



Public Document Pack

Cambridge City Council

JOINT STRATEGIC TRANSPORT AND SPATIAL PLANNING GROUP

To: Councillors Blencowe, Herbert, Smart, Turner, Kindersley and Wotherspoon

Alternates: Councillors Robertson and Moore

Despatched: Monday, 1 September 2014

Date: Tuesday, 9 September 2014

Time: 9.30 am

Venue: Committee Room 1 & 2 - Guildhall

Contact: Glenn Burgess

Direct Dial: 01223 457169

AGENDA

1 ELECTION OF CHAIR AND VICE CHAIRS

2 APOLOGIES FOR ABSENCE

3 DECLARATIONS OF INTEREST

4 MINUTES OF THE LAST MEETING *(Pages 3 - 8)*

To agree the minutes of the meeting held on 6 February 2014. *(Pages 3 - 8)*

5 TERMS OF REFERENCE *(Pages 9 - 10)*

6 MEMORANDUM OF UNDERSTANDING BETWEEN CAMBRIDGE CITY COUNCIL AND SOUTH CAMBRIDGESHIRE COUNCIL - GREATER CAMBRIDGE HOUSING TRAJECTORY *(Pages 11 - 26)*

Information for the public

Public attendance

You are welcome to attend this meeting as an observer, although it will be necessary to ask you to leave the room during the discussion of matters which are described as confidential.

Fire Alarm

In the event of the fire alarm sounding (which is a continuous ringing sound), you should pick up your possessions and leave the building by the route you came in. Once clear of the building, you should assemble on the pavement opposite the main entrance to the Guildhall and await further instructions. If your escape route or the assembly area is unsafe, you will be directed to safe areas by a member of Cambridge City Council staff.

CAMBRIDGE CITY COUNCIL, SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL AND CAMBRIDGESHIRE COUNTY COUNCIL STRATEGIC TRANSPORT AND SPATIAL PLANNING GROUP: MINUTES

Date: Thursday 6th February 2014

Time: 3.00 - 5.00pm

Place: Committee Rooms 1 + 2, The Guildhall, Cambridge CB2 3QJ

Present: Cambridge City Councillors
K Blencowe, C Rosenstiel and T Ward

South Cambridgeshire District Councillors
P Corney, S Kindersley and T Wotherspoon

Cambridgeshire County Councillors
I Bates (Chairman), J Hipkin and D Jenkins

Officers: Cambridge City Council – P Dell, S Saunders & J Sykes
Cambs County Council – A Blowers, M Bowles, D Lawson, B Menzies and J Smith
South Cambridgeshire District Council – C Hunt, K Miles and J Mills

1. WELCOME AND INTRODUCTIONS

2. APOLOGIES FOR ABSENCE AND DECLARATIONS OF INTEREST

Apologies were presented on behalf of Councillor Susan Van de Ven.

There were no declarations of interest.

3. MINUTES OF THE MEETING HELD ON 22ND MAY 2013

The minutes of the meeting held on 22 May 2013 were agreed as a correct record.

In response to a question about consulting with sixth formers/colleges on the transport strategy proposals, Officers confirmed that they were looking to engage with young people on this issue before the end of the summer term 2013.

4. TRANSPORT STRATEGY FOR CAMBRIDGE AND SOUTH CAMBRIDGESHIRE: CONSULTATION REPORT

The consultation ran simultaneously with the Local Plan consultations during the summer of 2013 (22/7/13 to 14/10/13), and was steered by this group.

- There were around 800 responses, plus 200 from schools, 700 of which were either online or in hard copy, and there were 100 more substantial text comments along with comments sent through from Cambridge & South Cambridge Local Plans submissions
- Of the 700 responses; approx. 30% were from Cambridge, 59% from South Cambs and the remaining were commuters that regularly pass through the area (the responses showed the postcodes)

- There were a number of consultation methods; 25 exhibitions, school newsletters, social media, press releases and stakeholder comments.
- Also taken into account transport related comments on the Local Plans.
- The focus of the consultation was to seek views on the draft and approach/objectives.
- There were 5 key questions;
 1. Keeping traffic at today's levels: 42% strongly agreed, 34% agreed
 2. More space for sustainable traffic: 44% strongly agreed, 31% agreed
 3. Restrictions on car traffic on some Cambridge roads: 38% strongly agreed, 24% agreed
 4. If more Park & Ride sites created, potential for more restrictions on street parking: 23% strongly agreed, 27% agreed, 22% undecided
 5. Enabling people to use public transport for part of their journey: 42% strongly agreed, 37% agreed
- There were also 3 text questions focussed on firstly seeking input on any gaps in strategy, and scoping views on the cycle network & where new transport hubs could go. The responses were wide ranging and key issues were identified to enable a focus on necessary alterations post-consultation. Key issues were;
 - Ambition – too ambitious for some, not ambitious enough for others, with calls for Dutch standard cycling in Cambridge
 - Public transport – some prefer more focus on rail, some prefer other modes
 - More focus on environment including air quality, natural & historic environment
 - Interaction of modes
 - Concerns on implications of proposed demand management
 - Concerns re deliverability of development in terms of public transport – asking for more details eg. on A428 public transport & viability - capacity for roads to take further development – and questions about how to fund major infrastructure
- All these were used to inform alterations and influence final draft.

Arising from the report and presentation, individual Members:

- Queried whether fair to split 'undecided' in line with those of the decided? If yes, then 'agreed' and 'strongly agreed' become formidable, is it reasonable to make those deductions? Officers outlined that 'undecideds' weren't included as definitive responses here and that analysis suggested that although more people tended to agree with principles, were unsure given lack of detail on intentions;
- Commented that 700 responses was not a high enough sample size to be strongly significant given the population, also cautioned that at the last meeting it was suggested a concerted effort be made to contact those who don't normally contribute, and asked how that was that done in practice? Officers advised that there was a wide consultation, including targeted consultation with schools with specific events held e.g. Swavesey Village College, the 200 students filled out forms which have been considered and will be used especially on South Cambs cycling aspect. They also attended a small business exposition at Marshalls, a Disability Consultative panel and used social media to engage more broadly;
- Queried the point that to consider South Cambs residents as non commuters is wrong, the responses between South Cambs and City are noticeably different in a number of areas and that the Park and Ride has not been sold to South Cambs. In

addition confirmed that it is normal to exclude 'undecideds', and asked if officers had weighted sample according to population or if there is any breakdown between City and South Cambs residents on different questions? Officers stated that there was no more data on representativeness of sample, that consultation was extensive and that there was substantial coverage giving breadth of coverage and links with local plans consultation;

- Thanked Matthew Bowles for his presentation, and noted that the numbers are small so advised not getting carried away. Noted the good response with Local Authorities being joined up.

