

APPENDIX A – East of England Plan Policies

CSR1: Strategy for the Sub-Region

The vision for the Cambridge Sub-Region to 2021 and beyond is to continue to develop as a centre of excellence and world leader in higher education and research, fostering the dynamism, prosperity and further expansion of the knowledge-based economy spreading outwards from Cambridge. The historic character and setting of Cambridge should be protected and enhanced, together with the character and setting of the market towns and other settlements and the important environmental qualities of the surrounding area.

A comprehensive approach should be adopted to secure the necessary infrastructure, including green infrastructure.

Local Development Documents should provide for development focused on making the most of the development potential of land in the following order of preference:

- in the built-up area of Cambridge, subject to considerations of environmental capacity;
- on the periphery of the built-up area of Cambridge on land released from the green belt following the Cambridgeshire and Peterborough Structure Plan 2003 and through the Cambridge Local Plan and development plan documents prepared by the local planning authorities;
- at the new settlement of Northstowe, linked to the guided busway; and
- on land within or on the peripheries of the sub-region's market towns and within key service centres (or on the peripheries of key service centres, mainly limited to existing commitments) where such development would contribute to the social and economic needs of the community and good public transport exists or can be provided.

CSR2: Employment-Generating Development

Employment land in and close to Cambridge, within boundaries to be defined in local plans/LDDs, should be reserved for development which can demonstrate a clear need to be located in the area to serve local requirements or contribute to the continuing success of the sub-region as a centre of high technology and research. Employment-related development proposals should demonstrate that they fall into the following categories:

- a) high technology and related industries and services concerned primarily with research and development including development of D1 educational uses and associated sui generis research institutes, which can show a need to be located close to the universities, established research facilities or associated services in the Cambridge area;

b) other small-scale industries which would contribute to a greater range of local employment opportunities, especially where this takes advantage, or contributes to the development of, particular locally based skills and expertise; and

c) the provision of office or other development providing essential services to Cambridge as a local or sub-regional centre.

Provision should be made throughout the sub-region for the development and expansion of high-technology clusters.

Local Development Documents and other implementation programmes should identify land in the market towns for employment development where this would improve the local balance of jobs and homes and diversify and strengthen the economies of the towns.

CSR3: Green Belt

In making provision for housing, employment and all other development a green belt should be maintained around Cambridge to define the extent of urban growth in accordance with the purposes of the Cambridge Green Belt which are to:

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

CSR4: Transport Infrastructure

New transport infrastructure requirements arising from development in the Cambridge sub-region should build upon the existing high quality public transport systems, high levels of cycling and demand management measures. The aim should be to reduce the need to travel, especially by car and secure the fullest possible use of public transport, cycling and walking. Strategic transport provision should take into account Cambridge's position at the junction of major east-west and north-south routes.

APPENDIX B - Land Supply

**The Cambridgeshire Development Study –
Technical Working Paper on Housing and
Employment Land Supply**

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1. PURPOSE

- 1.1. This Technical Working Paper reviews the current supply of housing and employment land in Cambridgeshire and considers the implications for the amount of “new” land to be identified to address the growth scenarios put forward for testing by the East of England Regional Assembly. The local planning authorities in Cambridgeshire are committed to implementing the spatial strategy established in the East of England Plan published by the Secretary of State for Communities and Local Government on 12 May 2008 and approved/emerging development plan documents provide the framework to deliver the required new housing in the period to 2021/2026. The purpose of this Working Paper is to identify the scale of the “gap” between the growth scenarios to be tested and the scale of existing commitments regarding housing development. It also considers what would happen if the strategy continued on this current pattern of growth in terms of land supply and the distribution of the committed employment land supply.
- 1.2. An appreciation of this “gap” is an important first step in the establishment of a sound/sustainable strategy for Cambridgeshire in the period to be covered by the Review of the East of England Plan. Paragraph 2.49 (viii) of PPS11 states that one of the criteria for assessing the soundness of a regional spatial strategy is whether the policy framework is realistic, *“including about the availability of resources, and is able to be implemented without compromising its objectives.”* Furthermore, paragraph 2.49 (ix) of PPS11 requires the submitted spatial strategy to be *“robust and be able to deal with changing circumstances.”* The issue of deliverability is of central importance in testing the soundness of a spatial strategy and the purpose of this Paper is to understand the scale of the “gap” in the supply of land to accommodate new housing in the period to 2031 in order to provide a base from which to judge whether the increase in housing provision is deliverable.
- 1.3. At this stage, as with the other papers on Infrastructure and Economy (including demographics), this Working Paper provides an evidence base together with challenges and implications for the existing spatial options. As set out in the original Cambridgeshire Development Study Methodology, the Project Team will synthesise the three strands to develop spatial patterns and options.

