



To: Executive Councillor for Planning and Climate Change: Councillor Tim Ward
Report by: Head of Planning Services
Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 25/3/2013
Wards affected: All Wards

THE CAMBRIDGE PLAN - TOWARDS 2031

Initial Sections of Draft Plan for Recommendation to Executive Councillor to Put Forward for Key Decision on the Draft Submission Plan for Consultation

Section One - About Cambridge

Section Two (part) The Spatial Strategy - Vision and Objectives

Outline of content of remainder of Section Two – The Spatial Strategy (standing item for information and discussion, but with no agreement sought at this stage on the full chapter)

Section Three Responding to Climate Change and Managing Resources¹

Non Key Decision

1. Executive Summary – Background

1.1 The current Local Plan was adopted in July 2006 and runs to 2016 and beyond.

1.2 Whilst the current Local Plan is an effective document and good progress is being made in terms of the delivery of the urban extensions in the Southern Fringe and North West, it is important that the Local Plan is reviewed and policies are updated. In particular changed circumstances regarding the delivery of Cambridge East, the changes introduced by the National Planning Policy Framework, and the introduction of the Community Infrastructure Levy necessitate a review, as does the approaching nominal end date of the current plan in 2016.

¹ Bar waste management, air safety and safeguarding zones and Lord's Bridge consultation zones which will be put forward to the next DPSSC meeting on 27 March 2013.

- 1.3 The preparation of a Local Plan involves a number of stages, including public consultation. Until now these have been non-statutory and the Council chose to organise as two consultations on Issues and Options.
- 1.4 The Issues and Options stages are about considering the types of issues that the City will face over the next two decades, and thinking about the policies and policy options that needed to be put in place to address those challenges.
- 1.5 Consultation on an Issues and Options Report ran for six weeks between 15 June and 27 July 2012. This was followed by a six week consultation from 7 January 2013 to 18 February 2013 on the Issues and Options 2 report which focussed on site specific issues.
- 1.6 The next stages are statutory. The Council will publish a draft submission plan in July 2013, alongside that for South Cambridgeshire. Following consideration of representations to previous consultations and any consequential amendments, the plan is submitted in its proposed form for consideration by an independent inspector at an Examination in early 2014. The inspector will then determine if the plan is lawful (including complying with the duty to cooperate) and sound (including whether or not it conforms with the National Planning Policy Framework, and whether or not it is the best possible plan in the circumstances when considered against reasonable alternatives).
- 1.7 From draft submission stage onwards the revised plan will be a material planning consideration. Though not a strong material consideration initially, this strength will grow when submitted to examination. If found legal and sound by an inspector, it will then be adopted and replace the 2006 Local Plan in full. The Cambridge East and North West Cambridge Area Action Plans will remain, although they may need updating once the final plan is adopted.
- 1.8 The two Issues and Options consultations have had a good response, over 16,000 representations in total. Members have now considered in tranches the responses and given broad policy steers on all matters bar the opportunity areas in the Issues and Options Report (2012) and the matters covered in the Site Specific Issues and Options 2 consultation. Members will consider this and the suggested site allocations at 29 May Development Plan Scrutiny Sub-Committee.

2. Recommendations

- 2.1 This report is being submitted to the Development Plan Scrutiny Sub-Committee for prior consideration and comment. The Executive Councillor for Planning and Climate Change is recommended:
- a) To consider feedback from this committee on those draft plan sections to be put forward into the composite full plan. In terms of the Strategy Chapter only the Vision and Objectives - bar the high level single sentence vision and the following box on spatial strategy, which is put forward for discussion and feedback but agreement will not be sought until the full strategy is put forward for agreement;
 - b) To also consider feedback from this committee on the accompanying policy justification documents for each draft policy which will be published alongside the draft plan as an audit trail of how the policy was evidenced, consulted on and assessed;
 - c) To agree that any amendments and editing changes that need to be made prior to the version put to Environment Scrutiny Committee in June and Full Council in June should be agreed by the Executive Councillor in consultation with the Chair and Spokesperson.