5. FINAL DRAFT OF THE TRANSPORT STRATEGY FOR CAMBRIDGE AND SOUTH CAMBRIDGESHIRE AND ACTION PLAN

The report was presented to Members with Officers confirming that Members support was appreciated to steer and develop the plan. Officers explained that;

- The Strategy is both long term and high level, and aims to maintain traffic at 2011 levels by facilitating alternative travel modes. The action plan is expected to be a living document, which can be reviewed over time.
- There was good support from the sample with the aim being to address the key issues from the consultation. It was noted that the Strategy complements the Local Plans, and the policies are based on the Local Transport Plan and outlined an example of the Policy on cycling and walking. Officers also said that there was strong support for exploring potential for rail including a new station at Addenbrookes and also for exploring potential for East West Rail.
- There was general support in principle for Demand Management but that people wanted more information on the specifics proposed. Officers confirmed that a separate study will be undertaken to inform development of the demand management and orbital capacity.
- An action plan was presented which includes a draft programme and major scheme specifications; Intended to be a living document, Noted that it is high level and the aim is to add to this and agree priorities over time
- Funding is critical, and a considerable amount of money will be required to deliver the Strategy aims and the full range of funding streams will need to be explored. The City Deal is being developed, which proposes to retain a share of additional tax revenue generated from growth. If successful, this would enable more funding to be secured to invest in Infrastructure. Officers confirmed the aim would be to invest in infrastructure with the aim of facilitating growth and supporting modal shift.
- Officers outlined examples of major growth areas and proposals including Cambourne and Waterbeach.
- Members' views and comments were sought on the Strategy ahead of County Council Cabinet consideration on 4th March for adopting the Strategy as part of the LTP. More work would be needed to develop the Action plan related to growth and achieving the modal shift over time and it was envisaged that another similar group would be involved to review action plan and prioritise deliverables.

Some detailed points raised by Members include

- Cllr Wotherspoon queried reference to Oakington bypass as part of Northstowe build and that there wasn't an identified requirement. Officers agreed to review and address this point.
- Cllr Wotherspoon queried the emphasis on the busway when the percentage of cyclist's responses was higher than bus users, page 4.35 and queried whether over-reliance on buses and not enough on cycling. Officers confirmed that high quality passenger transport in many cases will involve reallocating road space, and mainstreaming cycling provision. It was also noted that the particular part referred to was talking about capturing mass of people – long distance cycleway may not provide the viable journey that reliable public transport would.
- Cllr Rosenstiel pointed out that it could be more ambitious to consider East West Rail via St Neots and Cambourne – this could bring significant contributions to some of these aspirations and allow some sharing of costs – also for Addenbrooke's Station.
- The relationship between TSCSC and existing Corridor Area Transport Plans was queried. Officers confirmed that these Plans were successful in securing developer contributions and enabling a large number of schemes to be delivered. However the approach remained robust and the Transport Strategy provides an update on schemes and interventions needed across the wider area in support of growth. Officers confirmed that the Strategy includes reference to the Area Corridor Plan approach continuing in terms of securing contributions to complement the Strategy aims until CIL was adopted locally.
- Cllr Hipkin noted that the press release quote could be open to misinterpretation, as unclear that this is outlining what is needed to support growth rather than fully funded plan. Minutes of last meeting noted need for prioritisation but unclear how that will be undertaken and emphasis on TSCSC being aspirational and not certain. Consequent section needed on prioritisation, focusing on public support, costings, impact assessments, otherwise risk lack of public interest and creditability. Officers confirmed that there was a lot of work underway at the moment on a range of sources to develop a programme that fits with Local Plan trajectories and a draft programme has been included in the Action Plan which sets out timescales for key major schemes. Also officers are developing an Assurance Framework for City Deal to demonstrate how schemes could be prioritised over time to demonstrate value for money and deliverability. A rigorous process would be in place with partners to assess and agree priorities to assess merits of each scheme.
- Cllr Blencowe confirmed that he was content that this group be seen as body to discuss more detailed aspects, and noted an interesting extension to corridor idea, and the importance of ensuring this approach to intercept more trips eg. North out to Ely. He noted that prioritisation has to be aligned with deliverable growth plans, and the need to start using 'Greater Cambridge' more often and looking across boundaries.
- Cllr Jenkins noted that the Strategy could be more navigable in future for general public. Good story worth seeing. Should be something on 'marginal transport', i.e. what is being done on smaller routes and in villages. Also whether potential to challenge legislative issue that prevent better aligning of bus and rail? Also need for

some mechanism for intelligent bus lanes to allow use when not being used by buses. Paying enough attention to junction safety for cyclists? Need to address risks associated with A14, including B1049 in strategy. Officers noted marginal transport but added that there is not the resource to take that approach with all the parishes, and noted that further work will be done to update Action Plan in time.

- Cllr Kindersley added that opponents to A428 corridor growth will be making objections, and not to assume at the moment that all sites are certain to go ahead. Also not to forget obligations to communities re previous developments. The table appears to show prioritisation (action plan page 3-2) policy 16, there is no provision generated for safe cycling in the vast majority of South Cambs and a priority should be included for safe rural cycleways. Officer's emphasised success in securing cycling funding in the last 2 years and that a cycling and pedestrian strategy was to be developed.
- Cllr Wotherspoon said that City Deal was not a foregone conclusion, may be overplaying hope and outlined that Cllr Hickford had asked to raise the possibility of a parallel route to A1307 for consideration noting the large amount of development on the A1307 corridor, and concerns re over-reliance on rail on that corridor. Officers confirmed that a study would soon look at the A1307 corridor public transport options including rail as well as the A505 road issues.
- Cllr Ward outlined need for more clarity on rural cycleways and that Cambridge City Council would support them. Also emphasised that Newmarket Road bus lanes need better enforcement.
- Cllr Corney queried how well the strategy considers elderly, particularly in rural areas.
- Cllr Rosenstiel outlined that Cambridge cycling distances are shorter than London and London cycling numbers are increasing, so it's possible for more rural areas. That London exploits the back roads for cycling, and there may be opportunities for creating new routes for rural cycling into Cambridge. There is a need to make Newmarket Road bus lanes more obvious.
- Cllr Wotherspoon added that Strategy pointed to the Huntingdon corridor as a model to emulate, including the high quality cycle route.

Officers noted comments and asked for any further comments ahead of Cabinet on 4 March 2014.

6. CAMBRIDGE NORTHERN FRINGE EAST

Officers introduced the item and explained a new Area Action Plan (AAP) is needed for the area identified in the Cambridge City Council and SCDC Local Plans. The AAP will not revisit Minerals and Waste policies. Therefore Cambridgeshire County Council would be a stakeholder in the AAP process, rather than a partner.

Questions:

Cllr Sebastian Kindersley asked for clarity on the area boundaries of the AAP and Officers provided more detail on the proposed area for the AAP.

