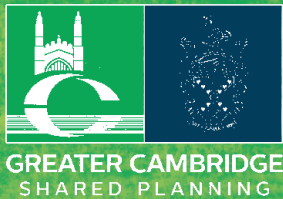


Greater Cambridge Local Plan

Issues and options
23 September 2019



Foreword

This consultation is the first step towards creating a new joint Local Plan for Cambridge and South Cambridgeshire – the Greater Cambridge Local Plan.

This new Local Plan will shape the way we live, work and play in Greater Cambridge over the next 20 years and beyond. As well as the ongoing need to provide for economic growth and jobs, and the homes needed to support them, it comes at a time when we face great challenges in how we respond to climate change. It gives us the opportunity to take a significant step towards becoming a net zero carbon society, and towards our target of doubling biodiversity.

We want you, our communities, to be central to creating our new Local Plan. This consultation sets out the issues we need to consider and some of the big questions we need to answer, and seeks your views to help us solve them. We hope you will all get involved in shaping this important emerging plan for Greater Cambridge.



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Lead Cabinet Member
for Planning
*South Cambridgeshire
District Council*



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Executive Councillor,
Planning and
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Cambridge City Council

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Glossary

Biodiversity net gain

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Business churn

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Carbon footprinting

This is an exercise that establishes the total amount of greenhouse gas emissions released into the atmosphere produced directly or indirectly by human activities. It can be calculated to measure the emissions emitted by products, services, individuals, companies or nations. The standard unit of measurement for carbon footprints is carbon dioxide equivalents (CO2e).

Climate change adaptation

Initiatives and measures to reduce the vulnerability of natural and human systems to actual or predicted climate change effects. This can include measures to reduce the risk of flooding and designing buildings so that they are easier to keep cool in a warmer climate without the need to resort to air conditioning.

Climate change mitigation

Measures to reduce the emissions of greenhouse gases, for example reducing building related emissions through improving levels of insulation, energy efficiency and using renewable energy technologies.

Green Infrastructure

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Grow on

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Natural Capital

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Nature Recovery Network

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Net zero carbon

Net zero carbon means the complete decarbonisation of the economy: emissions cannot exceed zero. In practice, a net zero carbon target means that in addition to phasing out fossil fuels and the role of renewable energy and energy reduction measures, there is also a role for balancing a certain measured amount of carbon released with an amount of carbon offsets, through, for example, tree planting or carbon capture and storage.

Oxford-Cambridge Arc

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Productivity

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Start-up

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Sustainable development

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1

About the plan

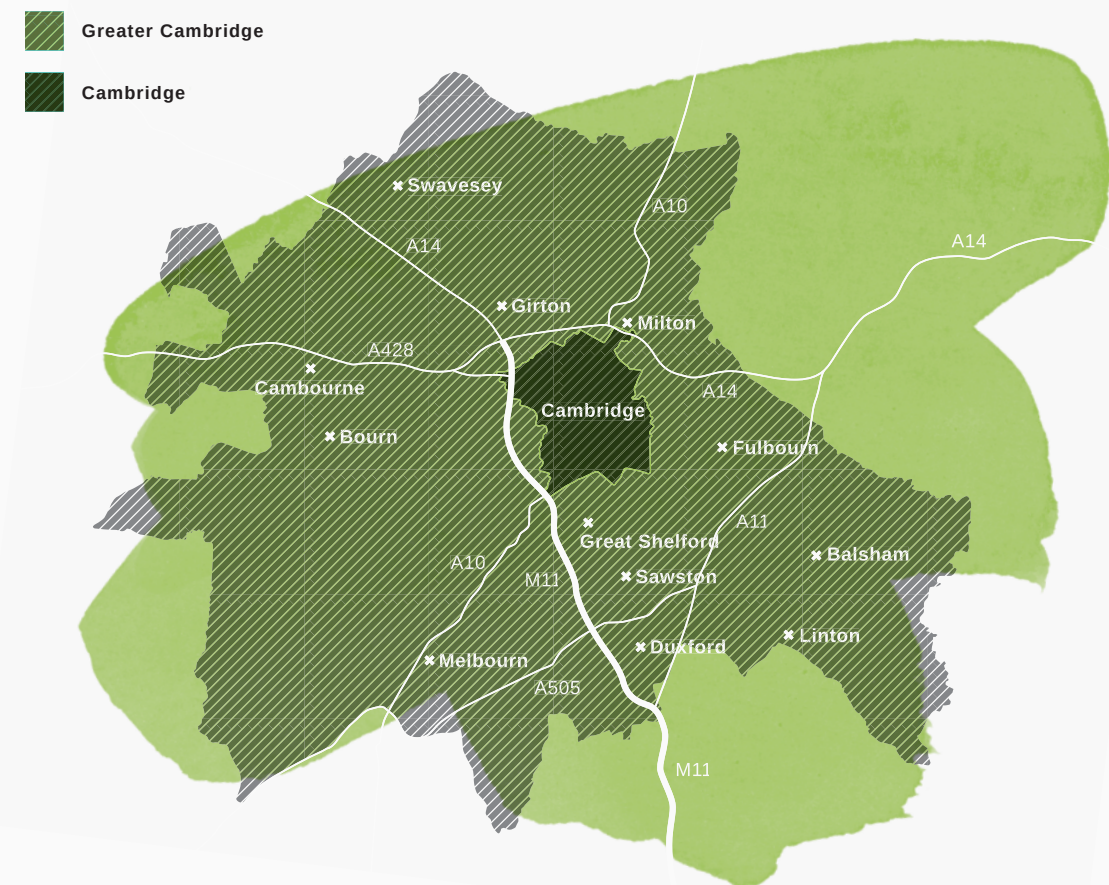
1.1 What is the Greater Cambridge Local Plan?

For the first time, Cambridge City Council and South Cambridgeshire District Council are working together to create a joint Local Plan for the two areas – which we are referring to as Greater Cambridge. This will ensure that there is a consistent approach to planning, and the same planning policies, across both areas.

A Local Plan is a legal document that the Councils are required to have, which sets out the future land use and planning policies for the area over a set time frame. It identifies the need for new homes and jobs, and the services and infrastructure to support them, and guides where this growth should happen. It follows a process set out in national legislation and guidance and is independently tested at a public examination. The planning policies in the Local Plan are used to make decisions on planning applications in the area, alongside national planning policy and other supplementary guidance.