2. EXISTING HOUSING LAND SUPPLY

EERA Growth Scenarios

- 2.1. The Regional Assembly has requested that four growth scenarios, based upon suggested changes in the rate of housing completions in the period 2006–2031, be evaluated in order to assess whether particular growth assumptions can be achieved. The growth scenarios considered in this Paper are shown in the following table.

Table 1: Annual Housing Additions for EERA Growth Scenarios

EERA Growth Scenario	Net Housing additions per annum 2006–2031
East of England Plan Policy H1 (Taking into account 2006–2021 residual)	3,916
NHPAU Lower	4,291
NHPAU Upper	5,174
GVA Growth	4,783

- 2.2. Policy H1 of the East of England Plan requires the construction of 73,300 dwellings in Cambridgeshire in the period 2001–2021. This equates to an annual average of 3,665 completions per annum. Policy H1 of the EEP indicates that the minimum dwelling provision over the period 2006–2021 in Cambridgeshire is 58,010 units, an average of 3,867 completions per year in that period.
- 2.3. Policy H1 of the EEP requires local planning authorities to plan for the delivery of housing for at least 15 years from the date of adoption of the relevant development plan documents. In so doing, authorities should assume that the annual rate of provision after 2021 will be the same as the rates in policy H1 for 2006–2021 or 2001–2021, whichever is the higher. Table 2 below sets out the content of Policy H1 of the EEP.

Table 2: East of England Plan Policy H1: Minimum Dwelling Provision 2001–2021

	2001-2021	Completions 2001-06	Minimum 2006-2021
Cambridge	19,000 (950)	2,300 (460)	16,700 (1113)
East Cambs	8,600 (430)	3,240 (648)	5,360 (357)
Fenland	11,000 (550)	3,340 (668)	7,660 (511)
Huntingdonshire	11,200 (560)	2,890 (578)	8,310 (554)
South Cambs	23,500 (1175)	3,520 (704)	19,980 (1332)
Cambridgeshire	73,300 (3665)	15,290 (3058)	58,010 (3867)

* Figures in brackets are annual average rates

National Housing and Planning Advice Unit.

- 2.4. The NHPAU presented advice to the Minister for Housing on 26 June 2008 regarding the housing supply range to be tested by regional planning authorities. The assessment has been developed against the backdrop of relevant elements of the Government’s policy framework for housing and the Unit recognised *“the difficult short-term outlook for the economy in general and the housing market in particular; we have given this proper weight, but will not be distracted by it. Fundamentally our advice is based on available evidence about medium and long-term affordability, demographic and economic trends.”* The advice to Government sets out the range that should be tested by regional assemblies and is plainly not a definitive supply target. The assessment is focused on the medium and long term.
- 2.5. EERA has put forward two of the Unit’s options for testing, namely the bottom and upper ends of the evaluation undertaken. The Unit’s advice notes that much of the debate surrounds migration data and it is acknowledged that regional planning authorities will wish to consider the potential impact of future national household projections upon the reviews of regional spatial strategies.
- 2.6. In February 2008, Communities and Local Government issued revised 2004 – based household projections. Those projections suggest an increase of 81,000 households in the period 2006 – 2029, an average of 3,522 per annum in Cambridgeshire. This is an important consideration within the assessment of EERA’s scenarios as

paragraph 33 of PPS3 requires regional planning bodies, when determining the level of housing provision, to take into account the Government's latest published household projections and the needs of the regional economy, having regard to economic growth forecasts.

Existing components of housing land supply

2.7. The local authorities in Cambridgeshire are already putting into place the framework to implement the strategy embodied in the East of England Plan. Local development frameworks are being prepared and the relevant evidence base across each district provides information on housing completions since 2001 and trajectories outlining the level of completions anticipated in the period to 2026. Information contained within the annual monitoring reports has been used to inform the following table.

Table 3: Progress in Implementing Policy H1 of the EEP

Local Authority	Completions 2001 – 2006 *	Housing Trajectory 2006 – 2026
Cambridge City	2,329	17,141
East Cambridgeshire	3,191	7,282**
Fenland	3,348	10,664
Huntingdonshire	2,933	12,302
South Cambridgeshire	3,579	27,493***
Cambridgeshire	15,380	74,882

Housing Development in Cambridgeshire 2001 – 2008, Strategic Planning Research and Monitoring, Cambridgeshire County Council

** The estimated supply / capacity is to 2025

*** The Annual Monitoring Report indicates 25,752 completions 2001-2023. SCDC notes that capacity at Northstowe and Cambridge East will increase the total supply in existing DPDs to 31,072 from 2001. This is the basis for the South Cambridgeshire supply (31,072 – 3,579 = 27,493).