3. Legal and National Policy Requirements

- 3.1 There are a number of legal duties that members must considering in submitting any development plan. These are summarised as:
1. Whether the plan been prepared in accordance with the **Local Development Scheme** and in compliance with the **Statement of Community Involvement** [The Planning and Compulsory Purchase Act 2004² (the Act) sections 19(1) and 19(3) respectively]
 2. Whether the plan has had regard to **policies developed by a local transport authority** in accordance with section 108 of the [Transport Act 2000](#) [Reg 10(a)]
 3. Whether the plan pursues the objectives of **preventing major accidents and limiting consequences of accidents** by pursuing those objectives through the controls described in Article 12 of [Council Directive 96/82/EC](#) [The Seveso directive] [Reg 10 (b) (c)]

² Note 'The Act' refers to [The Planning and Compulsory Purchase Act 2004](#). The Regulations refers to the [Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#)

4. Whether it has been subject to a **strategic environment assessment**, and where required an appropriate assessment of impact on any sites falling under the EU Habitat (and Birds) directive [The Act Section 19(5), [EU Directive 2001/42/EC](#), [The Environmental Assessment of Plans and Programmes Regulations 2004](#), [EU Habitats and Birds Directives Directive 92/43/EEC](#), [The Conservation of Habitats and Species Regulations 2010](#)]
 5. Whether the plan is compatible with the requirements of the [EU Water Framework Directive](#) and any River Basin Management Plans prepared under that directive [[Directive 2000/60/EC](#)]
 6. Whether the plan has regard to the **National Waste Management Plan** [Reg 10(d) and [Waste \(England and Wales\) Regulations 2011](#)]
 7. Whether the plan is in **general conformity to the Regional Spatial Strategy** [The Act Section 24 – does not apply as the RS the East of England Plan has been revoked – [The Regional Strategy for the East of England Revocation Order 2012](#)].
 8. Whether the plan has regard to any has regard to any **Sustainable Community Strategy (SCS)** for its area; [section 19(2)(f), section 4 of the [Local Government Act 2000](#)]³
 9. Whether the plan meets the **procedural requirements involving publicity and availability of the development plan document and related documents**; [The Act Section 20(3), prescribed documents Reg 17 and Reg 22, Consultation Reg 18, Submission Reg 22]
 10. Whether the plan meets the **Duty to Cooperate** [The Act Section 33A, Reg 4]
- 3.2 Plans must also meet the soundness tests as set out in the National Planning Policy Framework, that (paragraph 182).
- A local planning authority should submit a plan for examination which it considers is “sound” – namely that it is:
- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and

³ [The Cambridge SCS](#) was adopted by the Cambridge Local Strategic Partnership in 2004 and has not been updated. The Local Strategic Partnership no longer sits being replaced by a Public Services Board which does not produce an SCS. [There is also a Cambridgeshire LPS SCS adopted in 2006](#).

infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;

- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;

- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and

- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

4. The Evolution of the Planning Strategy for Cambridge and South Cambridgeshire

4.1 The current Local Plan was adopted in July 2006. It sets out a vision, policies and proposal for future development and land use in Cambridge to 2016 and beyond. The Local Plan adopted a spatial strategy for Cambridge that promoted a limited number of large urban extensions to the City.

4.2 The plan reflected a major shift in strategy across Cambridgeshire from the late 1990s onwards. Historically, growth in Cambridge was strictly controlled with a Green Belt tight around the City following the 1950s Holford Plan. With the economic growth brought about by the 'Cambridge Phenomenon', the strategy was questioned as house price affordability and commuting level rose rapidly.

4.3 The 2003 Cambridgeshire and Peterborough Structure Plan review, following on from the East of England Plan (recently revoked) and the local plans of both Cambridge and South Cambridgeshire reflected the outcome of a mature and lengthy debate and visioning process about the future growth of the City. The outcome was an understanding of the need for carefully masterplanned growth along sustainable transport corridors with interpenetrating green corridors with walking and cycling links.

4.4 As a result, following a review of the Green Belt, the Cambridge Local Plan 2006, in parallel with the South Cambridgeshire Core Strategy 2007, made a number of Green Belt deletions and allowed for urban extensions to the North West, South, and East of the City.