(continued on next page)

Figure 1
Map of Greater
Cambridge



1.1

What is the Greater Cambridge Local Plan? (cont'd)

The material presented here is the first stage towards preparing the new Local Plan, but is not the actual plan. It is intended to begin the conversation about the kind of place we want Greater Cambridge to be in the future, exploring the big themes and spatial choices we have to make. This does not include any firm proposals for land use or policy as this will be done at the next stage in 2020, when we prepare a draft Local Plan informed by the feedback we receive in this consultation.

In legal terms, this material is described as an Issues and Options paper for public consultation, in accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

1.2 Why do we need a local plan?

In the past, Cambridge City Council (CCC) and South Cambridgeshire District Council (SCDC) have produced separate local plans, but with a shared development strategy. This time we intend to prepare a single plan for both of these council areas. We committed to do this when we signed up to the City Deal, which brought in up to £500m from central government towards transport and infrastructure projects in the area, which are now being managed by the Greater Cambridge Partnership.

Both Cambridge City Council and South Cambridgeshire District Council adopted their current Local Plans in 2018. Both include a commitment to an early review of those plans, in particular to update the assessment of housing needs, review the progress of planned developments including new settlements, and consider the needs of caravan dwellers and government changes to the approach to planning for Gypsies and Travellers.

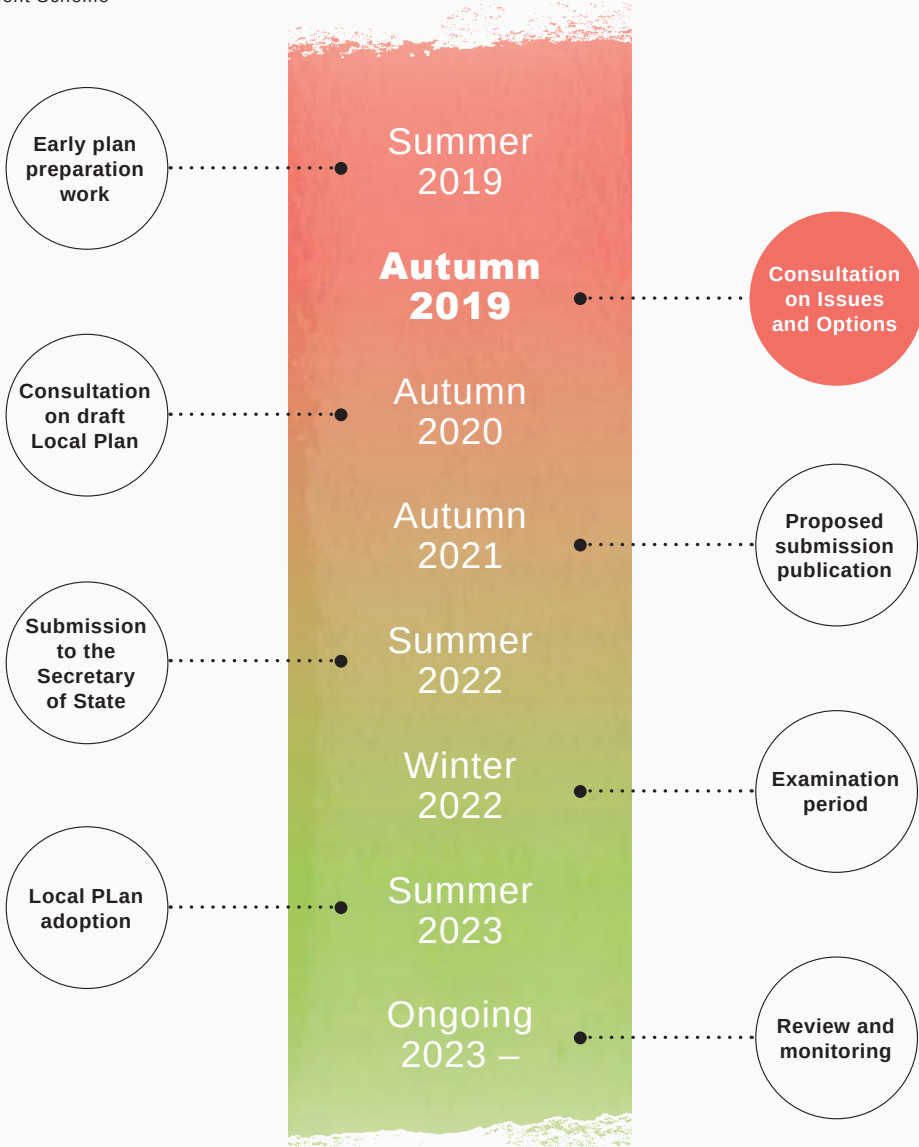
In February 2019 the Government published a revised National Planning Policy Framework (NPPF) which places new requirements on local plan making. This means that the review also needs to ensure the new Local Plan will be in conformity with this latest National Planning Policy.

On adoption the Greater Cambridge Local Plan will replace the South Cambridgeshire Local Plan 2018 and the Cambridge Local Plan 2018.

1.3 How we are developing the plan

The diagram below shows the timetable for preparing the Local Plan, which was agreed in the adopted Greater Cambridge Local Development Scheme 2018. We are at the early stage of the plan preparation, and the Local Plan will be prepared in key stages over a period of around 4 years prior to its examination expected to be in 2022/2023. At each stage we will check that the process is moving forward positively towards a new Local Plan.