2.8. EERA has provided clarification to the effect that the Cambridgeshire local authorities are required to provide advice on whether four of the growth scenarios can be achieved. Table 4 shows the comparison between anticipated supply/capacity at 2006 with the forecasts contained within growth scenarios 1, 3, 4 and 5.

Table 4: Comparison between Anticipated Supply and EERA's Growth Scenarios for Cambridgeshire 2006 – 2031

Supply at 2006 (a)	EERA Growth Scenario 2006 – 31 (b)	Difference Between supply and scenario (c) = (b) – (a)		Duration of Supply (Years) (d) = (a) ÷ (b)
		Total	Annual Average	
75,415	1 = 97,900 (3916)	22,485	899	19.26
75,415	3 = 107,275 (4291)	31,860	1,274	17.58
75,415	4 = 129,350 (5174)	53,935	2,157	14.58
75,415	5 = 119,575 (4783)	44,160	1,766	15.77

- Figures in brackets are annual average rates

2.9. The housing land supply at March 2006 would, based upon the average annual rates of growth suggested by EERA's scenarios, last for between 14.58 and 19.26 years. Thus, if Scenario 1 forms the policy basis of the EEP Review, the existing land supply would extend from 1 April 2006–31 March 2025. However, if Scenario 4 forms the basis of the EEP Review, the existing supply would last until towards the end of 2020.

Distribution by District Council area

2.10. Table 2.3 of Cambridgeshire County Council's Technical Note SG05 sets out the dwelling requirement for each local authority area in respect of the EERA Growth Scenarios. Table 5 shows the requirement for the period 2006–2031 by adding to Table 2.3 produced by the County Council the dwelling completions achieved in the period 2006–2008. Table 6 presents this information on the basis of annual average rates of completion.

Table 5: Dwelling Numbers for Each Growth Scenario by District Council Area, 2006–2031

Scenario	Cambridge	East Cambs	Fenland	Hunts	South Cambs	Cambs
1	27,400	10,100	13,100	13,800	33,300	97,700
3	29,600	11,400	14,300	16,100	35,900	107,300
4	34,200	14,200	17,900	21,300	41,700	129,300
5	33,600	16,100	11,200	27,900	30,700	119,500

Table 6: Average Annual Rate for Each Growth Scenario by District Council Area, 2006–2031

Scenario	Cambridge	East Cambs	Fenland	Hunts	South Cambs
1	1,096	404	524	552	1,332
3	1,184	456	572	644	1,436
4	1,368	568	716	852	1,668
5	1,344	644	448	1,116	1,228

Spatial distribution of committed housing supply

2.11. The evidence provided by the annual monitoring reports and housing trajectories published by the District Councils in Cambridgeshire identifies a broad spatial distribution of the amount of land available to accommodate new housing across the county. In general terms, the spread of commitments reflects the spatial strategy advanced in the Cambridgeshire and Peterborough Structure Plan 2003 and the East of England Plan. Almost 60% of the completions assumed in the most recent housing trajectories will arise in Cambridge City and South Cambridgeshire, expressing the existing policy focus upon the Cambridge area.

Cambridge

2.12. Development plan documents have been adopted or are being prepared to facilitate delivery of the urban extensions to be accommodated on land released from the green belt at Cambridge by virtue of Policy P9 / 2c of the Cambridgeshire and Peterborough Structure Plan 2003. Cambridge East is a major mixed-use development at the edge of Cambridge, utilising land within Cambridge City and South Cambridgeshire, and is expected to deliver 10,000 – 12,000 dwellings. Other significant commitments at the edge of Cambridge are Trumpington Meadows, North West Cambridge, Clay Farm and Histon Road.

South Cambridgeshire

2.13. A further significant component of the existing spatial strategy is the new settlement of Northstowe which is expected to accommodate at least 10,000 dwellings, adjacent to the villages of Longstanton and Oakington. Further growth is committed at Cambourne and the Bayer Cropscience site.

East Cambridgeshire

- 2.14. In East Cambridgeshire District significant commitments exist at Littleport, Ely and Soham. The submitted Core Strategy for East Cambridgeshire proposes further housing at Ely and Soham.

Fenland

- 2.15. In Fenland District, there are sites allocated in the Local Plan 1993 that remain to be completed. A significant proportion of this element of supply is located in Chatteris, March and Wisbech. The Core Strategy and Development Policies – Preferred Options 2 published by Fenland District Council in September 2007 indicated that land would need to be allocated for approximately 5,000 dwellings in addition to land already committed, with the bulk of that further development to be directed to Wisbech, March and Chatteris.

Huntingdonshire

- 2.16. In Huntingdonshire, the main outstanding commitments are at Huntingdon and St Neots. More limited commitments exist at St Ives and Yaxley. The Submission Core Strategy for Huntingdonshire proposes further allocations at St Neots and Huntingdon with a more limited increase in capacity at St Ives and Ramsey.