4.5 The rationale behind this approach was to redress the imbalance of homes and jobs in Cambridge, and provide for the long-term growth of the University of Cambridge and Addenbrooke's Hospital Campus

whilst minimising further increases in congestion on radial routes into the City. This approach involved a review of the inner boundary of the Cambridge Green Belt as well as the creation of a 'satellite' centre at Cambridge East to take some of the pressure off the historic core.

- 4.6 With the revocation of the East of England Plan in early 2013, the royal assent of the Localism Act and the finalisation of the National Planning Policy Framework, the City Council and South Cambridgeshire District Council are the strategic planning authorities for Cambridge and its immediate hinterland. Both authorities are working in partnership, under the new duty to cooperate, with the County Council, other councils in the Cambridge sub-region (the Cambridge Travel to Work area, and Housing Market Area, referred to in the draft plan for plain English reasons as the Cambridge City Region), and other key agencies and bodies.
- 4.7 There is general agreement that the strategy has been working well and achieving real results. The City now has a 10 year housing supply on current targets. Rather than, as many predicted, the City grinding to a congested halt as a result of growth, the results of the 2011 Census and the screen line counts (vehicle counts) around the City show car traffic into the City falling; Cambridge having the highest bicycle travel to work percentage in the UK; and for work trips walking and cycle use increasing and car use decreasing.
- 4.8 Cambridge has also had real successes in securing high quality schemes and an urban design driven approach, as well as a leading approach within the country towards ensuring developments are low carbon and do not create local flooding issues. It has seen this as part of a covenant with residents that growth is managed to minimise adverse impacts and where possible to positively add to the sustainability of the city.
- 4.9 Some key sites in this strategy have faced delivery problems. The relocation of the sewage works became unviable within foreseeable horizons. In 2010, Marshalls also announced that, following an unsuccessful relocation search, they would be staying at Cambridge Airport. It now seems that only the land North of Newmarket Road will definitely be coming forward in the new plan's 15 year horizon. This removes around 8,500 units from the current strategy though this impacts much more on the South Cambridgeshire supply situation than the City as the large part of the Cambridge East site is within their district. The possibility of such larger sites not coming forward was implicit in the current strategy.

4.10 Overall then the main thrust of work has been on pragmatic readjustment of the growth strategy focussing on delivery. However, the consultation process has brought out challenges to this broad stance from a number of development consortia promoting further large Green Belt releases mostly towards the inner edge of the Green Belt; on sites either partly in the City's boundary or wholly in South Cambridgeshire District. The following sections set out the legal and procedural processes both authorities need to follow in tandem to objectively assess the submissions made and determine the final strategy of the revised plans.

5. The Changed National Context for Plan Making

5.1 Since March 2011, various changes have taken place at a national level. The Localism Act received royal assent in November 2011 and provides the legal basis for the abolition of Regional Spatial Strategies and the introduction of Neighbourhood Planning. The National Planning Policy Framework also came into effect on 27 March 2012. In terms of plan making, the National Planning Policy Framework gives a 12 month transitional period for Councils to update their plans to ensure consistency with the framework. Thereafter weight will be given to current and emerging plans dependent on their degree of conformity with the National Planning Policy Framework.

5.2 Whilst the current Local Plan is considered to be in a strong degree of conformity with the National Planning Policy Framework, it is important that the Council presses ahead with its replacement, especially in the light of the parallel introduction of the Community Infrastructure Levy which means that after 1 April 2014 Councils will be no longer able to operate a tariff style planning obligations system such as that we currently operate. This sets an effective deadline for the adoption and agreement of new plans and accompanying Community Infrastructure Levy charging schedules.

5.3 The Council agreed in March 2011 to press ahead with the review of the Local Plan, with adoption of a new Plan by mid 2014 (see [Committee Report](#) to 22 March 2011 Development Plan Scrutiny Sub-Committee).