Figure 2
Local Plan Timetable
in the Local
Development Scheme

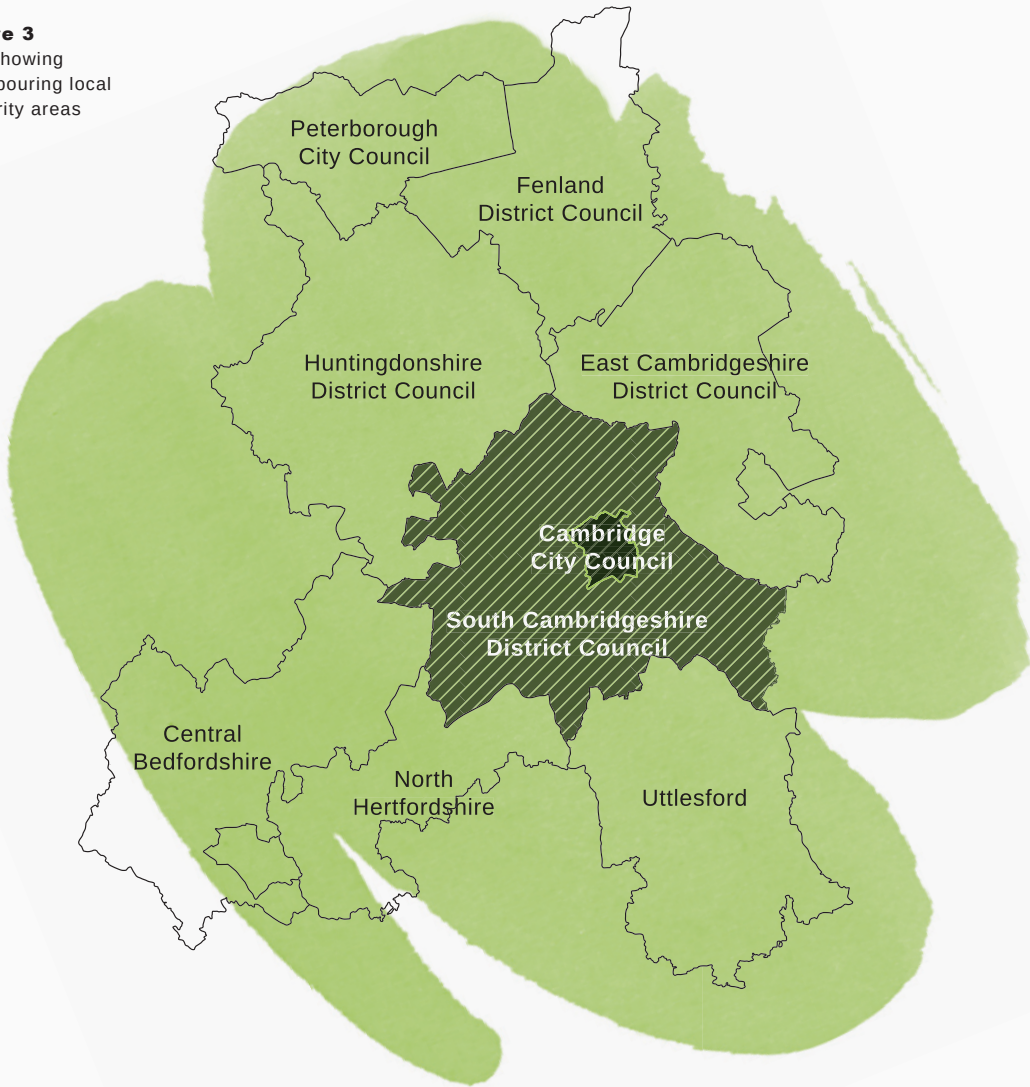


1.5.1
Working with
neighbouring
Councils

In the adopted Local Plans we worked with our neighbours beyond Greater Cambridge on a range of strategic cross-boundary issues, but in particular relied upon the following shared evidence bases:

- + Housing need and distribution, including Gypsy & Traveller accommodation needs
- + Habitats and green infrastructure
- + Carbon offsetting and renewable energy generation
- + Transport

Figure 3
Map showing
neighbouring local
authority areas



1.5.2
Economic
'corridors'

Greater Cambridge forms a key location at the heart of a number of economic corridors:

Oxford-Cambridge Arc

The Government has designated the Oxford-Cambridge Arc a key economic priority, with an ambition for up to one million high-quality new homes across the Arc by 2050, committed to completing an East-West Rail link and an Expressway, and to achieving growth in the Arc while improving the environment for future generations. A report by the National Infrastructure Commission produced a report called Partnering for Prosperity: a new deal for the Cambridge-Milton Keynes-Oxford Arc setting out actions required to continue its success.

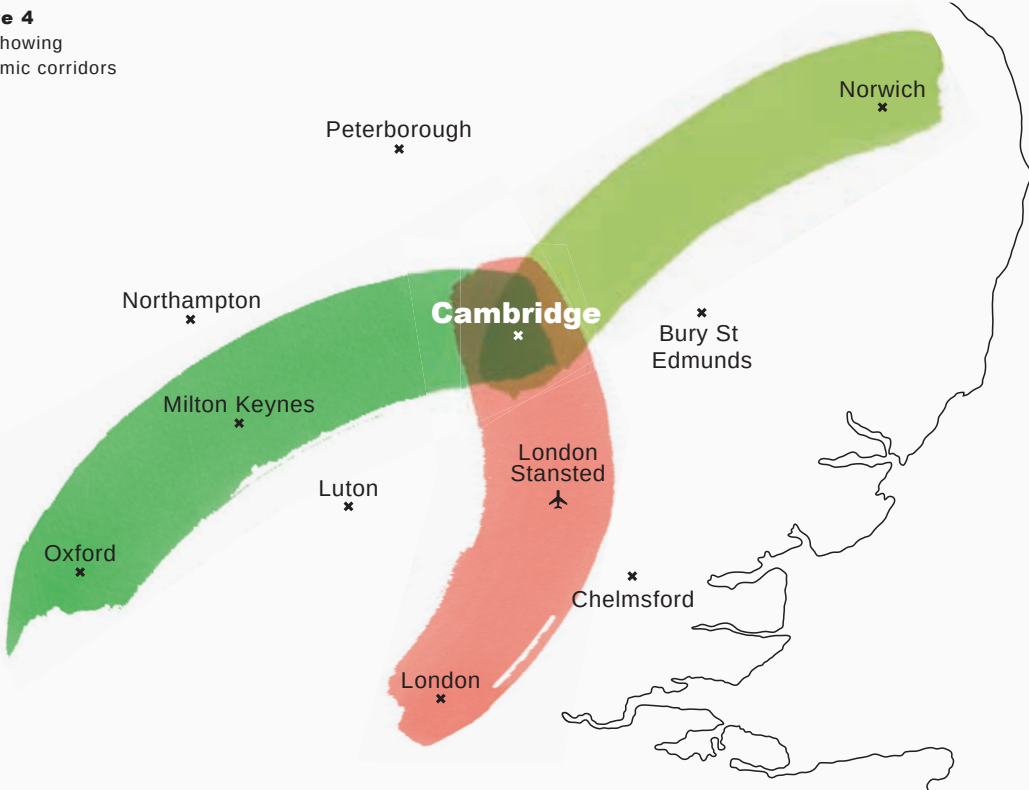
London-Stansted-Cambridge

The UK Innovation Corridor, supported by the London-Stansted-Cambridge-Consortium, recognises the significant economic linkages in this area creating a world class hub of science and innovation. They offer significant opportunities through developing closer economic connections.