Cllr John Hipkin asked if the AAP's purpose was to bring the new rail station at Chesterton and the Local Plan/AAP side of things together and made the point that the Chesterton Station Planning Application was already in. Cllr Hipkin asked if this was impacted by the AAP. Officers confirmed that there was lots of development to co-ordinate in the area and the AAP intended to set out the aspirations for development in the area to prevent a piecemeal approach. Officers also confirmed that there was no desire to hold up the new station development. The AAP would seek to ensure that any further development in the remainder of the area comes forward under the principles guided by the AAP.

Cllr David Jenkins asked if a map showing the area could be provided next time NFE was discussed, the recommendation as set out in the report by officers was then agreed.

7. NEXT STEPS AND DATES FOR FUTURE MEETING

Sara Saunders asked for a meeting in early April to help progress the NFE AAP work.

Dearbhla Lawson added that an update on City Deal could be timely.

Friday 4th April at either 2pm or 3pm was agreed.

Cllr Ian Bates also asked that further meeting dates for the months ahead are looked into and brought to the next meeting.

Transport and Spatial Planning Steering Group

Draft Terms of Reference

Outline

The Group is a non decision making group that will offer steerage at a political level for the development of land use and transport strategy. It will meet in public. The group will facilitate cooperation between the authorities and better decision making through the relevant processes.

Purpose

The group will provide efficient and effective coordination of spatial planning including land use and integrated transport strategy for the Cambridge City and South Cambridgeshire districts.

The group will provide opportunity for three-way discussion on other strategic and cross-boundary issues, at the discretion of the Chair in discussion with Vice Chairs.

The group will provide high level oversight of current Cambridgeshire growth strategy. There will be liaison with bordering authorities when appropriate.

Outcomes

The outcomes from the group will be:

(a) to ensure policy alignment where necessary that will allow the timely development of the new Cambridge City and South Cambridgeshire Local Plans, coordinated with transport policy; and

(b) the development of a long term transport strategy, 2012 - 2050 for the Cambridge City and South Cambridgeshire Area that is consistent with the broader county wide transport strategy that is under development.

Membership

The group will consist of three Members from each of Cambridge City Council, South Cambridgeshire District council and Cambridgeshire County Council. The membership of the group will be determined by each authority. Each authority should also nominate substitutes should the core participants not be able to attend particular meetings.

Frequency of meetings

Every two months, hosted on a rotating basis.

Secretariat

The secretariat for the group will be provided on a twelve month rotating basis, commencing with the County Council. The Chairman should be chosen from the authority managing the meetings. At any one time, two vice chairs (one from each of the other authorities) should be nominated. Chairmanship and vice chairmanship will be determined each year on the anniversary of the first meeting.

Winding Up of the Group

The Group will be wound up:

- (a) (i) three years from today's date; or both:
 - (ii) achievement of long term transport strategy, and
 - (iii) adoption of Plans by the authorities
- (b) on withdrawal of one of partner authorities
- (c) on a simple majority vote by Members

18/04/12

MEMORANDUM OF UNDERSTANDING BETWEEN CAMBRIDGE CITY COUNCIL AND SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL – GREATER CAMBRIDGE HOUSING TRAJECTORY

To: Cambridge City, South Cambridgeshire, County Council Strategic Transport and Spatial Planning Group

From: Head of Planning Services, Cambridge City Council and Director for Planning and New Communities, South Cambridgeshire District Council

Date: 9 September 2014

1. INTRODUCTION

- 1.1 There is a close functional relationship between Cambridge and South Cambridgeshire that has long been recognised in planning terms, and in accordance with the duty to co-operate, the Councils have worked closely throughout the preparation of their respective Local Plans to prepare complementary plans that together set out a clear development strategy for the Greater Cambridge area.
- 1.2 Changes in circumstances since the submission of the Local Plans, including the signing of the City Deal, the publication of the National Planning Practice Guidance and recent Waterbeach appeal decisions in South Cambridgeshire, indicate that a Memorandum of Understanding between the Councils will demonstrate the soundness of the plans at the examination.
- 1.3 The purpose of this report is for the Joint Strategic Transport and Spatial Planning Group (JST&SPG) to consider a Memorandum of Understanding between Cambridge City Council and South Cambridgeshire District Council which confirms the agreement between the Councils, under the duty to co-operate, that the housing trajectories for the two areas should be considered together, including for the purposes of calculating 5-year housing land supply.
- 1.4 This report is being submitted to the JST&SPG for prior consideration and comment (as part of the duty to co-operate) before being considered by Cambridge City Council and South Cambridgeshire District Council. For South Cambridgeshire, it will be considered at the Planning Portfolio Holder meeting on 9 September 2014 at 2pm, and for Cambridge City Council, it will be considered by the Executive Councillor for Planning Policy and Transport at Development Plan Scrutiny Sub Committee on 9 September 2014 at 4.30pm.

2. RECOMMENDATION

- 2.1 Members are asked to consider the report and advise Cambridge City Council and South Cambridgeshire District Council that they:
 - 1) Support the adoption of Memorandum of Understanding between Cambridge City Council and South Cambridgeshire District Council – Greater Cambridge Housing Trajectory as set out in Appendix 1.

3. BACKGROUND

- 3.1 Cambridge City Council and South Cambridgeshire District Council submitted their Local Plans for examination on 28 March 2014. The plans together provide a coherent development strategy for the Greater Cambridge area. Both Councils have committed to

meeting their objectively assessed housing development needs in full in their respective areas. The phasing of development outlined in the submitted plans follows the development sequence and carries forward the development strategy from adopted plans. As expected, development is coming forward within the urban area of Cambridge and on the edge of Cambridge early in the plan period with new settlements following later in the plan period as they have a longer lead-in time before the start of delivery. In particular, the fringe sites that were released from the Green Belt in the last round of plan making are now well underway and delivering new homes, jobs and associated infrastructure on the ground. These cross-boundary sites are logically building out from the edge of the existing built-up area with more homes being built in Cambridge in the early part of the plan period and then moving into South Cambridgeshire later on. This is a logical and appropriate way of delivering sites to meet the combined objectively assessed housing need across the Greater Cambridge area.

