



To: Executive Councillor for Planning Policy and Transport: Councillor Kevin Blencowe  
Report by: Head of Planning Services  
Relevant scrutiny committee: FULL COUNCIL 23 March 2016  
Wards affected: All wards

**CAMBRIDGE LOCAL PLAN  
Proposed Modifications – Report on Consultation March 2016**

**Key Decision**

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**1. Executive summary**

- 1.1 This report follows on from the consultation on Proposed Modifications to the Cambridge Local Plan and South Cambridgeshire Local Plan held between 2 December 2015 and 25 January 2016.
- 1.2 The Councils have considered all the representations received and assessed (in light of the issues raised) whether the Proposed Modifications should be submitted to the Inspectors as consulted on, with amendments, or not at all. Any new Proposed Modifications considered necessary in response to issues raised during the consultation have also been identified. Appendix A (Proposed Modifications - Report on Consultation, March 2016) identifies the number of representations received to each proposed modification, provides a summary of the key issues raised, and the Councils' assessment. The Councils have assessed the representations and key issues for each modification and topic area and taken the appropriate action to:
  - a) carry forward the proposed modification as consulted on;
  - b) carry forward the proposed modification with amendments, and/or;
  - c) include a new proposed modification.
- 1.3 The proposed modifications to the Cambridge Local Plan, as recommended for submission to the Local Plan Inspectors, are contained in Appendix B.
- 1.4 The report and its appendices were presented to the Joint Strategic Transport and Spatial Planning Group on 14 March 2016; South

Cambridgeshire District Council's Planning Portfolio Holder meeting on 14 March 2016; and Development Plan Scrutiny Sub Committee on 14 March 2016. Paragraphs 3.11 to 3.17 of this report provide a summary of the meetings.

## **2. Recommendations**

2.1 The Executive Councillor for Planning Policy and Transport recommends that Full Council approves:

- a) the Report on Consultation (Appendix A and the Supplement to Appendix A (i)), the Proposed Modifications (Appendix B), and the Supplement to the Sustainability Appraisal Addendum (Appendix E) be approved for submission to the Inspectors examining the Local Plan.
- b) agrees that the documents attached to this report as Appendices F to J are noted and submitted as part of the evidence base for the Local Plan;
- c) agrees that delegated authority be given to the Director of Environment to make any subsequent minor amendments and editing changes, in consultation with the Executive Councillor for Planning Policy and Transport, the Chair and Spokesperson.

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## **3. Background**

3.1 The Councils submitted the Cambridge and South Cambridgeshire Local Plans for examination on 28 March 2014. The separate plans were prepared in parallel with joint working throughout the process in recognition of the close functional relationship between the two areas and reflecting the duty to cooperate.

3.2 Joint examination hearings on strategic issues were held between November 2014 and April 2015 on topics such as: housing and employment needs, development strategy, Green Belt, transport, infrastructure and housing supply.

3.3 Subsequently, the Inspectors wrote to the Councils on 20 May 2015 in relation to three main issues (objectively assessed need for new housing, overall development strategy and conformity with revisions to National Planning Policy since the Local Plans were submitted for examination) and invited the Councils to undertake additional work to address those issues before the examinations progress further. The Councils agreed to undertake additional work and the examinations were formally suspended on 28 July 2015 until March 2016.

- 3.4 Additional work was carried out in response to the Inspectors' issues, which fed into the creation of the Councils' Proposed Modifications consultation document. The consultation document and supporting documentation was discussed at Joint Strategic Transport and Spatial Planning Group on 16 November 2015 and approved by the Councils for consultation on 30 November 2015. Consultation on proposed modifications to the Cambridge Local Plan and South Cambridgeshire Local Plan and associated Sustainability Appraisal Addendum Report was held between 2 December 2015 and 25 January 2016.
- 3.5 The consultation received a total of 1,037 representations. This comprises 894 representations to the Proposed Modifications Consultation Document (249 supports and 645 objections) and 143 to the Sustainability Addendum Report (9 supports and 134 objections). In total, 222 individuals, groups and organisations responded to the consultation. All representations can be viewed in full at: <http://scambs.jdi-consult.net/localplan/index.php>.
- 3.8 In terms of the representations received, whilst there is support for the Local Plans, there continues to be challenges to the overall development strategy and objectively assessed need for new housing. Objectors consider that the housing numbers in the plans should be higher and that development should be directed towards the edge of Cambridge in the Green Belt and at villages instead of new settlements due to delivery issues. In addition, the Councils' further work and evidence base has been criticised specifically in relation to Green Belt, approach to objectively assessed need for new housing, delivery of new settlements, transport and the overall development strategy.
- 3.6 Following consultation, the Councils have assessed the representations and key issues for each modification and topic area and taken the appropriate action:
- a) carry forward the proposed modification as consulted on;
  - b) carry forward the proposed modification with amendments, and/or;
  - c) include a new proposed modification.
- 3.7 A summary of key issues and the Councils' assessment are provided in chapters 3, 4 and 5 of the Report on Consultation (see Appendix A). Assessment tables for each proposed modification are also provided in the Report on Consultation. A standalone summary of responses is also provided for information at Appendix D. A small number of representations have been updated, following clarification from representors. These are shown in Appendix D (i) the Supplement to the Summaries of Representations.