Cambridge-Norwich Tech

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Figure 4
Map showing
economic corridors



1.5.3
Working
with the
Combined
Authority

The Combined Authority, founded in March 2017, is made up of representatives from the seven councils in the area (including Cambridge City Council and South Cambridgeshire District Council) and a Business Board. (see fig. 5)

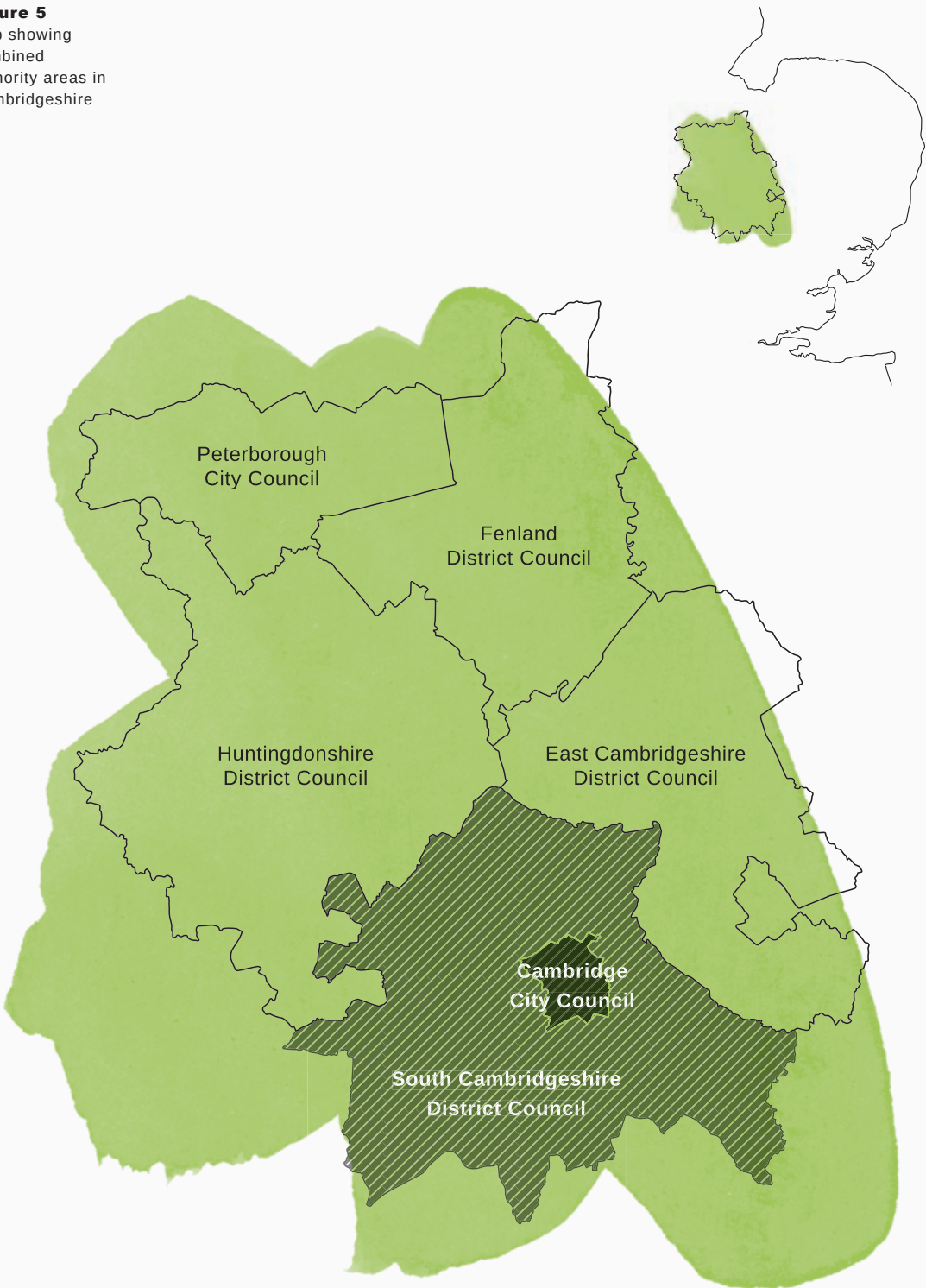
The Combined Authority is led by an elected Mayor; the Leaders of Cambridge and South Cambridgeshire councils sit on the Combined Authority Board. As the Local Transport Authority, the Combined Authority is producing the Local Transport Plan for the area. The Combined Authority also commissioned the Cambridgeshire & Peterborough Independent Economic Review (CPIER), to explore what was needed to create a coherent economic growth strategy for the whole sub-regional economy. This has informed the Local Industrial Strategy, which sets out how Cambridgeshire & Peterborough will maximise the economy's strengths and remove barriers that remain to ensure the economy is fit for tomorrow's world.

The Combined Authority has also preparing a Non Statutory Spatial Framework for Cambridgeshire and Peterborough. Phase 1 of this, reflecting the growth in our existing Local Plans and how the Combined Authority will support implementation, was published in 2018. Phase 2, providing a long-term strategy towards 2050 is being prepared, and an issues document is planned to be subject to public consultation at the end of 2019, potentially overlapping with this consultation. Although the Framework is not a legally binding document, unlike the Local Plan which is legally binding, the aim is that they provide a shared vision for the area, placed in the context of the wider region.

1.3.3
What
happens
next

We also need to work closely with Cambridgeshire County Council on issues relating to its roles, including for example highways management, flooding and schools.

Figure 5
Map showing
combined
authority areas in
Cambridgeshire



2

Involving the community

2.1 Involving communities in shaping the Plan

QUESTION 4.
How do you think we should involve our communities and stakeholders in developing the Plan?

See page 33 for how to respond

The new Local Plan will directly affect the lives of all our communities, and we want to make sure we have an active and honest public conversation about how it should take shape. This means involving all parts of our community - individuals, groups, businesses and stakeholders of all kinds. We are committed to genuinely listening and learning from you all, and ensuring that we explain the plan-making process clearly to you, so you understand how and why decisions are made.