5.4 The preparation of a Local Plan involves a number of stages including public consultation. This is to ensure that it is robust and comprehensive. Key stages in the process are:

- *Preparation of Evidence Base* – preparation and completion of various studies, which will be used to inform issues and options and policy development. This element is almost complete with the final studies now coming in.
- *Consultation on Issues and Options* – Identification of relevant Issues and Options for the future development and protection of the City. Consultation with relevant stakeholder groups and with the wider public.
- *Draft Submission Consultation* - Consultation on the draft Plan in Summer 2013. This is a dry run of the submission in effect as once consultation is over there is limited opportunity to make major changes to the plan if the local planning authority believes the plan is ready and should be submitted. Further consultation after this point, though it may be required if there are matters which an Inspector considers must be changed to make the plan lawful and/or sound, would lead to major delay to plan adoption with consequential cost. It is important then that both Cambridge and South Cambridgeshire consider that the plan at Draft Submission stage is as close to complete and finalised and possible.
- *Submission* - Submission of the new Local Plan document to the Secretary of State. At this stage, the public and developers are invited to make representations in favour or against elements of the plan. It is a representations stage not a consultation stage.
- *Examination* - An independent Government Inspector considers the ‘soundness’ of the document in a public examination and produces a report.
- *Adoption* - Formally adopted by the Council, if the Inspector gives a sound finding. The Council cannot adopt the plan if the plan is found to be unsound. If this is the case, it must then be withdrawn for the submission process and further work undertaken.

6. The Proposed Structure of the Draft Plan and the Proposed Process for Its Agreement

- 6.1 As already agreed with Members, the draft plan will go forward in four tranches between now and 29 May to the Development Plan Scrutiny Sub-Committee.
- 6.2 Some changes are suggested to the original ordering of which sections of the plan go to which meeting. This is mainly because of

practical and operational issues concerning when various policy areas would be ready and with whom they needed to be discussed with. The joint sustainability/strategic environmental appraisal process with South Cambridgeshire requires certain inputs to be made to technical reports, such as the transport model and the final infrastructure delivery study, which require an early steer from Members on certain issues. The results of these studies and the sustainability appraisal then need to be considered as a whole by Members who then need to weigh and balance all planning matters and the advantages of the recommended strategic option along with reasonable alternatives and decide on their chosen option in the light of all of the evidence and all of the representations made.

6.3 It is proposed that the title of the plan be simply – The Cambridge Plan – Towards 2031, to avoid confusion with the 2006 Cambridge Local Plan.

6.4 The proposed structure of the plan would be in sections as follows:

- Section One **About Cambridge** would set out a spatial portrait of Cambridge and describes the key issues in the Cambridge City Region. It would also set out the plan's approach towards sustainable development as a golden thread throughout the whole plan.
- Section Two **The Spatial Strategy** would set out the vision and spatial objectives of the plan, the objectively assessed needs the plan should meet in accordance with national planning policy and the chosen spatial strategy to meet those needs, including briefly why this was chosen. The spatial strategy has two components – a shared strategy with South Cambridgeshire on how to manage the growth objectives of Cambridge as part of the City Region, and a City specific section on managing change within the City including the relationship between the main spatial components of the City such as the City Centre, Addenbrooke's, the urban extensions etc. It would also set out the retail hierarchy and broad retail and leisure strategy.
- Section Three **Responding to Climate Change and Managing Resources** would deal with sustainable construction, low carbon policy, water, air quality, waste management and pollution.
- Section Four **Supporting the Knowledge Economy and Managing Visitors** would deal with economic issues as well as issues concerning the knowledge economy including the universities, other higher and further education issues and the

biomedical sites. It would also deal with tourism and the visitor economy.

- Section Five **Maintaining a Balanced Supply of Housing** would address all of the non-strategy specific housing issues.
- Section Six **Protecting and Enhancing the Character of Cambridge** would deal with design and conservation issues, as well as open space
- Section Seven **Maintaining and Improving Local Facilities** would address protecting local community facilities (including pubs), as well as managing changes of use in local and district centres.
- Section Eight **Providing the Infrastructure to Support Development** would deal with transport issues, the management of streets, parking and new social infrastructure (primary care and schools) to support development.
- Section Nine **Cambridge's Localities and New Communities** would set out broad framework for specific areas such as the City Centre, CB1 and the area around the station and other specific areas within the urban area where redevelopment and change is contemplated during the life of the plan as well as the main urban extension areas. It would contain policies for key sites and a schedule of other sites.
- Section Ten **Delivery** would deal specifically with implementation issues like Community Infrastructure Levy and planning obligations. It would also contain a brief infrastructure delivery plan.