3.8 All of the representations received have been assessed and considered alongside the Councils' evidence base. As part of this process, the consultants who prepared the evidence documents that support the response to the Inspectors' letter have considered issues raised on their reports and in the case of housing needs and Green Belt, they have prepared supplements to their reports to assist the Inspectors. Further evidence to support the response has also been provided. The City Deal Executive Board agreed on 3 March to a position statement that confirms its commitment to deliver its infrastructure programme for the benefit of existing and future residents including supporting and securing development identified in the Local Plans through the delivery of key infrastructure schemes. Additional evidence base documents have also been prepared to provide evidence of the deliverability of transport schemes on the A10 and A428 corridors to serve the major new developments proposed in the development strategy. In bringing these considerations together, it is considered that the Councils' approach to objectively assessed need for new housing and overall development strategy remains appropriate.

3.9 The majority of the proposed modifications consulted on remain unchanged. However, a few amendments are proposed in light of the consultation. A summary of the proposed modifications that have been amended and new proposed modifications that are proposed is provided below:

#### Cambridge Local Plan:

- Additional text relating to the Development Strategy to reflect the further work undertaken (PM/CC/2/E);
- New modification to include Newbury Farm (0.9ha) within the GB2 allocation. This extends the line of the eastern boundary down to Babraham Road and is consistent with the finding of the Cambridge Inner Green Belt boundary study (2015) (PM/CC/2/A(i), PM/CC/B/B, PM/CC/Policies Map/B);
- Correction to the housing number relating to the total housing provision in the Cambridge urban area to read 6828 not 6282 (PM/CC/2/I(i);
- Additional text relating to listed buildings and the application of Policy 27 (Sustainable Design and Construction) in order to ensure no harm to heritage assets (PM/CC/4/A(i)).

#### South Cambridgeshire Local Plan:

- Provisional Modification to allocate land south of the Cambridge Biomedical Campus (Policy E/1B) is recommended to be deferred, in order to obtain further evidence (PM/SC/8/A). The deferment will also apply to the following proposed modifications insofar as they relate to the proposed allocation on land south of the CBC (PM/SC/2/G, PM/SC/2/O, PM/SC/2/P, PM/SC/3/F, PM/SC/8/B);
- Additional text relating to the Development Strategy and the further work undertaken (PM/SC/2/C);
- Correction to the housing number relating to the total housing provision in the Cambridge urban area to read 6828 not 6282 (PM/SC/2/E);
- Policy H/8 Housing Mix - additional wording added to sub section (g) in relation to self and custom build houses to reflect that self and custom build is not likely to be practical in high density multi storey flatted developments (PM/SC/7/G).

3.10 The final proposed modifications for the Cambridge Local Plan responding to the Inspectors' letter are contained in Appendix B. The proposed modifications relating to the South Cambridgeshire Local Plan are provided for information only at Appendix C. A Supplement to the Sustainability Appraisal Addendum has also been prepared and is set out in Appendix E. Additionally, in some instances, further evidence has been provided to support the proposed modification, or a new/amended proposed modification. This further evidence can be found in Appendices F to J.