We particularly want to involve groups who usually don't get heard in the planning process – young people, people from diverse backgrounds, people from less prosperous parts of the area, and those who usually find it difficult to get involved for different reasons.

Alongside making this material easily available online and in print, during this stage of the process, we are:

- + Taking a pop-up stand to places around the area – shopping centres, schools, hospitals, community centres and other places where it is easy for people to spend a few minutes finding out more and sharing their views.
- + Using social media and video to encourage young people in particular, to get involved.
- + Holding workshops with different groups in the area
- + Spreading the word via local TV, radio and newspapers
- + Working with activists and leaders from our diverse communities to encourage greater participation

The plan making process involves many stages of consultation as the plan is drafted and refined, and the input we gain from you will be balanced with other forms of evidence that we gather. You can read more about what is planned in our Consultation Statement, which will be updated at each stage of the Plan process. This has been drawn up in accordance with our Statement of Community Involvement 2019.

3

The big themes

3 The big themes

QUESTION 6.
Do you agree with how we have structured the key themes for the Local Plan set out in Figure 7?

QUESTION 7.
Are there other themes or issues we should be considering?

See page 33 for how to respond

Our Local Plan needs to provide a positive vision for the future of Greater Cambridge. The aim is simple: to ensure sustainable development which the needs of the present population without compromising the ability of future generations to meet their own needs.

Achieving this is complex and will require balancing a range of competing priorities and issues. The aim of this ‘big conversation’ with our communities is to understand what you think about these issues, and how they should be balanced. To help with this, we have grouped these questions into some big themes which cross the social, economic and environmental dimensions of sustainability.

We would like to hear your views on whether these are the right themes for the new plan, and how you think they should be prioritised, so that we can use your feedback to help us refine the vision and specifics of the new Plan at the next stage of plan-making.



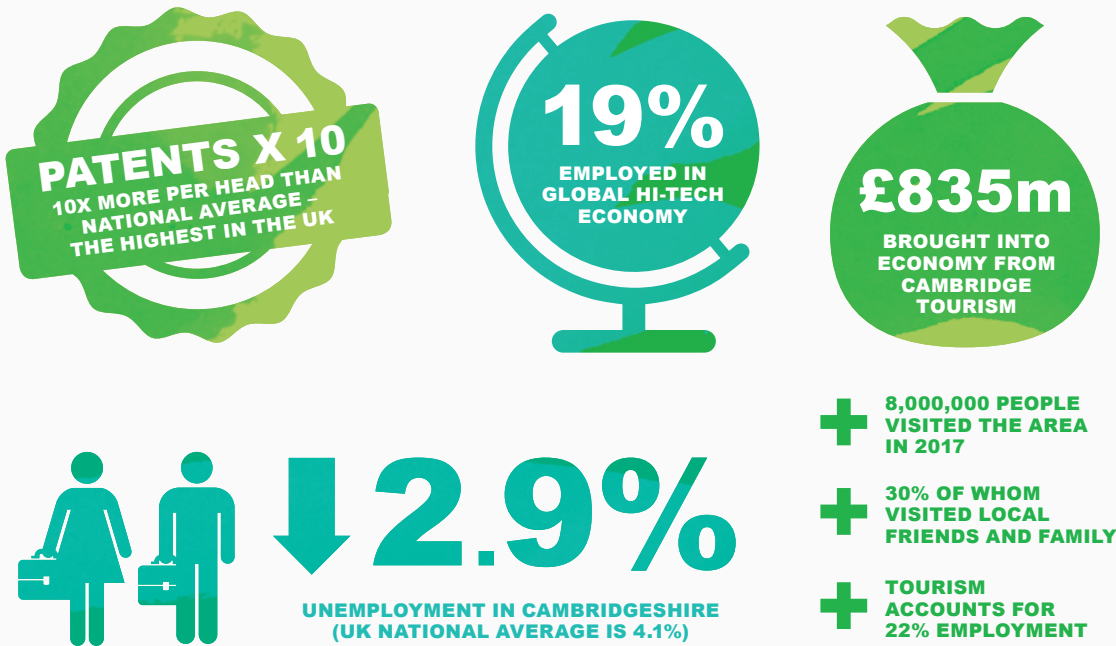
Figure 7
The proposed defining themes of the Local Plan

3.5 Jobs and the economy

The success of the Greater Cambridge economy is of national importance. Greater Cambridge has grown as a centre for high technology employment since the 1970s, and is seen as a world leader in innovation, much of it as a result of ideas coming out of Cambridge University and new companies starting up and expanding.

However, our local economy is not just about technology. Cambridge is a thriving retail, leisure and tourist destination, while industry and agriculture also play an important role and ensure a variety of jobs for local people. It is important that the city centre continues to provide a wide range of uses including shopping, leisure, entertainment, museums, university faculty buildings and colleges, offices and housing. There are also district and local centres in the city, and village centres at a range of scales, which meet more local needs, as well as providing valuable and varied employment. New town centres are also being developed at Northstowe, and soon at the new town north of Waterbeach.

The Councils have committed to a goal of doubling the total economic output of the Cambridgeshire and Peterborough area over 25 years (measured as Gross Value Added – GVA – which here is about the measure of the value of goods and services produced in the area). This target formed part of the devolution



3.5.1 What do we have to do?

National planning policy places significant weight on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Our Local Plan needs to provide a clear economic vision and strategy which positively and proactively encourages sustainable economic growth. This includes identifying sites to meet economic growth needs.

Plans should also support the continued vitality and viability of town centres.

3.5.2 What are we doing already?

The 2018 Cambridgeshire and Peterborough Independent Economic Review (CPIER) provided an important baseline of evidence about the growth in our local economy.

Building on the CPIER, the Government and the Cambridgeshire and Peterborough Combined Authority recently published the Cambridgeshire and Peterborough Local Industrial Strategy. It aims to improve the long-term capacity for growth in Greater Cambridge by supporting the foundations of productivity, increasing sustainability, broadening the base of local economic growth including in the north of Cambridgeshire, and building on the clusters and networks that have enabled Cambridge to become a global leader in innovative growth.

Cambridge City Council and South Cambridgeshire District Council are also preparing a Greater Cambridge Economic Development Action Plan to deliver the priorities set out in the Local Industrial Strategy, as well the Councils' own more local economic ambitions.