Adjoining local authorities

- 2.17. The economic downturn will have an effect upon housing delivery over the next 2 – 4 years. The implementation of the larger urban extensions in Cambridge City and South Cambridgeshire is likely to be spread over a longer period of time than originally anticipated. The impact of the national economic recession relates to the timing of development rather than the location or extent of the commitments identified in the evidence base. The urban extensions around Cambridge and Northstowe, which contain a significant proportion of the housing commitments, may not contribute significant numbers of dwelling completions before 2010/11. Furthermore, paragraph 13.9 of the East of England Plan states that, in order to ensure the delivery of Cambridge East as a strategic development location, the EEP supports the relocation of operations at Cambridge Airport to a suitable, alternative location, subject to timely provision of necessary infrastructure and environmental safeguards.

Spatial distribution of committed employment supply

- 2.18. On 31st March 2008, there were 883.79ha (net) of employment land commitments for B1, B2 and B8 uses (including planning permissions and allocations) across Cambridgeshire. The vast majority of these employment commitments were located in Huntingdonshire (502.60ha) and to a lesser extent in Fenland (143.77ha) and South Cambridgeshire (135.12) respectively. There were relatively fewer employment commitments in East Cambridgeshire (108.84ha) and Cambridge City (39.06ha).
- 2.19. These figures demonstrate that there is a far from uniform situation regarding net employment commitments throughout the county and whilst upon first glance it might appear that the vast majority of commitments are located in the north and west of the county, it should be borne in mind that Alconbury Airfield accounts for a significant proportion of the overall figure and therefore somewhat distorts the overall position.
- 2.20. When the use type is taken into consideration, it becomes clear that the proportion of B1 versus B8 type uses varies across the county. In Fenland and Huntingdonshire, the majority of commitments are in the B8 sector, whilst in Cambridge and South Cambridgeshire, the balance is reversed, with the vast majority of commitments within B1 use. The use type has implications for employment commitments as B1 uses tend to be more labour intensive, whilst B8 uses are, by their nature, land intensive.

Cambridge City

- 2.21. In Cambridge City, there are fewer available large employment sites. This is perhaps unsurprising given the urban nature of the City and the relative lack of available land, particularly when compared to the surrounding rural districts. Sites are also likely to have higher employment density.
- 2.22. The overall net employment land commitment is 39.06ha, which comprises almost entirely B1 uses. When considering this figure, it should be borne in mind that there are a number of employment locations such as the Science Park, that whilst part of the urban area of Cambridge, actually fall within South Cambridgeshire.

East Cambridgeshire

- 2.23. The East Cambridgeshire Core Strategy Submission Document contains a summary of estimated employment land supply 2007-2025. It includes potential new

allocations plus estimates of capacity on current unused employment allocations and land with planning permission. The estimated supply is 108.84 hectares of land. The vast majority of this employment land is located within Ely (43.50ha) and to a lesser extent in Sutton (20.50ha), Littleport (13.75ha), Soham (10.25ha), Fordham (7.25ha) and the Newmarket fringe (4.70ha).

Fenland

- 2.24. In Fenland, the existing employment commitment across the District is 143.77ha. The highest percentage of these commitments comprised B8: Storage and Distribution use (68ha), with the residual amount being divided evenly between B1: Business and B2: General Industrial uses. These commitments are broadly distributed across the principal market towns of March and Wisbech and to a lesser extent, Chatteris and Whittlesey.

Huntingdonshire

- 2.25. In Huntingdonshire, the employment commitment of 502.60ha includes the large Storage and Distribution allocation at Alconbury Airfield, which helps to account for Huntingdonshire's very high figure. Other existing commitments within the District are located predominantly at Huntingdon with a lesser but still significant proportion at St Neots (where it should be borne in mind that much of the employment land serving the town is located just over the border in Bedfordshire). There are also significant commitments in Ramsey and to a lesser extent St Ives with the remaining commitments spread across a number of other smaller Key Service Centres.

South Cambridgeshire

- 2.26. In South Cambridgeshire, the existing employment commitment is 135.12ha, of which the majority is B1 use. The principal locations include commitments at Cambridge, East, Northstowe and Cambourne as well as additional sites at the Cambridge Science Park, Granta Park, Babraham Institute and the Cambridge Research Park at Landbeach. In addition, the emerging North West Cambridge Area Action Plan envisages 100,000m² of D1 higher education uses, University-related research institutes and commercial research uses at NW Cambridge.

3. IMPLICATIONS FOR SPATIAL OPTIONS

3.1. The implementation of each of EERA's Growth Scenarios will require an increase in the housing land supply/capacity identified by the local planning authorities for the period post 2006. The extent of the increase needed is shown in Table 7.