6.5 This structure allows for integration of closely related policy areas (such as the universities and the knowledge economy) as well as dealing with issues in a cross cutting and joined up way. The current report contains the draft sections one and three and part of the draft strategy section two – vision, spatial objectives and the first part of the section on objectively assessed need.

6.6 It is intended that future tranches run as follows:

DPSSC Meeting Date	Subject
25 March 2013 Tranche 1	<ul style="list-style-type: none"> • Section One – About Cambridge • Section Two (part) Spatial Portrait, Vision and Spatial Objectives, Strategy Development (standing item), • Section Three - Responding to Climate Change and Managing Resources (bar waste management, air safety and safeguarding zones and Lord’s Bridge consultation zones)
27 March 2013 Tranche 2	<ul style="list-style-type: none"> • Strategy Development (standing item) • Section Four - Supporting the Knowledge Economy and Managing Visitors • Section Five - Maintaining a Balanced Supply of Housing (Draft policies on Specialist Housing, Lifetime Homes and Lifetime Neighbourhoods, Protecting Garden Land and Subdivision of Existing Dwelling Plots, Flat Conversion, Residential Moorings).
16 April 2013 Tranche 3	<ul style="list-style-type: none"> • Strategy Development (standing item) • Section Five - Maintaining a Balanced Supply of Housing (Draft policies on Affordable Housing, including tenure and housing mix and Student Housing) • Section Six – Protecting and Enhancing the Character of Cambridge • Section Seven – Maintaining and Improving Local Facilities • Section Eight – Providing the Infrastructure to Support Development
29 May 2013 Tranche 4	<ul style="list-style-type: none"> • Section Three: Responding to Climate Change and Managing Resources (Draft Policies on waste management, air safety and safeguarding zones and Lord’s Bridge consultation zones), • Section Five - Maintaining a Balanced Supply of Housing (Draft policies on Development of Housing, Loss of Housing and Affordable Housing, HMOs, Gypsies and Travellers, Residential Space Standards) • Section Nine - Cambridge's Localities and New Communities • Section Ten – Delivery • Final decision on any Green Belt releases. • Agreement of plan for Draft Submission, including Finalisation of Strategy (standing item) and Collated plan.

Section One – About Cambridge

- 6.7 This section of the plan paints a spatial portrait of the City as a backdrop to the policy sections that follow. It also outlines how the City has developed and some of the challenges that this has posed in matters such as pressure for land, cost of housing, volume and length of commuting and ensuring that development is high quality and sustainable.

Section Two- The Spatial Strategy

- 6.8 This section sets out the vision, objectives and spatial strategy for the plan which subsequent sections of the plan have more specific policies on in terms of a delivery strategy.

Vision and Objectives

- 6.9 The National Planning Policy framework requires development plans to '*[set] out a realistic vision for the future of the area*' (paragraph 17 Core Planning principles) and (paragraph 154). '*Local Plans should be aspirational but realistic. They should address the spatial implications of economic, social and environmental change.*'

- 6.10 Members' agreement has not been sought so far on proposed changes to the issues and options I draft vision and objectives although feedback from Members was received at 13 November 2012 Development Plan Scrutiny Sub-Committee when Members asked for specific issues to be taken on board. The revised draft takes account of these. The committee made the following comments:

- i. The document reflects inherent tensions between the demand for growth and protecting the character of the City.*

Response: The revised version includes the concept of Smart Growth as an organising concept to demonstrate that growth should occur in ways in which protects and enhances the character of the City;

- ii. Sub regional tension and conflicts were also noted. An integrated regional approach was favoured and would be expressed more explicitly in future.*

Response: Officers are working closely with officers from South Cambridgeshire, The Joint Strategic Planning Unit and the County Council on developing an integrated approach to land use and transport strategy that would be reflected in both plans. Once the final version of this is agreed, the high level vision and spatial objectives will need to be amended to reflect this.

Progress on this matter will be reported to a future Development Plan Scrutiny Sub-Committee meeting. The draft plan includes a clear map and definition of the sub-region/housing market area/travel to work area based on national statistics (Figure 3, Section One, page 10), though new travel to work data due next year is expected to show this has expanded. The plain English term 'City Region' is recommended. The National Planning Policy Framework requires planning for housing need to be based on such areas and then apportioned through the duty to cooperate between districts.

iii. The vision would evolve as a political vision, informed by residents and other stakeholders.