The adopted Local Plans have sought to support the continued success of the economy of the Greater Cambridge area. Through the allocation of sites and granting of planning permission there is a large supply (135 hectares) of employment land that continues to be developed. This includes developments in the centre of Cambridge around the Station, and on the edges of Cambridge at the Cambridge Biomedical Campus and West Cambridge. There is also further capacity at a range of sites outside Cambridge, including Babraham Research Campus and Granta Park. New settlements like Northstowe will also include opportunities for employment growth.

Through the North East Cambridge Area Action Plan we are exploring the potential for further development at Cambridge Science Park and the area around the new Cambridge North Station to create an Innovation District, which will include homes, jobs, services and facilities. We consulted on options for this area in early 2019 and will be consulting on a draft plan in early 2020.

3.5.3

What are the key issues?

QUESTION 20. In providing for a range of employment space, are there particular types and locations we should be focusing on?

See page 33 for how to respond

Forecasted jobs growth

The 2018 Cambridgeshire and Peterborough Independent Economic Review (CPIER) identified that our recent employment growth has been faster than anticipated. It considered future scenarios regarding continuation of that growth, including those that achieve the target to double GVA over 25 years.

The next Local Plan needs to identify the number of jobs that should be planned for, so that appropriate sites can be identified, and so that they are accompanied by the homes and infrastructure to support them. . This will be informed by the new research that we are commissioning at the moment, but it is expected that the level of forecast economic growth will be greater than the level that would be supported by the Government’s standard method of calculating new homes. For more detail on what this may mean for housing growth, see the Homes Theme.

Space for businesses to grow

The Local Plan needs to ensure that there is sufficient land for business uses, in the right places and to suit different formats of business..Greater Cambridge firms come in a range of sizes, from start-ups with a few individuals to major firms with hundreds of employees, and the area needs to have the right range of premises to support this. Alongside this, more and more people are working flexibly, and do not need to travel to a specific place of work on a daily basis. We need to consider:

- + Demand for ‘start-up’, incubator and grow-on space as a feature of Greater Cambride’s economy is a high rate of ‘business ‘churn’, with large numbers of firms starting up each year.
- + The increasing popularity of flexible workspace and co-working hubs, providing shared facilities.
- + How new business space can adapt to fast changing working practices which will continue to evolve over the lifetime of a new building..
- + Demand for specialist space, such as for laboratories

Protecting existing businesses and jobs

The protection of existing business space is also a concern of local residents. Industry, such as manufacturing, is an important part of the local economy butthere is pressure from competing higher value land uses, particularly in Cambridge. We will need to consider:

- + How effective our current policies have been, in protecting industrial land from being redeveloped for other uses
- + How to address the gradual loss of employment land in villages
- + Which key existing sites should be specifically safeguarded.



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Middle
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Bottom
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3.5.3

What are the key issues? (cont'd)

Creating a range of jobs

Whilst we are proud of the success of Cambridge's high technology businesses, there are parts of Greater Cambridge where people do not perceive the opportunities as being for them. This includes areas adjoining some of our most successful business parks. Supporting different kinds of business, which create a range of different jobs, is important so that everyone can benefit from economic growth. Through the preparation of the next Local Plan we will explore how we can:

- + Support a range of businesses to be successful in this area, providing a range of job types and at a range of different skills levels
- + Ensure that there is sufficient, and affordable, business space for the supply chain of other firms which support the high technology sector

Where jobs are created

A feature of the Greater Cambridge economy is the range of businesses located at South Cambridgeshire villages, in both small premises and larger business parks. These complement the businesses based in the city and city fringe areas. We will need to consider:

- + Where new business space should be sited, in relation to public transport and residential areas, given we have a highly mobile workforce who tend to move jobs much more frequently than they move house.
- + Whether we should plan for new business space, or flexible co-working space, in secondary neighbourhoods or villages, thereby reducing the need to travel, and supporting our net zero carbon aspirations.