Table 7: Increase required to existing supply for each EERA growth scenario by District Council Area, 2006-2031

Scenario	Cambridge	East Cambs	Fenland	Hunts	South Cambs
1	10,260	2,820	2,440	1,500	5,810
3	12,460	4,120	3,640	3,800	8,410
4	17,060	6,920	7,240	9,000	14,210
5	16,460	8,820	540	15,600	3,210

Based upon Tables 3, 5 and 6

3.2. Each of EERA's growth scenarios would require a significant increase in dwelling provision at Cambridge. If the degree of change envisaged in Scenarios 4 and 5 is to be addressed at Cambridge, a strategic green belt review would be needed to establish whether appropriate locations can be identified to accommodate further housing in the period to 2031. More limited adjustments to the inner green belt boundary will be required in response to Scenarios 1 and 3. It is also likely that these options would require a strategic green belt review affecting Cambridge and South Cambs. There is not enough space in Cambridge when you deduct floodplain, protected open spaces and common land.

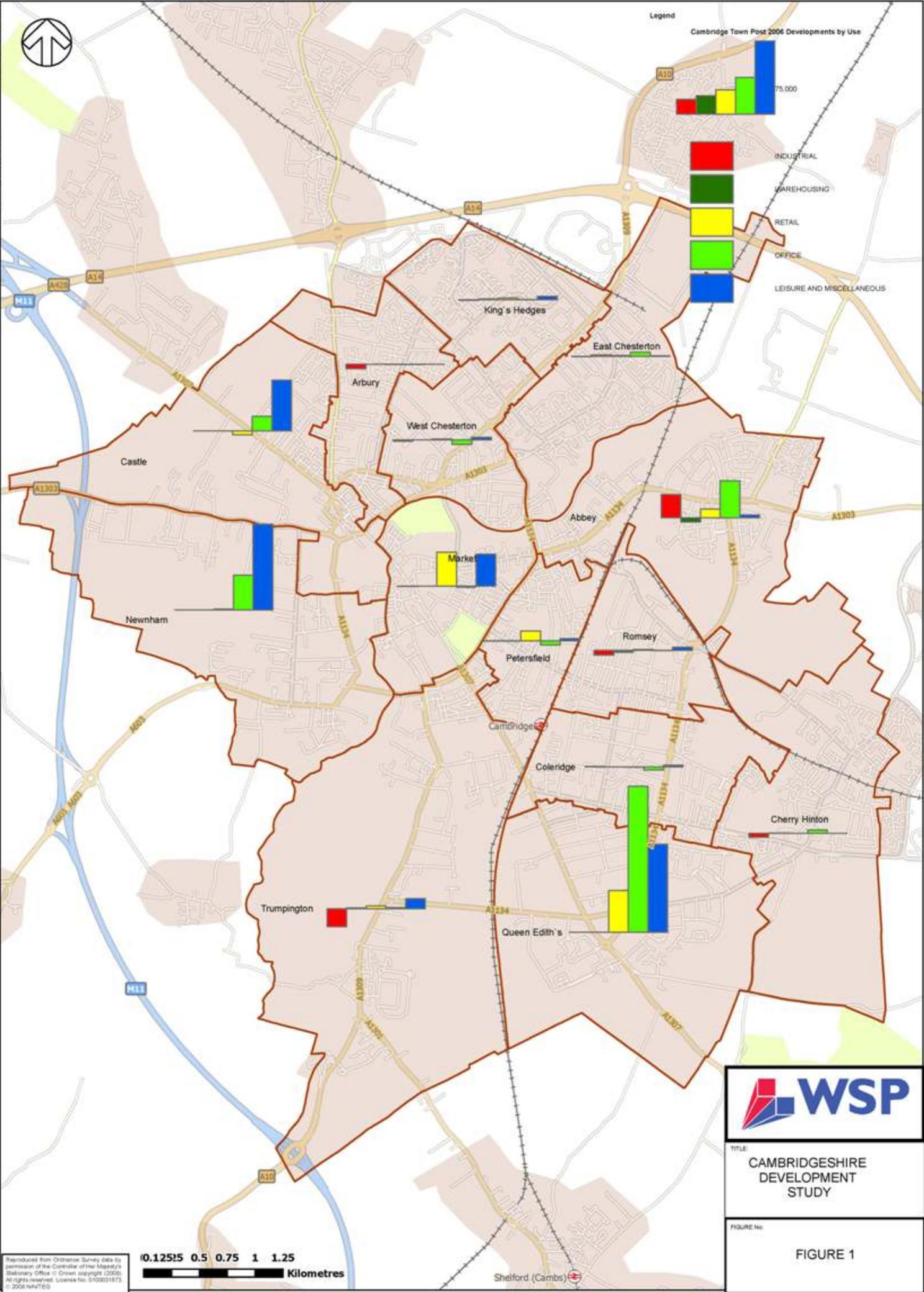
3.3. The statistical analysis contained in this Paper takes forward the EERA Growth Scenarios specifically for the period 2006–2031. However, EERA have stated that the objective of the EEP Review is to identify the appropriate development strategy for the period 2011–2031. Furthermore, paragraph 14.16 of the East of England Plan states that the primary focus of the review will be roll the plan forward to provide for the 2021–2031 period.