Response: Whilst technical work will demonstrate the level of objectively assessed need the Government has made clear exactly where to meet it is a political decision to be agreed by and between councils under the duty to cooperate. Many resident and stakeholder positive suggestions on the vision and objectives have been taken on board.

iv. Sustainability would be a key value for the vision.

Response: The role of sustainability as a guiding thread has been enhanced in the revised vision and the opening sections of the draft plan. Sustainable development would act as a guiding thread throughout the plan with a key section right at the beginning setting out how it will be applied to enhance both environmental, economic and social objectives together. The concept of smart growth is used to express the spatial manifestation of sustainable development.

v. Cambridge was a centre of good building design and the vision statement should enhance this.

Response: This is reflected in the revised vision and objectives.

vi. Members agreed that the Vision and strategic objectives would be revisited as officers worked through each Local Plan topic and developed.

Response: Work has reached a fairly advanced stage on the topic specific sections of the plan. It is proposed the strategy section of the plan (including vision and objectives) be a standing item for the next four DPSSC meetings which will consider the plan in tranches. It is important to work both up together as plan policy needs deliver on the plan's vision and objectives hence the proposal for parallel consideration of both issues.

- 6.11 Many of the aspects of the vision and objectives were supported though there were quite a number of specific and positive recommendations for change which officers have where reasonable and appropriate recommended be taken on board (see Appendix A).
- 6.12 The approach to the vision and objectives, in response to several similar comments made to Issues and Options consultation is to focus the vision and make it slightly more specific to the special qualities and challenges of Cambridge.
- 6.13 In a comment which many similar visions in local plans attract, Mrs Von Rimscha (rep 1932) said '*It has the feeling of motherhood and apple pie about it.*' And from [Accordia Residents Association](#) (rep 18277). '*A vision statement needs to be brief, bold, translatable into specific objectives, and to reflect stretching but realistic ambition. Councillors and officials need to be able to rally to it.*'
- 6.14 Good practice advice on vision statements from the Planning Advisory Service (Developing a locally distinctive vision) states:
- it is important to remember that although the purpose of a vision is to be somewhat aspirational, it must also be balanced. This can be done by ensuring it is broadly realistic in terms of the key characteristics of the area and the issues facing it. This approach should help provide the vision's distinctiveness. The spatial objectives should further help to amplify the elements of the vision.*
- An emphasis on the look and 'feel' (in terms of places, as in urban design, and of the presentation of the document) has been found to be helpful in branding the vision and getting people on board. It also transforms a two dimensional process into a three dimensional one.*
- 6.15 The first level is a single sentence high level vision. The second level is to develop that vision into a series of themes which are specific how this high level vision will be delivered. These themes then set out the sectional structure for the plan. The third level is under these themes is to set specific spatial objectives as to what will be delivered. Policy then sets out the 'which, where and how' components of delivery. The previous Issues and Options vision and objectives paragraphs have been restructured under these themes, rewritten in some cases to reflect positive feedback from Members and consultees and a few gaps filled.
- 6.16 The high level vision statement is not put forward for agreement at this stage as it requires much more discussion and consensus.

Rather it is hoped that discussion will help frame the final recommendation. Similarly, the following section on how the vision impacts on the spatial strategy is not put forward for agreement as work on the strategy is still ongoing.

- 6.17 The draft vision is based on a simple idea: Cambridge as a Smart City, achieving Smart Growth.
- 6.18 Smart Growth is an internationally recognised term, smart growth as opposed to unplanned development or sprawl, which basically refers to the spatial manifestation of sustainable development: the kinds and forms of development, which, in strategic urban design terms, will produce a sustainable pattern and form of development that encourages sustainable forms of travel such as public transport, walking and cycling.
- 6.19 The concept of a Smart City is now a major focus of research and Government policy across Europe. It is usually defined as one where a City increases its competitiveness through use of advanced technology and supporting social infrastructure, including education. However so far Cambridge has not made a major commitment to the infrastructure this would imply, so care needs to be taken in terms of running ahead of the strategic ambitions of the Council as a whole. The idea is put forward for discussion.
- 6.20 Appendix A is a list of the positive suggestions for wording changes to the vision and objectives sections. Many of these have been taken on-board where appropriate as well as the issues from Members, which have been taken on board.