- 3.2 The Councils are party to a Memorandum of Co-operation agreed in May 2013, under the duty to co-operate, that sets out the continued support of all the Councils in the wider Cambridge Sub Region housing market area (HMA) to the development strategy for the area, including the development sequence. It also confirms those Councils' commitment, together with Peterborough City Council, to meet in full the objectively assessed needs of the housing market area, as identified in the Cambridge Sub Region Strategic Housing Market Assessment.
- 3.3 Since the Local Plans were submitted, there have been four significant changes in circumstances that together have indicated the need for an additional agreement under the duty to co-operate between the two Councils:
- i. The Councils signed up to a City Deal agreement on 19 June 2014, along with Cambridgeshire County Council, Cambridge University and the Cambridgeshire and Peterborough Local Enterprise Partnership. This defines the area covered by the two districts as 'Greater Cambridge' and recognises the strong inter-relationship between the two areas. In particular, it acknowledges that Cambridge City and South Cambridgeshire District Councils, along with Cambridgeshire County Council as the Transport Authority, "have worked closely together on new local plans and associated transport strategy and have aligned plan making processes to achieve the benefits of what amounts to a single overarching development, infrastructure and delivery strategy for Cambridge" (City Deal document page 7¹). Furthermore, as part of the City Deal arrangements, the Councils have agreed to prepare a joint Local Plan and Transport Strategy starting in 2019.
 - ii. Two section 78 planning application appeals were allowed on 25 June 2014 for sites in Waterbeach village in South Cambridgeshire on the basis that the Inspector concluded that the Council was not able to satisfactorily demonstrate a 5-year supply of housing land as required by the National Planning Policy Framework (NPPF). The Inspector did not consider that it would be the correct approach to take account of the housing supply situation in Cambridge. He commented that this approach is 'without precedent'. The Inspector also concluded that there was no sound basis for taking the Greater Cambridge City Deal into account in the current 5-year housing land supply, which was at that time still to be signed.
 - iii. The National Planning Practice Guidance (NPPG), published on 6 March 2014 and therefore too late to influence the Local Plans submitted on 28 March 2014, provides for the circumstances that where a local planning authority cannot demonstrate a 5-

¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/321722/Greater_Cambridge_City_Deal_Document.pdf

- year housing land supply that it can seek agreement with its neighbours under the duty to co-operate to meet that shortfall (paragraph 035).
- iv. The Councils note that the East Cambridgeshire Local Plan Inspector has endorsed the 2013 Memorandum of Cooperation in his interim conclusions of 14 July 2014². He comments in respect of the approach to part of East Cambridgeshire's objectively assessed needs being met in Peterborough under the duty to co-operate, that he has "seen no substantive evidence that providing an element of the Cambridge HMA's needs within Peterborough would conflict with the Framework's sustainable development objectives. Indeed, given Peterborough's accessibility, infrastructure availability and range of service provision, the intended arrangement would broadly accord with general sustainable development principles" (paragraph 23) and that "furthermore, given that the intended apportionment of development has been agreed by local authorities working in co-operation as required by the legal duty already discussed, it seems to me that the approach that is now proposed is consistent with the principles of localism. National planning policy allows for circumstances where development requirements from one local authority area will be met in another" (paragraph 24).

4. MEMORANDUM OF UNDERSTANDING

- 4.1 The proposed Memorandum of Understanding is set out in Appendix 1 and will supplement the Memorandum of Cooperation of May 2013, under which the Councils have committed to meeting in full their objectively assessed needs within their respective areas, as required by the NPPF.
- 4.2 This Memorandum of Understanding concerns the phasing of the objectively assessed needs for development in the Greater Cambridge area during the plan period. It formalises the development strategy contained in the submitted Local Plans. It will also ensure that both Councils can demonstrate a continuous 5-year housing land supply as required by the paragraph 47 of the NPPF.
- 4.3 The statement would be made without prejudice to the consideration of the housing supply issues at the examination, but with the aim of demonstrating sound plans and appropriate and on-going collaboration in planning across the Greater Cambridge area. The agreement will support the joint development strategy and sequence and is about when (not where) the identified objectively assessed needs will be met.
- 4.4 Following consideration of this report at the JST&SPG on 9 September 2014, the report will be considered by the South Cambridgeshire Planning Portfolio Holder at their meeting on 9 September beginning at 2pm. For Cambridge City Council, the Executive Councillor for Planning Policy and Transport and members of Development Plan Scrutiny Sub Committee will consider the report on 9 September beginning at 4.30pm. The outcomes of this JST&SPG meeting will be verbally reported to both meetings in order to inform discussions.

6. APPENDICES

- 6.1 Appendix 1: Memorandum of Understanding – Greater Cambridge Housing Trajectory

² <http://www.eastcambs.gov.uk/sites/default/files/IN14%20ECLP%20Inspector%27s%20Interim%20Conclusions.pdf>

7. CONTACTS

Cambridge City Council
Officer: Sara Saunders, Planning Policy Manager
Telephone: 01223 457186
Email: sara.saunders@cambridge.gov.uk

South Cambridgeshire District Council
Officer: Caroline Hunt, Planning Policy Manager
Telephone: 01954 713196
Email: caroline.hunt@scambs.gov.uk



Appendix 1:

Memorandum of Understanding between Cambridge City Council and South Cambridgeshire District Council

Greater Cambridge Joint Housing Trajectory

Purpose of the Memorandum of Understanding

1. This Memorandum of Understanding confirms the agreement between the Councils under the duty to co-operate that the housing trajectories for the two areas should be considered together, including for the purposes of calculating 5-year housing land supply. This is consistent with:

- Paragraph 181 of the National Planning Policy Framework (NPPF, RD/NP/010) which states that local planning authorities will be:

“expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development.”

- Paragraph 035 of the National Planning Practice Guidance (RD/NP/020) concerns how local planning authorities should deal with past under-supply of housing, stating they should aim:

“to deal with any undersupply within the first 5 years of the plan period where possible. Where this cannot be met in the first 5 years, local planning authorities will need to work with neighbouring authorities under the ‘Duty to Cooperate’.

Background

2. There is a close functional relationship between Cambridge and South Cambridgeshire that has long been recognised in planning terms. In accordance with the duty to co-operate, the Councils have worked closely throughout the preparation of their respective Local Plans to prepare complementary plans that together set out a clear development strategy for the Greater Cambridge area. Section Two of the submitted Cambridge Local Plan (RD/Sub/C/010, pages 11 – 37) and Chapter Two of the submitted South Cambridgeshire Local Plan (RD/Sub/SC/010, pages 11 – 42) set out the overall spatial strategy, with key evidence base including:

- Population, Housing and Employment Technical Report, April 2013 (RD/Strat/080)
- Cambridge Sub-Region Strategic Housing Market Assessment (SHMA), 2012 (RD/Strat/090)
- Cambridgeshire and Peterborough Memorandum of Co-operation: Supporting the Spatial Approach 2011-2031, May 2013 (RD/Strat/100)
- Approach to Establishing Objectively Assessed Needs for Additional Housing, March 2014 (RD/Strat/280)
- Cambridge and South Cambridgeshire Development Strategy Review, November 2012 (RD/Strat/040)
- Inner Green Belt Appraisal, May 2012 (RD/Strat/200)
- Inner Green Belt Study Review, December 2012 (RD/Strat/210)
- Transport Strategy for Cambridge and South Cambridgeshire, March 2014 (RD/T/120)
- Cambridge Sub Regional Transport Modelling Report for Cambridge and South Cambridgeshire local Plan, July 2013 (RD/Strat/160)