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- 3.4. At this stage, it is not possible to relate the statistical assessment directly to the achievement of particular strategic development patterns. The analysis described in Table 7 demonstrates the extent to which there is a need to add to the supply/capacity in the period post a 2006 base if the EERA figures are taken forward. The next stage in the process will bring together the various thematic strands in order to construct potential strategic development options.
- 3.5. Paragraph 13.10 of the East of England Plan states that the focus for the Cambridge Sub-Region in the early years will be on delivery. If that perception is related to Cambridgeshire as a whole, Table 4 indicates that the planning system has already identified or is in the process of allocating sufficient land to accommodate new housing for at least a decade. This is a significant point from which to establish the appropriate spatial option to accommodate future growth.

Spatial challenges and Implications

- 3.6. In broad terms, the following spatial challenges arise when land supply is related to the potential growth scenarios:
- Lack of extra land capacity within Cambridge unless a major green belt review is undertaken;
 - If capacity is not available at Cambridge, there will be a need to examine other land at centres within Cambridgeshire and or along existing corridors;
 - To accommodate significant growth related to sustainable economic prospects may need an additional new settlement in the Cambridge area;
 - Possibility of market towns playing a more significant role depending upon growth scenarios and economic prospects;
 - The amount and distribution of housing and employment land commitments effectively predetermine the spatial delivery of new development for a number of years;
 - The employment land supply reflects the present spatial strategy. A sound revision to that spatial dimension will need to understand how future economic prospects will realistically arise. The existing commitments are concentrated primarily at the main settlements.

APPENDIX C – Employment Land Supply

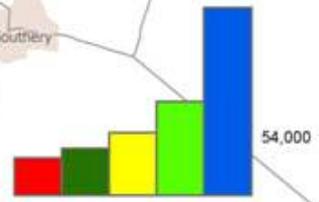


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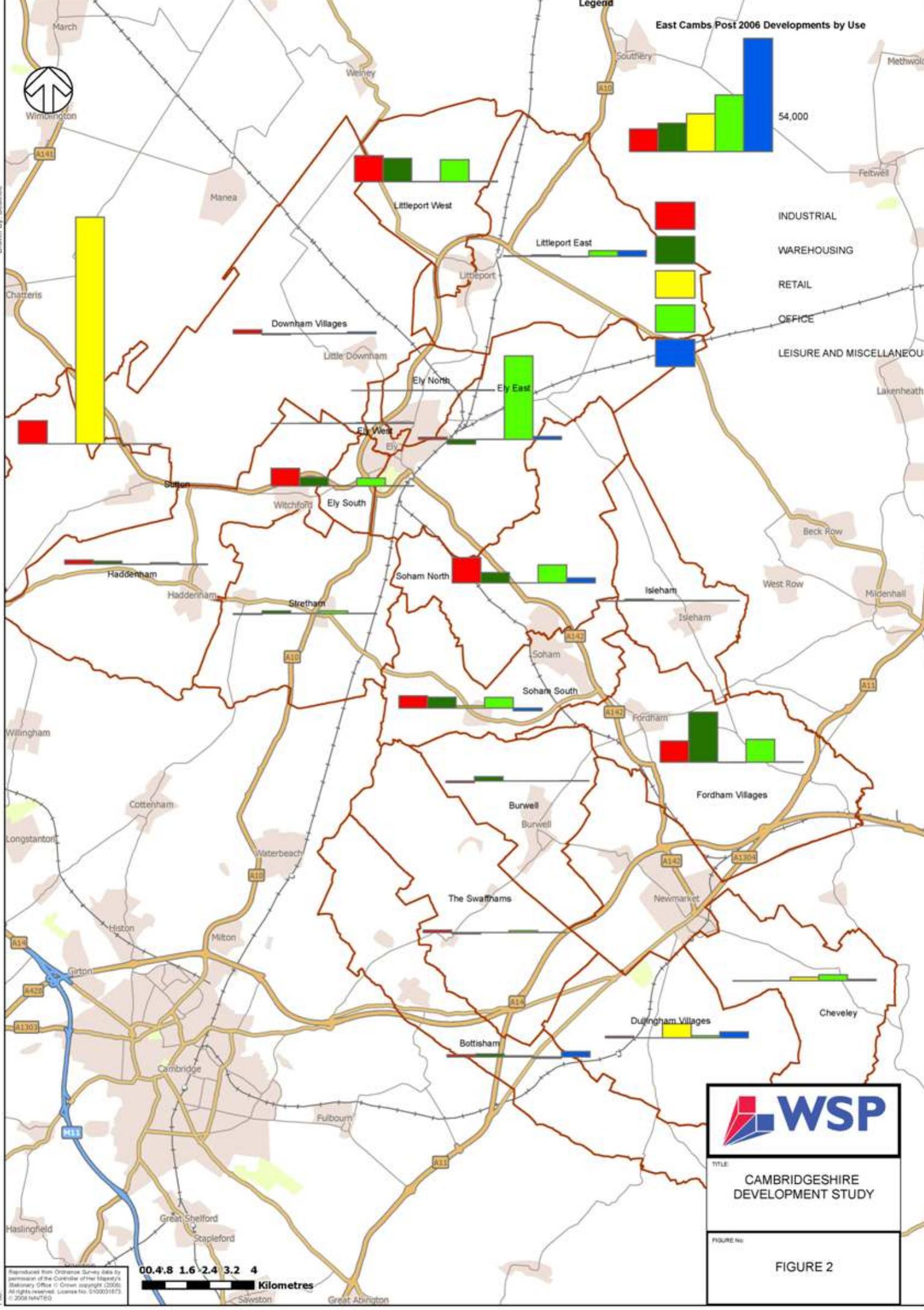