Ongoing Work on Objectively Assessed Need for Housing and Employment

- 6.21 The next sections of the Spatial Strategy chapter will set out the results of the evidence work in terms of the objectively assessed needs for housing and employment land. This is a key central theme of plan making in the wake of the National Planning Policy Framework and the Localism Act 2011, as now local planning authorities are responsible for setting their own level of housing and employment provision rather than targets being set at a regional level through Regional Spatial Strategies.

Sustainability Appraisal

- 6.22 The policies in the draft plan are in the process of being assessed as part of a Sustainability Appraisal by independent consultants URS. The full results of this will be put before Members before the plan as

a whole is put to Full Council. The statutory decision on the draft plan cannot be made until the environment report of the Sustainability Appraisal provided by URS is available and considered by Members. The policy justification document also includes the results of the previous early stage appraisal of the Issues and Options report. This means that the options have been assessed against a range of social, environmental and economic objectives in order to help identify any significant effects.

- 6.23 The Sustainability Appraisal advises on ways in which any adverse effects could be avoided, reduced or mitigated or how any positive effects could be maximised. It will be used by the Council, to help decide on which options to take forward to develop as policies in the Local Plan.
- 6.24 Following successful legal challenges in Forest Heath District Council and subsequently in Greater Norwich, plans are vulnerable, even at a very advanced stage, if they have failed to consult on a range of reasonable spatial strategy options. To avoid this, Cambridge and South Cambridgeshire Districts officers have drawn up a range of reasonable alternative spatial strategies and are submitting them to testing through the traffic model and infrastructure delivery study update as well as other evidence base studies that have been produced, such as on the Green Belt.
- 6.25 It is not possible to separate out the issue of the scale of development from where it will be located as some options such as new settlements will have lengthy periods of delivery and so affect what level of development is achievable over 15 years. A much fuller report on the level of need and strategy options for addressing it under the duty to cooperate will be brought to this committee soon.
- 6.26 In the final decision to be put before Members at Full Council, there will be a detailed appraisal of each of the reasonable alternative options. Members and the communities in these areas will be well aware that these examinations have been undertaken previously back as far as the Cambridgeshire and Peterborough Structure Plan 2003 panel and the Cambridge Local Plan 2006 examination. The process of delivering a new plan requires us to revisit these questions as part of the necessary robust examination of all possible options for the City in the light of current evidence and the sustainability appraisal.
- 6.27 As part of plan-making, other assessments may be required. Habitats Regulation Assessment (HRA) is required under the European 'Habitats Directive' (92/43/EEC) if there are effects on

European sites of nature conservation importance (Natura 2000 Sites).

6.28 There are no Natura 2000 sites within Cambridge City Council's boundary, and so any potential impacts would be related to potential changes to the water environment, which could have an impact on more distant sites such as the Ouse Washes. A screening report is being undertaken for agreement by Natural England and it may be that no such 'appropriate assessment' is needed. This approach has been discussed and agreed with Natural England.

6.29 The Equality Act 2010 requires local authorities to consider how its policies and decisions impact disadvantaged groups and minimise this impact. The Council will undertake this through an Equalities Impact Assessment as an integral part of the Sustainability Appraisal. This assessment will be presented alongside the full final draft plan for key decision.

7. Section Three - Responding to Climate Change and Managing Resources

7.1 This section focuses on how the Local Plan will contribute to the achievement of sustainable development in terms of how the plan will address the challenge of mitigating and adapting to our changing climate as well as other resource management issues. This section also considers how to make Cambridge a water sensitive City, where new developments contribute to an overall flood risk reduction and help improve the quality of water bodies.

7.2 The following policies are proposed:

Climate Change

- Policy 9: Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use
- Policy 10: Allowable Solutions for zero carbon development
- Policy 11: Renewable and Low Carbon Energy Generation
- Policy 12: Energy Efficiency Improvements in Existing Dwellings

Water and Flooding

- Policy 13: Integrated water management and the water cycle
- Policy 14: Flood risk

Environmental Protection and Public Safety

- Policy 15: Contaminated Land
- Policy 16: Light Pollution Control
- Policy 17: Protection of Human Health from Noise and Vibration
- Policy 18: Air Quality, Odour and Dust

7.3 Other policies on Waste Management; Cambridge Airport Air Safety and Safeguarding Zones; and Lord's Bridge Consultation Zones will go to future meetings.