- Cambridge City Council Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 1 Final Appraisal for Submission to the Secretary of State, March 2014 (RD/Sub/C/030)
 - South Cambridgeshire Draft Final Sustainability Report, March 2014 (RD/Sub/SC/060)
 - Cambridge Strategic Housing Land Availability Assessment, 2012, (RD/Strat/130) 2013, (RD/Strat/140)
 - South Cambridgeshire Strategic Housing Land Availability Assessment, August 2013 (RD/Strat/120).
3. The Councils are party to a Memorandum of Co-operation agreed in May 2013 (RD/Strat/100), under the duty to co-operate, that sets out the continued support of all the Councils in the wider Cambridge Sub Region housing market area to the development strategy for the area, including the development sequence. It also confirms those Councils' commitment, together with Peterborough City Council, to meet in full the objectively assessed needs of the housing market area, as identified in the Cambridge Sub Region Strategic Housing Market Assessment.
 4. As part of that agreement, Cambridge City and South Cambridgeshire District Councils have committed to the development strategy for the Greater Cambridge area and to meeting their respective needs in full in their Local Plans. For Cambridge, Policy 2 and Policy 3 in the submitted Local Plan reflect this position (RD/Sub/C/010, pages 23–26). Policy S/5 and S/6 reflect this position for South Cambridgeshire (RD/Sub/SC/010, pages 25–30).
 5. The Councils considered that the approach they followed in the preparation of the submitted Local Plans already supported the approach to consider the two housing trajectories together. However, a number of changes in circumstance have indicated that a further statement under the duty to co-operate is necessary to confirm that position formally.

Changes in Circumstances

6. Since the Local Plans were submitted, there have been four significant changes in circumstances that together have indicated the need for this additional Memorandum of Understanding between the two Councils:
 - i. The Councils signed up to a City Deal agreement on 19 June 2014, along with Cambridgeshire County Council, Cambridge University and the Cambridgeshire and Peterborough Local Enterprise Partnership. This defines the area covered by the two districts as 'Greater Cambridge' and recognises the strong inter-relationship between the two areas. In particular, it acknowledges that Cambridge City and South Cambridgeshire District Councils, along with Cambridgeshire County Council as the Transport Authority, "have worked closely together on new local plans and associated transport strategy and have aligned plan making processes to achieve the benefits of what amounts to a single overarching development, infrastructure and delivery strategy for Cambridge" (City Deal document page 7, RD/Strat/300¹). Furthermore, as part of the City Deal arrangements, the Councils have agreed to prepare a joint Local Plan and Transport Strategy starting in 2019.

¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/321722/Greater_Cambridge_City_Deal_Document.pdf

- ii. Two section 78 planning application appeals were allowed on 25 June 2014 for sites in Waterbeach village in South Cambridgeshire on the basis that the Inspector concluded that the Council was not able to satisfactorily demonstrate a 5-year supply of housing land as required by the National Planning Policy Framework (NPPF). The Inspector did not consider that it would be the correct approach to take account of the housing supply situation in Cambridge. He commented that this approach would be 'without precedent'. The Inspector also concluded that there was no sound basis for taking into account the Greater Cambridge City Deal in the current 5-year housing land supply calculation. The City Deal had not been signed at the time.
- iii. The National Planning Practice Guidance (NPPG, RD/NP/020), published on 6 March 2014 (and therefore too late to influence the Local Plans submitted on 28 March), provides that in certain circumstances where a local planning authority cannot demonstrate a 5-year housing land supply, it may be able to seek agreement with its neighbours under the duty to co-operate, to meet that shortfall (paragraph 035).
- iv. The Councils note that the East Cambridgeshire Local Plan Inspector has endorsed the 2013 Memorandum of Cooperation in his interim conclusions of 14 July 2014 (RD/Strat/310)². He comments in respect of the approach to part of East Cambridgeshire's objectively assessed needs being met in Peterborough under the duty to co-operate, that he has "seen no substantive evidence that providing an element of the Cambridge HMA's needs within Peterborough would conflict with the Framework's sustainable development objectives. Indeed, given Peterborough's accessibility, infrastructure availability and range of service provision, the intended arrangement would broadly accord with general sustainable development principles" (paragraph 23) and that "furthermore, given that the intended apportionment of development has been agreed by local authorities working in co-operation as required by the legal duty already discussed, it seems to me that the approach that is now proposed is consistent with the principles of localism. National planning policy allows for circumstances where development requirements from one local authority area will be met in another" (paragraph 24).

The Agreement between the Councils

- 7. This Memorandum of Understanding supplements the Memorandum of Cooperation of May 2013 (RD/Strat/100), under which the Councils have committed to meeting in full their objectively assessed needs within their respective areas, as required by the first bullet of paragraph 37 of the NPPF.
- 8. This additional memorandum is specifically about the phasing of the delivery of housing to meet objectively assessed needs in the Greater Cambridge area during the plan period. It formalises the development strategy contained in the submitted Local Plans. It will also ensure that both Councils can demonstrate a continuous 5-year housing land supply as required by the second bullet of paragraph 47 of the NPPF. Consequential modifications to both local plans maybe be required; and the Councils commit to these as necessary.