Legend

East Cambs Post 2006 Developments by Use



- INDUSTRIAL
- WAREHOUSING
- RETAIL
- OFFICE
- LEISURE AND MISCELLANEOUS



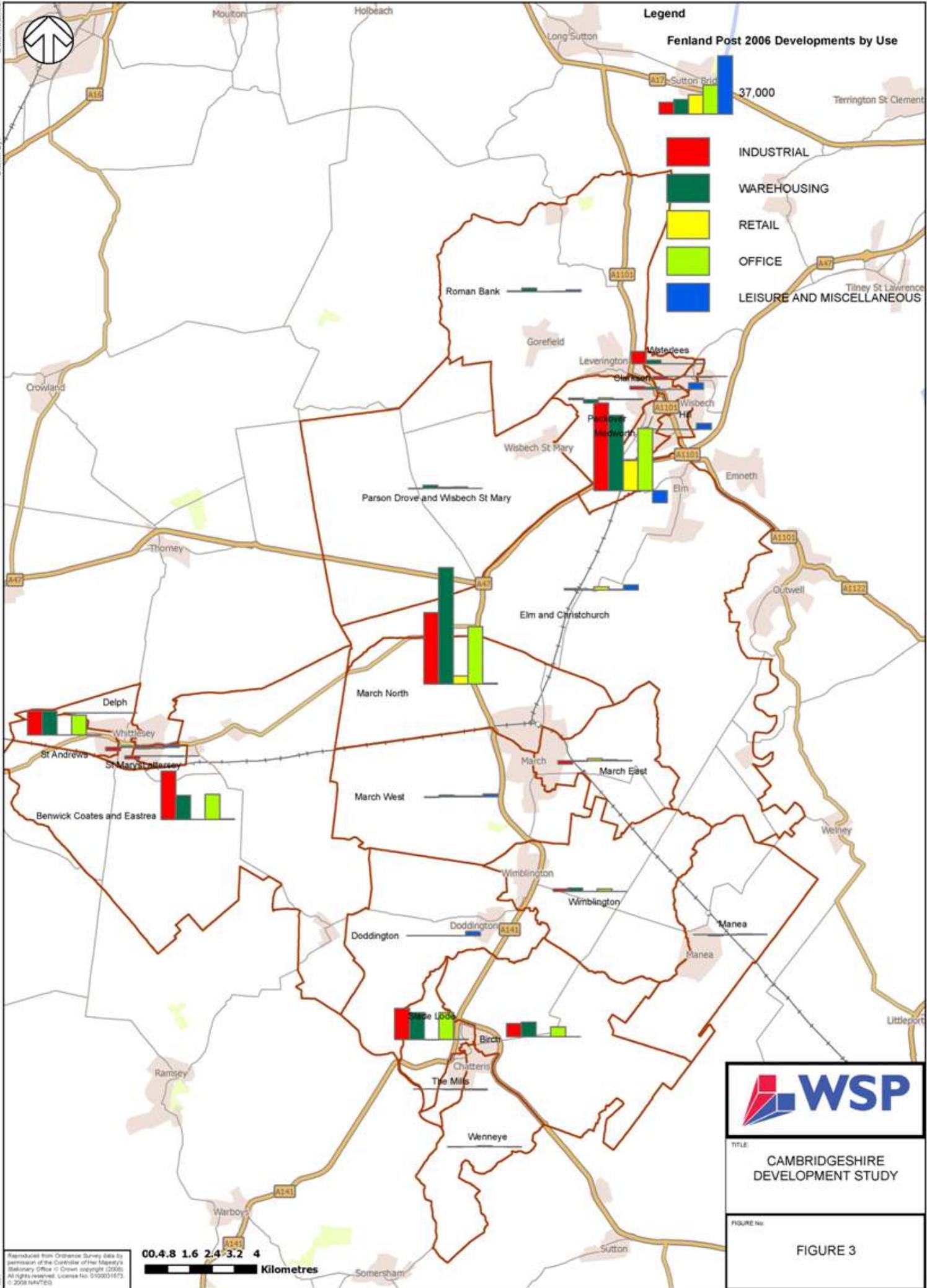
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FIGURE No: FIGURE 2

