficient and effective
- Providing good accessibility to services and for businesses
- Influencing planning decisions to incorporate green spaces that are pleasant for pedestrians and cyclists

### What is the Situation Now?

#### Road Safety

19.5.3 The Road Safety Monitoring Report (2012) records that rate of death and serious injury per head of population in Cambridgeshire is 31% above the national average. However, this is related to the significant volume of through traffic and higher than average traffic flows, and as a result of this Cambridgeshire's rate of killed or seriously injured (KSI) casualties per km travelled is less than the national average. The total number of people killed or seriously injured in 2012 was 42% less than in 2002, with slight injuries being 37% lower. This has been achieved despite traffic growth in Cambridgeshire of 5% over the same period.

**Figure 4: Cambridgeshire Casualty Trends**

Year	Fatal	Serious	Slight	Total
2002	52	459	3027	3538
2003	51	419	2962	3432
2004	54	473	2870	3397
2005	56	402	2908	3366
2006	54	369	2716	3139
2007	62	356	2480	2898
2008	47	325	2299	2671
2009	19	365	2217	2601
2010	34	305	2094	2433
2011	26	311	1960	2297
2012	27	269	1911	2207

Source: Extract from Road Safety Monitoring Report, Cambridgeshire County Council, 2012

**Figure 5: Casualties per 100 Million Vehicle Kilometres 2011**

	Rural 'A' roads		Urban 'A' roads	
	All	KSI	All	KSI
Cambridgeshire	19.6	3.1	88.9	10.7
Great Britain	22.4	3.6	81.5	8.8

*Note: Cambridgeshire casualty figures are 2010-2012 averages*

Source: Extract from Road Safety Monitoring Report, Cambridgeshire County Council, 2012

19.5.4 According to the Cambridgeshire Joint Strategic Needs Assessment (2011) only 36% of casualties were South Cambridgeshire residents, and 44% were from out of the county. About a third of collisions are related to driving for work either as part of commuting to work or for business purposes.

19.5.5 The LTP3 notes a range of key problems that contribute to accidents on Cambridgeshire's roads. Of particular note is rural roads. In 2008, 48% of all casualties, 58% of serious injuries and 91% of deaths occurred on rural roads, figures that are much higher than the average for Great Britain. Above average traffic density on Cambridgeshire's rural roads is a major factor in the high per capita casualty rate in the county, which is particularly poor for the rural districts of Fenland and South Cambridgeshire. Also, traffic is expected to grow markedly, particularly on key routes such as the A14. This is driven by new developments and the ongoing trend for people to travel longer distances by car, increasing the risk of accidents.

#### *Cycling*

19.5.6 The cyclist casualty rate per head of population in Cambridgeshire is more than twice the average for Great Britain, however, this is related to above average cycle usage in the county. An analysis of cycle flows and accidents on 'A' class roads in Cambridge found that the pedal cycle accident rate was less than the national average for urban 'A' roads in Great Britain.

#### *Traffic Speed*

19.5.7 LTP3 recognises that driving through villages at illegal, inappropriate speeds is anti-social and dangerous, and can have a very damaging effect on the lives of local residents. Concerns include pedestrian and cyclist safety, noise pollution, and engine emissions. Of the South Cambridgeshire parishes that have produced Parish Plans, the majority of them raise concerns over traffic speeds through villages.

#### **What will be the situation without the plan?**

19.5.8 Without policies in the Local Plan opportunities for future planned growth in the most sustainable locations delivering the most sustainable local transport solutions for addressing the existing problems, such as congestion, air quality and health may not be achieved or may be more difficult to achieve.

### **What are the Key Sustainability Issues and Problems?**

19.5.9 Road accidents in the district are above the national average, and accident rates on rural roads are noted to be particularly high.

19.5.10 Concerns over traffic volumes and speeds, particularly through villages, may be influencing public perception of the safety and use of different modes of transport.

19.5.11 A key issue for the sustainability appraisal, and for plan making, will be how policies and proposals can secure appropriate investment and development of transport infrastructure, and improve the safety of the transport network for all road users.

### **Cross cutting issues**

19.5.12 Reducing road traffic accidents across all modes will create healthier communities. It may also be self-perpetuating and help encourage further modal shift to non-car modes, and in turn will help communities to be more inclusive.

19.5.13 Landscape and Townscape - Design of new developments can use engineering measures to reduce traffic speeds and also to minimise the risk of accidents. Good design can also help integrate cycling, walking and public transport within the built environment.

19.5.14 Air Quality and Pollution – The impacts of road traffic on air quality.

## 19.6 Sustainability Appraisal Framework

19.6.1 Taking account of the plans and strategies, the baseline situation and the identified issues and problems, the following objectives will be used to assess the relative performance of the policies, approaches and proposals put forward for consideration of the Local Plan.

### Sustainability Objectives regarding Transport

Sustainability Objective	Decision Making Criteria	Indicators
Reduce the need to travel and promote more sustainable transport choices.	Will it enable shorter journeys, improve modal choice and integration of transport modes to encourage or facilitate the use of modes such as walking, cycling and public transport?	Vehicle flows across the South Cambridgeshire – Cambridge City boundary over 12 hour period Cycling trips index
	Will it support movement of freight by means other than road?	Congestion – average journey time per mile during the am peak environment
Secure appropriate investment and development in transport infrastructure, and ensure the safety of the transport network.	Will it provide safe access to the highway network, where there is available capacity?	Investment secured for transport infrastructure through developer contributions
	Will it make the transport network safer for all users, both motorised and non-motorised?	People killed or seriously injured in road traffic accidents