7.4 Building upon the options consulted on in the Issues and Options report (2012), Policy 9 seek to ensure the principles of sustainable design and construction are integrated into the design of new developments with a Sustainability Statement forming part of the Design and Access Statement. This policy also sets sustainable construction for all new development, linked to the Code for Sustainable Homes and BREEAM, and the introduction of carbon standards for new development, linked to national zero carbon policy. Given the severe water stress facing the city, stringent targets for water consumption are also set through this policy. Policy 10 seeks to establish a Cambridgeshire Community Energy Fund, which would be used to invest in local energy efficiency and renewable energy projects, while Policy 11 seeks to provide a positive strategy for applications for renewable and low carbon energy generation. Policy 12 seeks to encourage homeowners to make energy efficiency improvements to their homes when seeking permission to extent, with links to the Council's role in promoting the Green Deal. A more integrated approach to water management and flood risk is also included within this section as part of policies 13 and 14. These policies seek to ensure that a water sensitive urban design approach is taken in all development proposals so that they are appropriate in terms of flood risk and water body quality, see water as a valuable resource and have a positive impact on the River Cam and other water features. Policy 15 deals with Contaminated Land and follows current practice, as do 16, 17 and 18 following environmental health good practice. The noise policy needs to include the table from PPS24 on noise standards as this has been revoked following the introduction of the National Planning Policy Framework.

8. Implications

(a) Financial Implications

8.1 There are direct financial implications arising from this report, but the cost of preparing a Local Plan has been budgeted for and included in the draft budget for 2013-2014 and the medium term final planning for 2015-2016. The agreed approach of preparing one single Local Plan rather than three separate Development Plan Documents will mean that considerable cost and time savings can be achieved.

(b) **Staffing Implications**

8.2 There are no direct staffing implications arising from this report.

(c) **Equal Opportunities Implications**

8.3 There are no direct equal opportunities arising from this report. An Equalities Impact Assessment (as an integral part of the sustainability appraisal) will be undertaken as part of preparing a new development plan for Cambridge.

(d) **Environmental Implications**

8.4 There are no direct environmental implications arising from this report. The new Local Plan for Cambridge will assist in the delivery of high quality and sustainable new developments along with protecting and enhancing the built and natural environments in the City. This will include measures to help Cambridge adapt to the changing climate as well as measures to reduce carbon emissions from new development. Overall there should be a positive climate change impact.

(e) **Consultation**

8.5 The draft submission plan will be consulted on following the Full Council decision in June and more details on the arrangements for consultation will follow in a future report. The consultation and communications arrangements for the Local Plan are consistent with the agreed Consultation and Community Engagement Strategy for the Local Plan Review, 2012 Regulations and the Council's Code for Best Practice on Consultation and Community Engagement.

(f) **Community Safety**

8.6 There are no direct community safety implications arising from this report.

9. Background papers

These background papers were used in the preparation of this report:

- Localism Act 2011, which can be accessed at:
<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>
- National Planning Policy Framework 2012, which can be accessed at:
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- Cambridge Local Plan 2006, which can be accessed at:
<https://www.cambridge.gov.uk/local-plan-2006>
- Cambridgeshire and Peterborough Structure Plan 2003
- <http://www.cambridgeshire.gov.uk/environment/planning/policies/structure-plan.htm>
- Cambridge Local Plan Towards 2031 – Issues and Options and Issues and Options 2 consultations, which can both be accessed at:
<https://www.cambridge.gov.uk/local-plan-review>

10. Appendices

- Appendix A – Representations regarding the Vision (Issues and Options (2012))
- Appendix B – Draft Section One – About Cambridge
- Appendix C – Draft Section Two – The Spatial Strategy (Part)
- Appendix D – Draft Section Three – Responding to Climate Change and Managing Resources (Part)
- Appendix E – Policy Justification for Section Three – Responding to Climate Change and Managing Resources (Part)

11. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

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