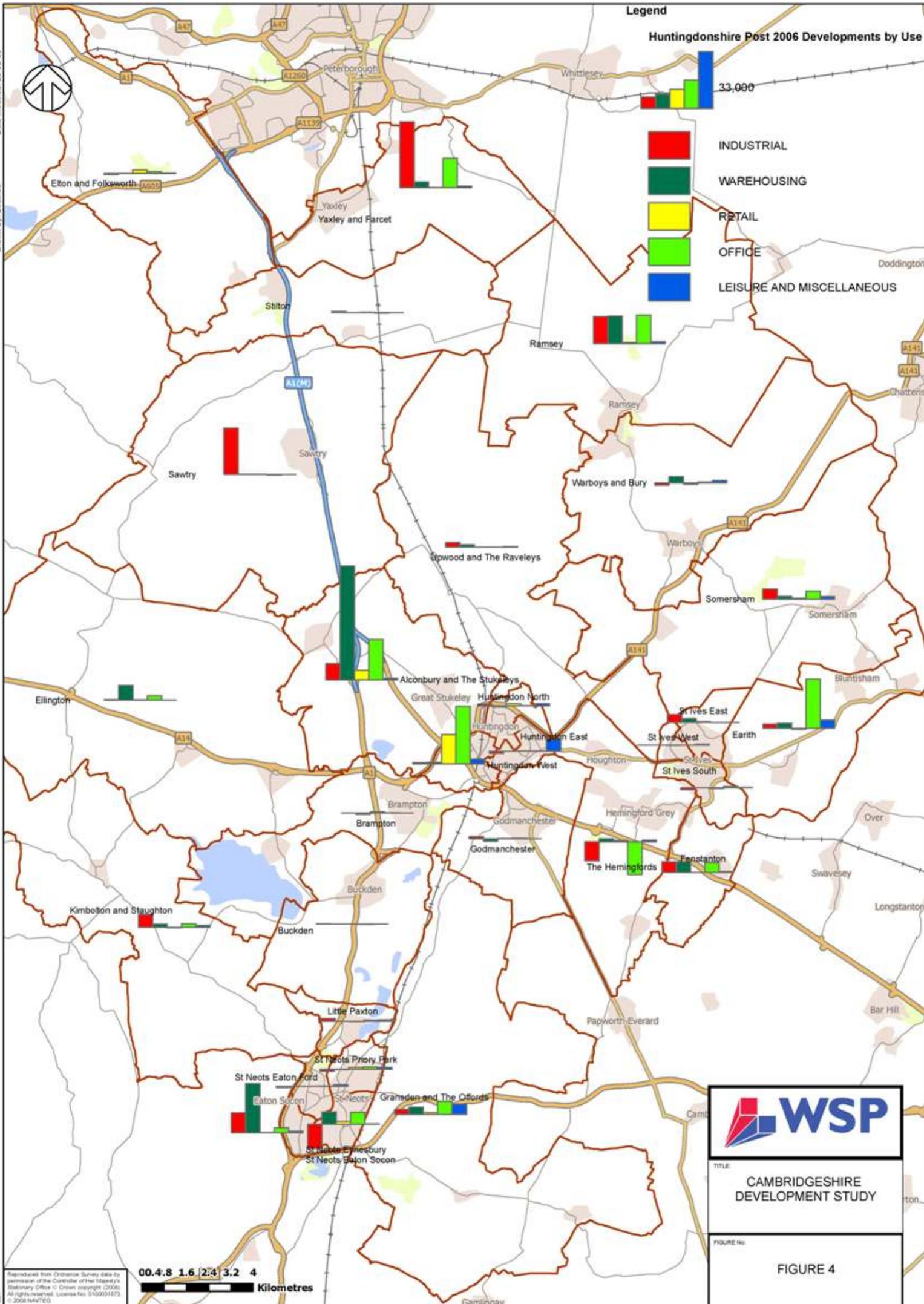


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