### **Consideration by the Joint Strategic Transport and Spatial Planning Group and Development Plan Scrutiny Sub Committee**

3.11 The Joint Strategic Transport and Spatial Planning Group on 14 March 2016 recommended that the Councils agree the officer recommendation. Main issues raised in discussion were:

- Proposed deferment of provisional modification relating to land South of Cambridge Biomedical Campus –There was support for completing the additional work, but queries regarding timescales. Concern expressed that there was not a risk of slowing the overall examination timescales by undertaking the work.
- Transport – clarification was sought in relation to the Councils' approach to the transport assessment work undertaken last year along with wanting to understand if there was any evidence on the

costs of transport schemes associated with sites on the edge of Cambridge as a comparison to new settlements.

- Development strategy - general comment that the plans are not over reliant on the delivery at new settlements with a substantial amount of overall development planned in and on the edge of Cambridge.
- Changes to national policy in relation to housing – concern expressed about the implications of the loss of the code for sustainable homes and starter homes.
- Joint housing trajectory - query about whether the Memorandum of Understanding relating to the joint trajectory could be used prior to the Inspector reaching a decision on 5 year land supply given the particular issues being experience in South Cambridgeshire.
- Overall timescales of the examinations - recognition that the Plans need to be found sound but general concern about wanting to move forward as swiftly and efficiently as possible.

3.12 Following the Joint Strategic Transport and Spatial Planning Group meeting, the report and its appendices were presented to the Council's Development Plan Scrutiny Sub Committee. Points raised by Members of the committee included:

- Support for the further work undertaken and the overall development strategy proposed in the Local Plans.
- Concern expressed about Appendix I: A428 Constraints Report and the relationship with the City Deal work. Officers explained that the Appendix I addresses specific concerns raised by the Inspectors in respect of delivery of infrastructure to support new settlements and is separate from the City Deal work currently being undertaken.
- Members sought confirmation that vehicular access to the proposed allocation on land North of Cherry Hinton (allocation R47) would be from Coldham's Lane and Cherry Hinton Road rather than through the existing residential area south of the proposed allocation in Cherry Hinton. Officers confirmed this and agreed to review the proposed modification in order to make sure that this was clear.
- Concerns were also raised in relation to the masterplanning for the proposed allocation and the relationship with land at north of Coldham's Lane (allocation R41) which has outline planning permission for up to 57 dwellings. Officers agreed to review the supporting text to the policy.

- Support for the further work proposed in relation to student accommodation and for the scope of the work to include wider issues such as the type and affordability of student accommodation along with understanding demand and supply issues.

3.13 The Development Plan Scrutiny Sub Committee and the Executive Councillor for Planning Policy and Transport agreed the recommendations and for the reports to be considered for approval at Full Council on 23 March 2016.

3.14 The reports were also considered by South Cambridgeshire District Council on 14 March 2016 at the Planning Portfolio Holder Meeting, chaired by the Leader in the absence of the Planning Portfolio Holder. Issues raised by Members attending the meeting included:

- Support for the further work undertaken.
- Proposed deferment of provisional modification relating to land South of Cambridge Biomedical Campus – comment was made that it was wise to defer a decision to allow further work to undertaken on technical issues, and that it was important to ensure that the work is of a good standard, but that deferment should not have any impact on the timing of the rest of the examination.
- Overall timescales of the examinations - Members were concerned at the length of time the examination is taking and for all efforts to be made to ensure as speedy completion of the examinations as possible, particularly in the context of a lack of five-year housing land supply.

3.15 The Leader agreed the recommendation and the Reports will be considered for approval by South Cambridgeshire at Full Council on 23 March 2016.

### **Further proposed amendments to modifications**

3.16 In responding to issues raised at Development Plan Scrutiny Sub Committee, an amendment is proposed to proposed modifications PM/CC/3/A and PM/SC/3/A relating to the Land North of Cherry Hinton, to state that vehicular access to the site will only be permitted via the new spine road (unless required for emergency access). A further amendment is proposed to the supporting text (PM/CC/3/C and PM/SC/3/D), adding that the masterplan for Land North of Cherry Hinton will take into account the context of the surrounding area, including the allocation north of Coldham's Lane, R41. The amendment has been agreed with the Executive Councillor for

## Planning Policy and Transport, Chair and Spokes of Development Plan Scrutiny Sub-Committee.

- 3.17 The amendments proposed have been reflected in the Modification Schedules (Appendices B and C). Consequential amendments to Appendix A are outlined in a supplement to Appendix A (Appendix A (i)).
- 3.18 In addition to the changes above, two other appendices have been updated following the meetings above:
- Appendix D Summaries of Representations – A small number of representors requested changes to the way their representations were summarised and registered. A supplement capturing these changes is provided (Appendix D (i) Supplement to Summaries of Representations).
  - Appendix E Sustainability Appraisal Addendum Supplement – for completeness, an updated screening table of proposed modifications has been added (including the suggested amendment to the North of Cherry Hinton Policy). An update of site assessment summary table to include new or amended sites has been added, as well as a letter from Natural England confirming that they do not consider the Proposed Modifications alter the outcome of the Habitats Directive Assessments which were completed for the Submission Local Plans. Minor amendments to Appendix 1 of Appendix E have been made to clarify the Councils' response on a small number of issues.