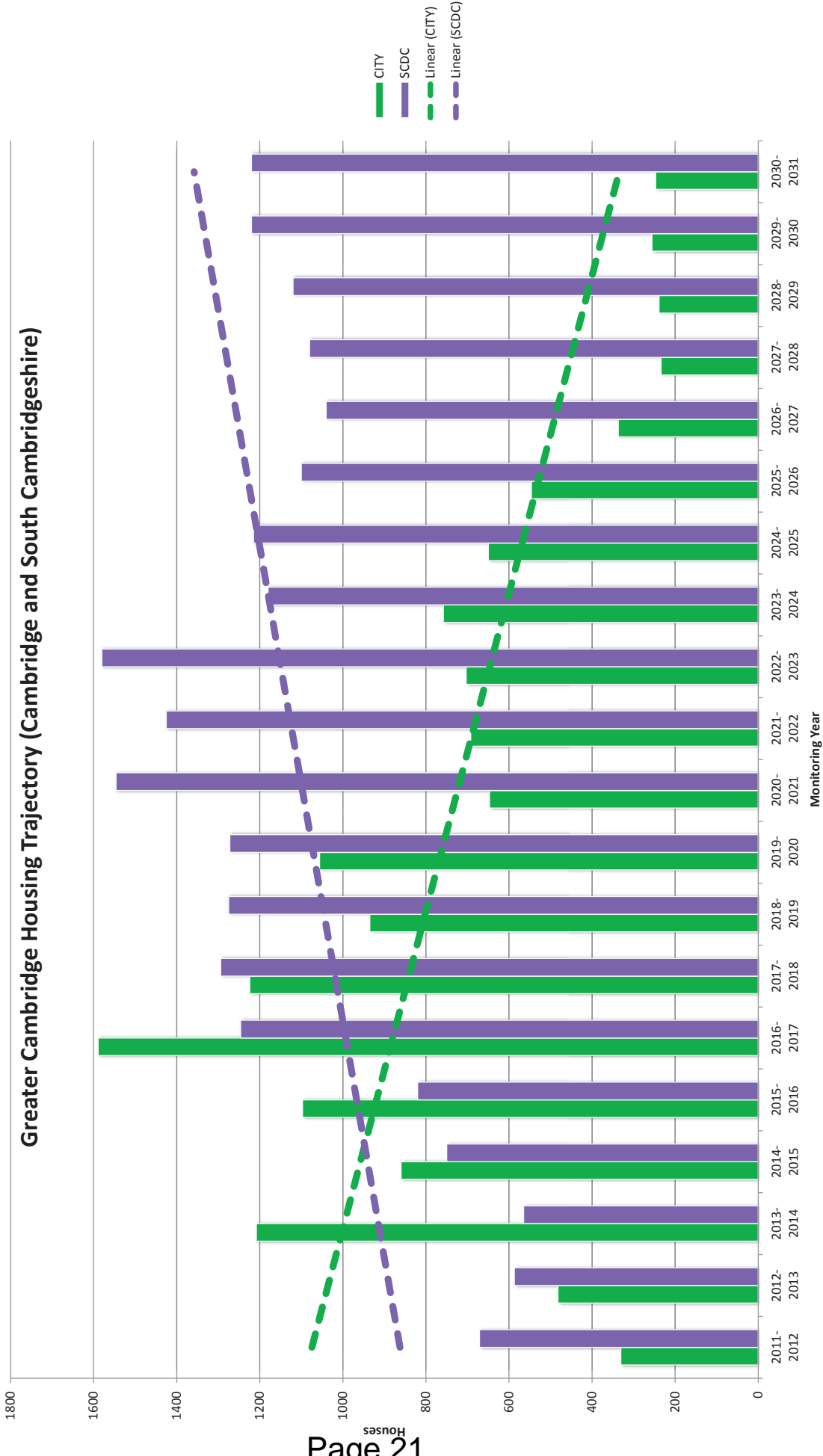
² <http://www.eastcambs.gov.uk/sites/default/files/IN14%20ECLP%20Inspector%27s%20Interim%20Conclusions.pdf>

9. Both Councils have already committed to meeting their objectively assessed needs in full. That commitment is unchanged. Both Councils are determined to have sound strategies to achieve the necessary delivery through their combined Local Plans. This statement is made without prejudice to the consideration of the above housing supply issues at the examination, but with the aim of demonstrating sound plans and appropriate and on-going collaboration in planning across the Greater Cambridge area. This agreement supports the joint development strategy and sequence and is about when needs will be met, appropriate to that strategy. Cambridge City Council confirms and is demonstrably delivering housing within the urban areas and urban fringe sites in the early and middle parts of the plan period. South Cambridgeshire District Council confirms it is committed to delivery of housing in the urban fringe sites and at new settlements, with an emphasis on the middle and latter parts of the plan period, but with an element of village housing allocations to provide some early delivery. This is a logical and appropriate way of delivering sites that meet the combined housing need across the Greater Cambridge footprint area. This agreement is also a duty to co-operate statement under paragraph 035 of the NPPG.
10. The phasing of development outlined in the submitted plans follows the development sequence and carries forward the strategy from the adopted plans. As expected, development is coming forward within the urban area of Cambridge and on the edge of Cambridge early in the plan period with new settlements following later in the plan period as they have a longer lead-in time before the start of delivery. In particular, the fringe sites that were released from the Green Belt in the last round of plan making are now well underway and delivering new homes, jobs and associated infrastructure on the ground. These cross-boundary sites are logically building out from the edge of the existing built-up area with more homes being built in Cambridge in the early part of the plan period and then moving into South Cambridgeshire later on.
11. This is evidenced by two key illustrations at Appendices A and B (note that these are based on the figures included in the housing trajectories available at the time of submitting the Local Plans, that will be updated for the examination):
- Appendix A shows the overall trend in delivery rates in each district overlaid with each other. This demonstrates that Cambridge is providing more than its annualised average figure early on, tapering down later, and South Cambridgeshire is building up towards its annualised average early in the plan period and delivering significantly more later in the plan period. Considering the two trajectories together is logical, and recognises an appropriate and more even delivery of housing across the Greater Cambridge area, over the plan period as well as a continuous 5-year housing land supply.
 - Appendix B shows the emphasis on delivery of the fringe sites predominantly in Cambridge in the early part of the plan period and then predominantly in South Cambridgeshire.
12. Taking account of the changes in circumstances identified in the previous section, in particular paragraph 035 of the NPPG, as evidenced through Appendices A and B, the Councils now confirm through the signing of this additional Memorandum of Understanding that they commit, under the duty to co-operate, to their housing trajectories being considered together, including for the purposes of calculating 5-year housing land supply.
13. The Councils recognise that this agreement may be without precedent, as noted by the Waterbeach appeals Inspector. However, this area is unique as it is the only place in the country where one administrative area completely surrounds another with very tightly drawn boundaries around an entire urban area. The agreement is consistent

with the Greater Cambridge City Deal, in which the Government recognises the strong inter-relationship between the two areas and the appropriateness of working on a Greater Cambridge footprint basis, such that a statutory combined authority is to be constituted for certain functions, with a commitment through that formal process to preparing a single Local Plan for both areas, with work starting by 2019. The Councils consider that the approach in this agreement should be considered on its merits and that it is consistent with the NPPF and the NPPG under the duty to co-operate on plan making. It is also consistent with the process of moving towards a single Local Plan for the Greater Cambridge area.