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4

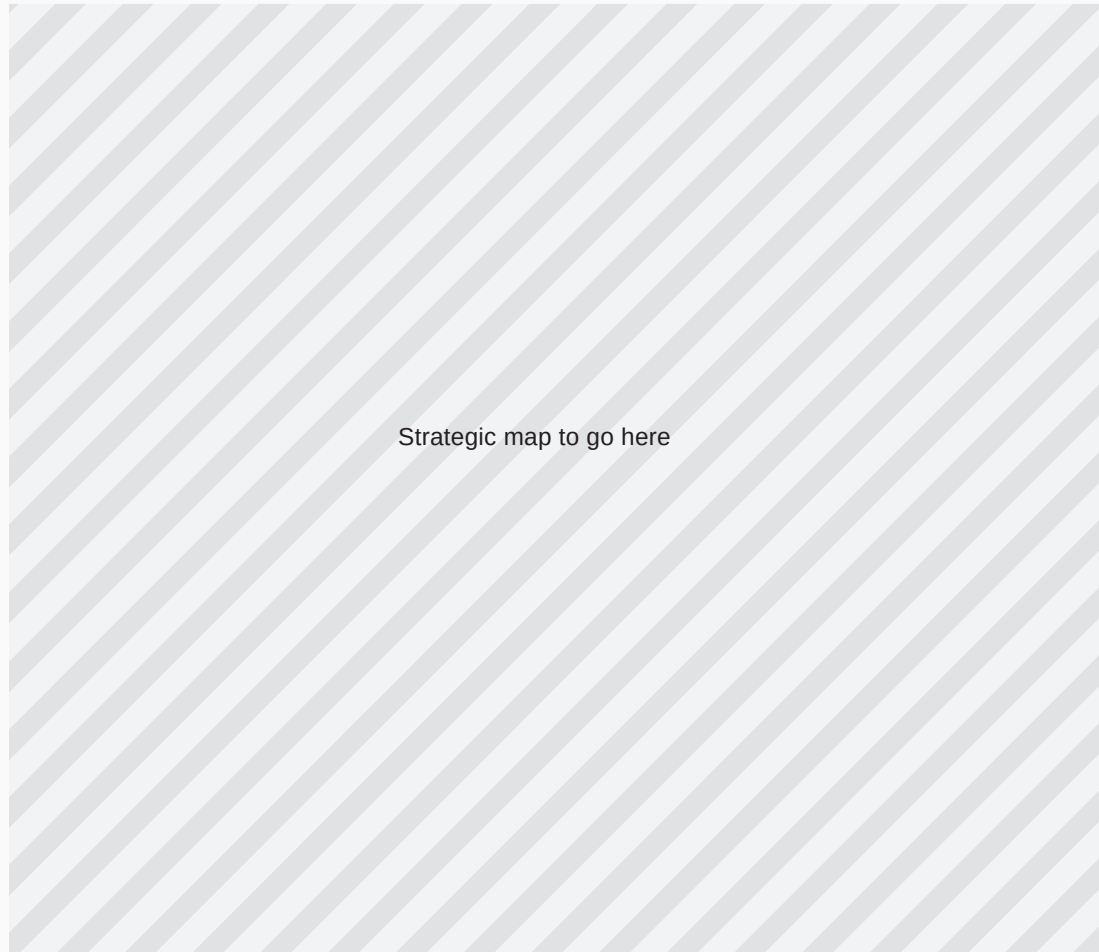
Towards a spatial plan

4.1 Our current spatial approach

Previous plans for the Greater Cambridge area have adopted a development sequence which prioritised development firstly within Cambridge, then on the edge of Cambridge (subject to consideration of the Green Belt), at new settlements close to Cambridge, and at better served villages.

Sites in the adopted Local Plans provide for a significant amount of the future housing and employment needs in Greater Cambridge, both during the current plan period of 2031, but also beyond, as new settlements in particular will continue to be built out over a much longer period. In planning for future growth, we will be adding to the current development strategy.

Figure 17
Existing planned
growth in the
adopted Local
Plans



4.2.3

Edge of Cambridge

This approach would create new homes and jobs on the edge of the City, or smaller extensions to existing neighbourhoods located on the edge of Cambridge.