### **Next steps**

- 3.19 Once approved, the Councils will submit material to the Planning Inspectors for consideration. It is anticipated that examination sessions will recommence shortly after this information is submitted to the Inspectors.

### **Other Issues – Student Accommodation**

- 3.20 Following submission of the Local Plan for examination in March 2014, issues relating to the provision of student accommodation have been raised. The policy approach in the emerging Local Plan, which allows a wider range of institutions to use student accommodation than the existing Local Plan approach, is proving to be a particular point of concern locally. Furthermore, the Council recently received an appeal decision for 315 - 349 Mill Road, where an appeal was allowed for student accommodation on a housing allocation. Consequently, the Council is commissioning a study to investigate the



levels of demand and supply of student accommodation in Cambridge and its impact on the local housing market.

- 3.21 The outcomes of this study will be reported to Development Plan Scrutiny Sub-Committee along with any proposed modifications. It is likely that consultation relating to any proposed modifications will need to be undertaken. However, officers will take advice on the procedure for taking the issue forward, as appropriate from the Inspectors via the Programme Officer.

## **4. Implications**

### **(a) Financial Implications**

There are no direct financial implications arising from this report. The costs of preparing the local plan has already been budgeted for and included in the budget for 2015-16 and 2016-17.

### **(b) Staffing Implications (if not covered in Consultations Section)**

There are no direct staffing implications arising from this report. The review of the Local Plan has already been included in existing work plans.

### **(c) Equality and Poverty Implications**

There are no direct equal opportunity implications arising from this report. The Local Plan has been subject to an Equalities Impact Assessment, which demonstrates how potential equalities issues have been, and will be addressed.

### **(d) Environmental Implications**

The new Local Plan for Cambridge will assist in the delivery of high quality and sustainable new development along with protecting and enhancing the built and natural environments in the city. While national policy changes have had some impact on the level of ambition that can be included in the plan in relation to the reduction of carbon emissions from new housing developments, wider policies in the plan related to climate change and sustainable development mean that the plan should still overall have a positive climate change impact.

### **(e) Procurement**

There are no direct procurement implications arising from this report.

(f) **Consultation and communication**

The consultation and communication 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 of Best Practice on Consultation and Community Engagement.

(g) **Community Safety**

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

## 5. Background papers

The following background papers were used in the preparation of this report:

- Localism Act 2011:  
<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>
- National Planning Policy Framework 2012:  
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- Cambridge Local Plan 2014: Proposed Submission:  
[https://www.cambridge.gov.uk/public/ldf/draft\\_submission/Full%20Plan/Full%20Draft%20Plan%20with%20title%20pages%20reduced%20size.pdf](https://www.cambridge.gov.uk/public/ldf/draft_submission/Full%20Plan/Full%20Draft%20Plan%20with%20title%20pages%20reduced%20size.pdf)
- South Cambridgeshire Local Plan 2014:  
<https://www.scambs.gov.uk/localplan>

## 6. Appendices

Appendix A	Report on Consultation
Appendix A (i)	Supplement to Report on Consultation
Appendix B	Modifications Schedule to the Cambridge Local Plan (Revised)
Appendix C	Modifications Schedule to the South Cambridgeshire Local Plan (Revised)
Appendix D	Summaries of Representations
Appendix D (i)	Supplement to Summaries of Representations
Appendix E	Supplement to the Sustainability Appraisal Addendum (November 2015) (Revised)
Appendix F	Supplement to Objectively Assessed Housing Need: Further Evidence (November 2015)
Appendix G	Supplement to Cambridge Inner Green Belt Boundary

Appendix H	Study (November 2015) City Deal and the Cambridge and South Cambridgeshire Local Plans
Appendix I	A428 Constraints Report
Appendix J	A10(N) Corridor Constraints Study

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

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