Greater Cambridge Housing Trajectory (Cambridge and South Cambridgeshire)

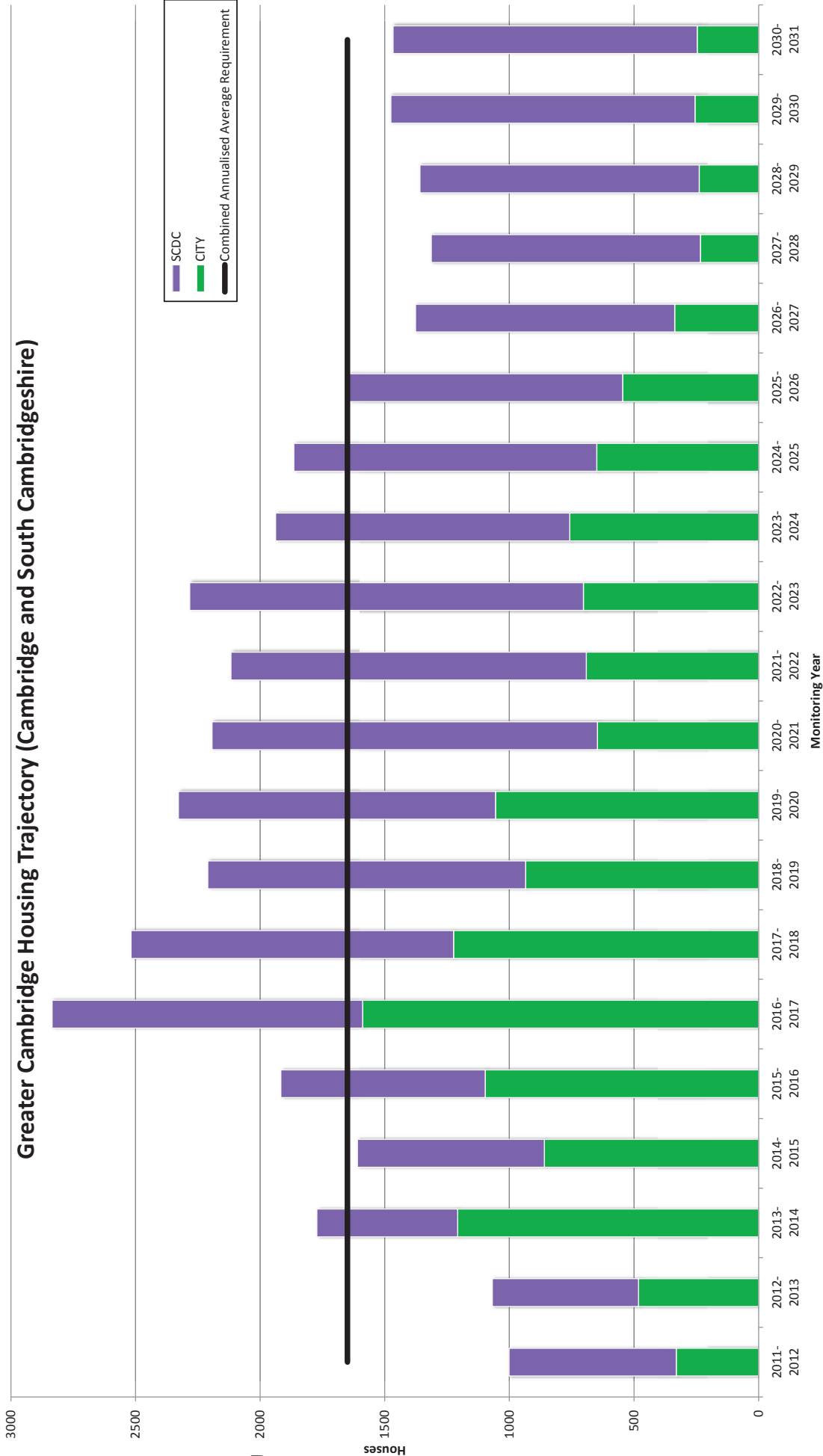
		PROJECTED COMPLETIONS																			
COMPLETIONS		2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027	2027-2028	2028-2029	2029-2030	2030-2031
Year		2011-	2012-	2013-	2014-	2015-	2016-	2017-	2018-	2019-	2020-	2021-	2022-	2023-	2024-	2025-	2026-	2027-	2028-	2029-	2030-
	SCDC	671	587	565	750	820	1,246	1,294	1,275	1,272	1,546	1,425	1,580	1,180	1,215	1,100	1,040	1,080	1,120	1,220	1,220
	CITY	331	482	1208	860	1097	1589	1224	935	1056	647	692	703	758	650	546	337	234	239	256	247
	Total	1,002	1,069	1,773	1,610	1,917	2,835	2,518	2,210	2,328	2,193	2,117	2,283	1,938	1,865	1,646	1,377	1,314	1,359	1,476	1,467



Greater Cambridge Housing Trajectory (Cambridge and South Cambridgeshire)

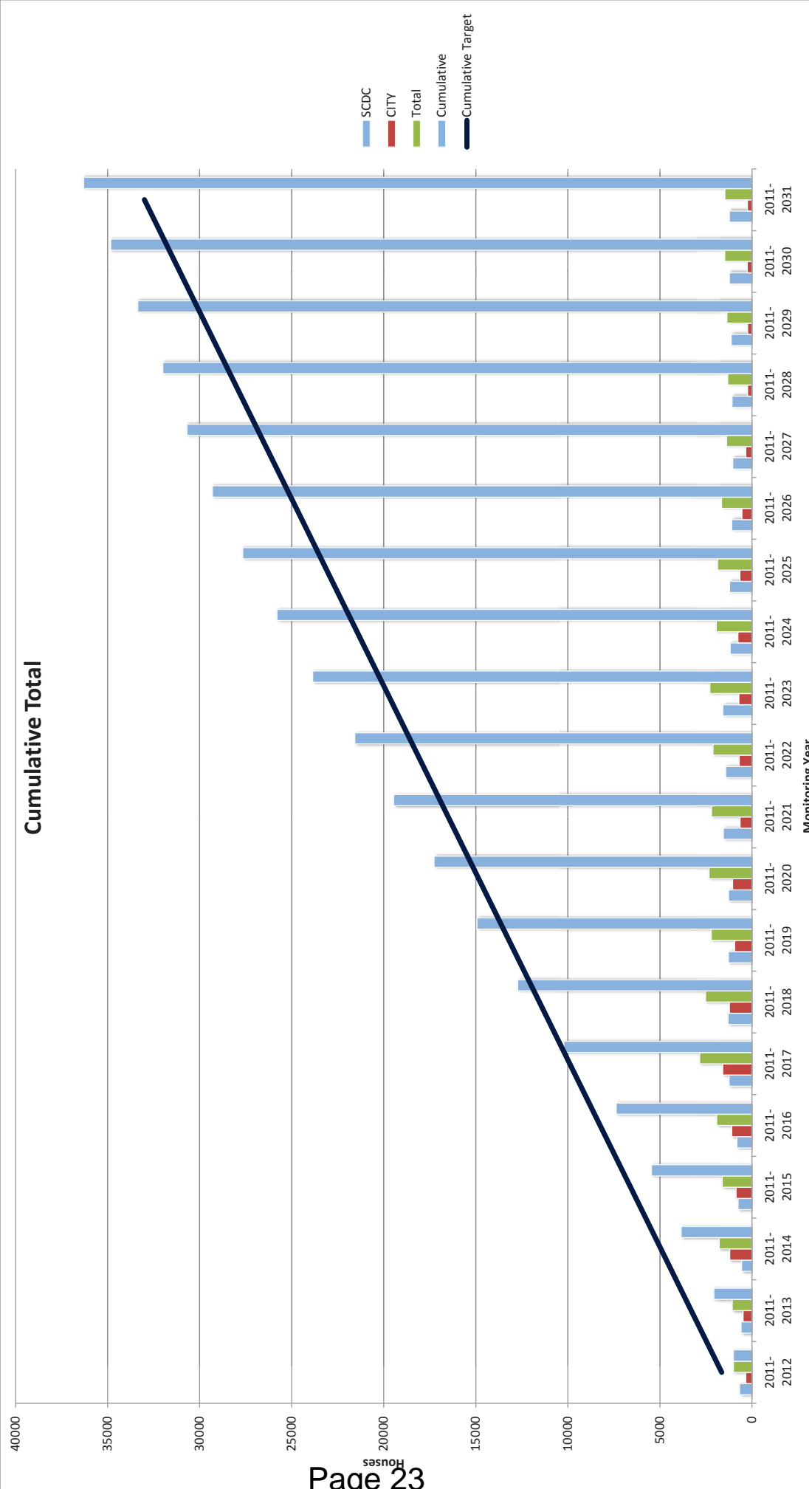
Year	COMPLETIONS				PROJECTED COMPLETIONS															
	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027	2027-2028	2028-2029	2029-2030	2030-2031
SCDC	671	587	565	750	820	1,246	1,294	1,275	1,272	1,546	1,425	1,580	1,180	1,215	1,100	1,040	1,120	1,220	1,220	1,220
CITY	331	482	1208	860	1097	1589	1224	935	1056	647	692	703	758	650	546	337	234	239	256	247
Annual Average	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650	1650
Total	1,002	1,069	1,773	1,610	1,917	2,835	2,518	2,210	2,328	2,193	2,117	2,283	1,938	1,865	1,646	1,377	1,314	1,359	1,476	1,467

Greater Cambridge Housing Trajectory (Cambridge and South Cambridgeshire)

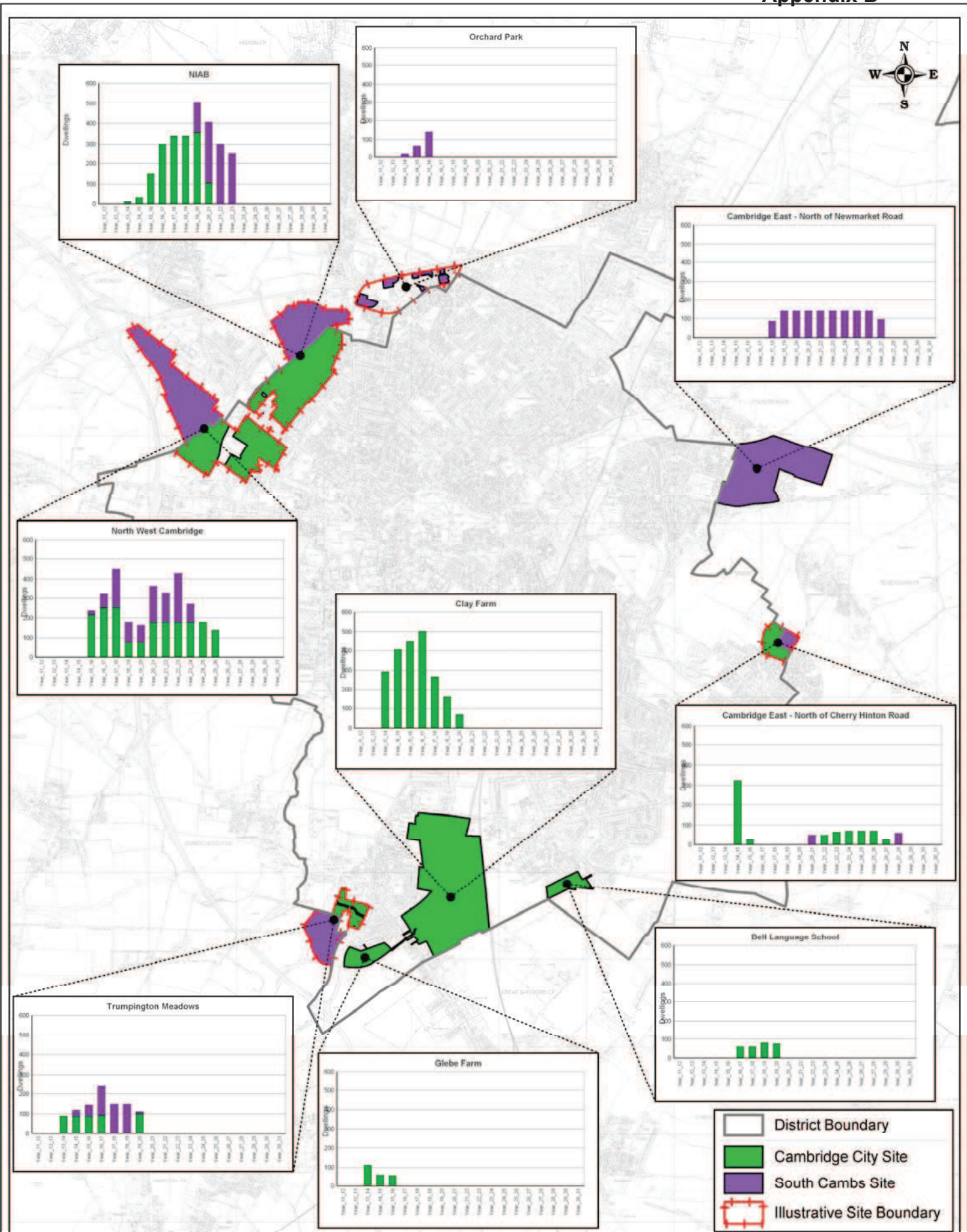


Cumulative Total

		PROJECTED COMPLETIONS																			
COMPLETIONS		2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	2011-	
Year		2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Cumulative		1,002	2,071	3,844	5,454	7,371	10,206	12,724	14,934	17,262	19,455	21,572	23,855	25,793	27,658	29,304	30,681	31,995	33,354	34,830	36,297
Cumulative Target		1,650	3,300	4,950	6,600	8,250	9,900	11,550	13,200	14,850	16,500	18,150	19,800	21,450	23,100	24,750	26,400	28,050	29,700	31,350	33,000



This page is intentionally left blank



Date: 21/08/2014

Produced by: Michael Sexton

Service: Planning Policy

Scale: 1:40000 @ A3

Predicted Dwellings Completions on Edge of Cambridge Sites

This page is intentionally left blank