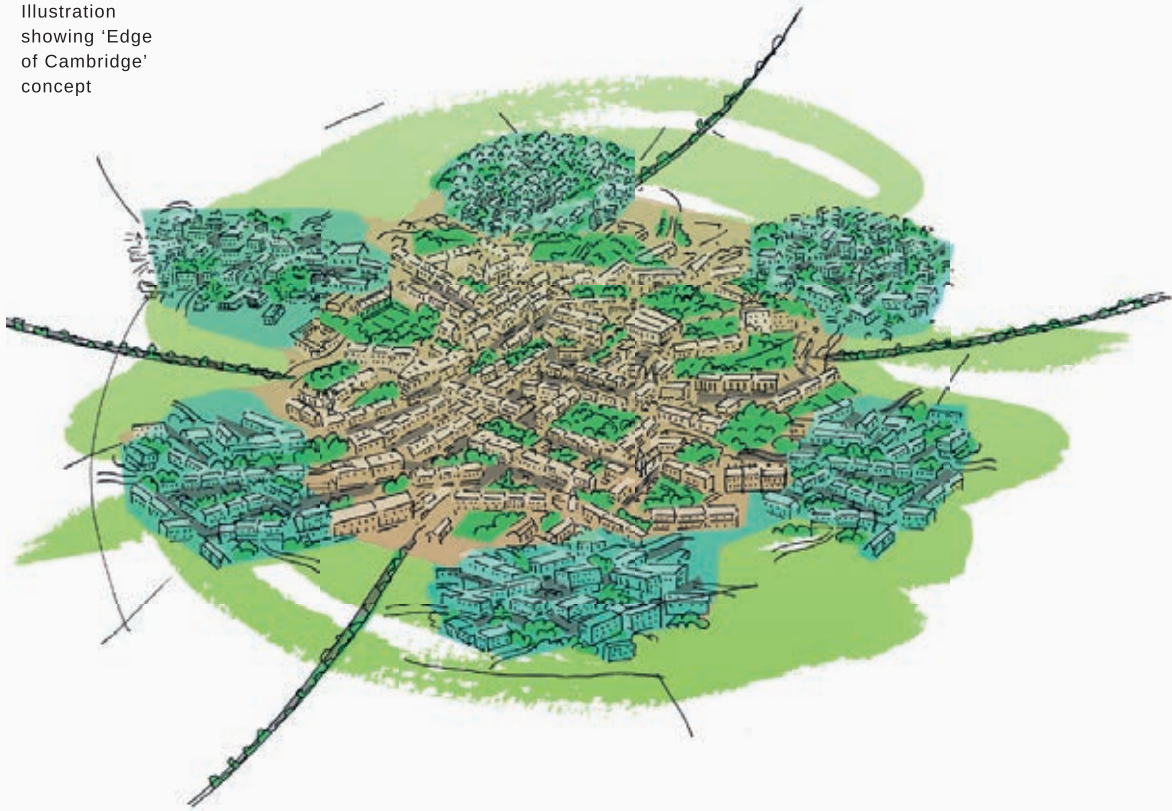
Advantages

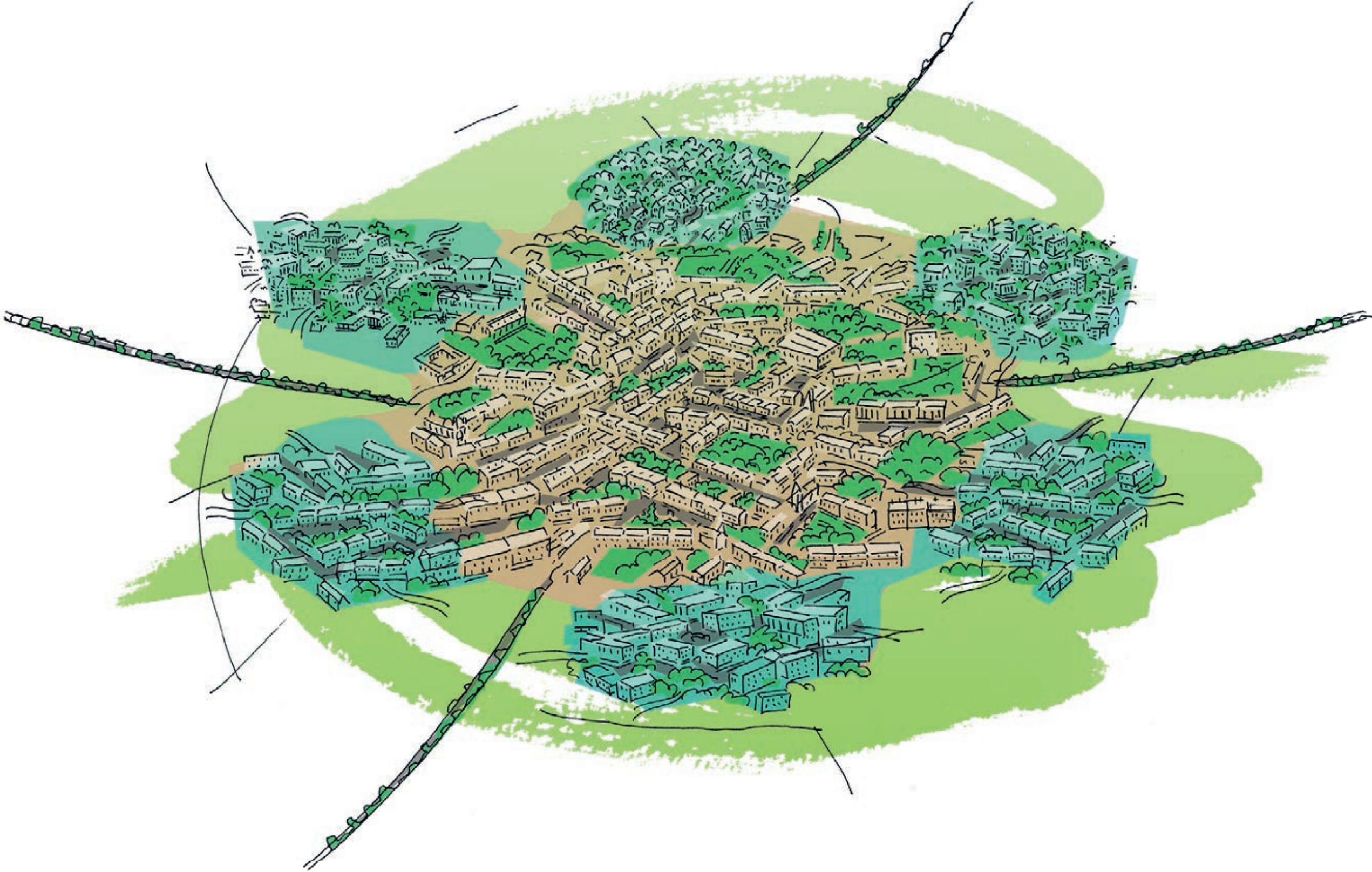
- + benefits from the services and infrastructure at the existing centre, maximising the potential for sustainable transport.
- + large scale urban extensions present the opportunity for new on-site infrastructure, such as schools, local centres and green spaces that can bring benefits to the existing and new community

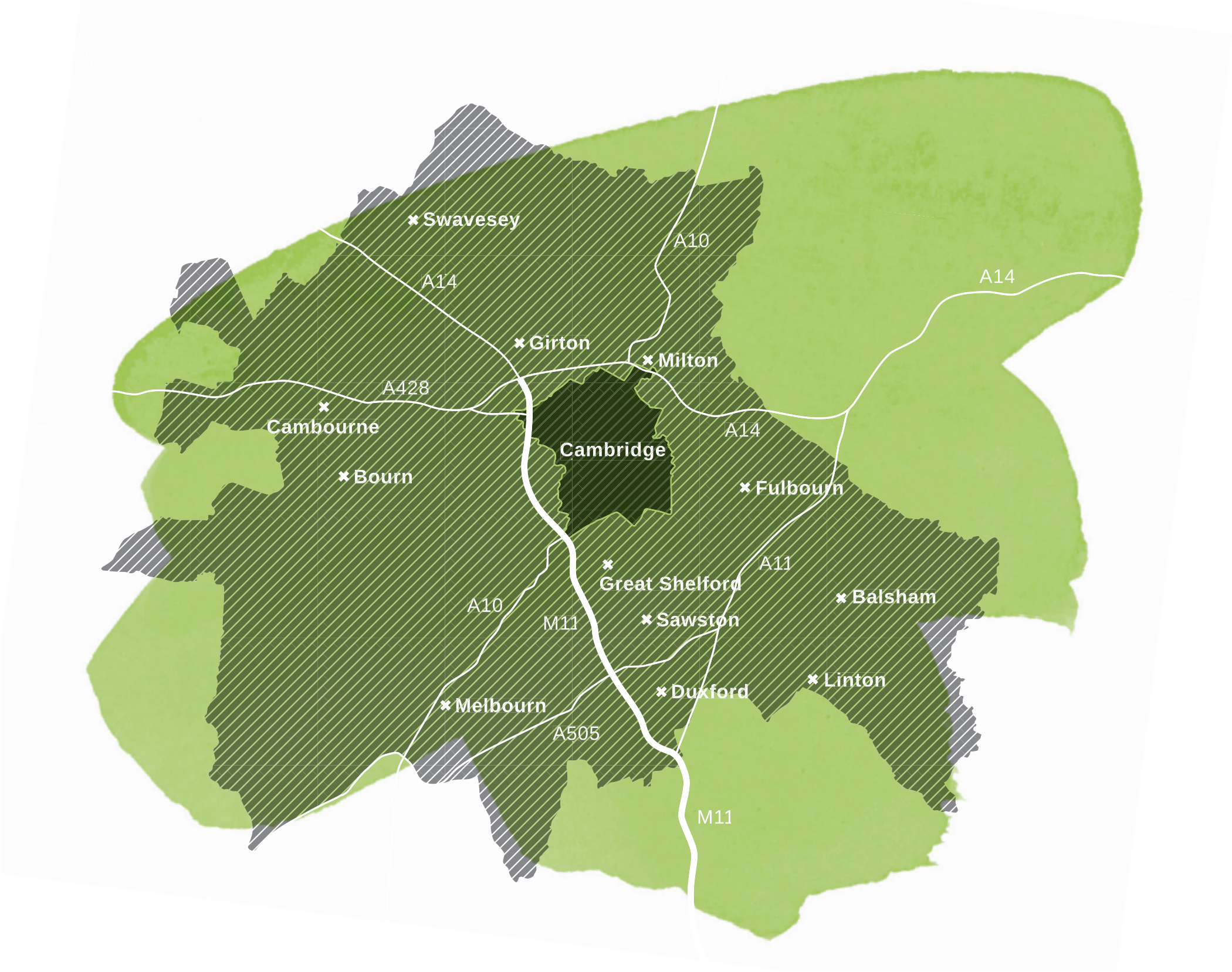
Challenges

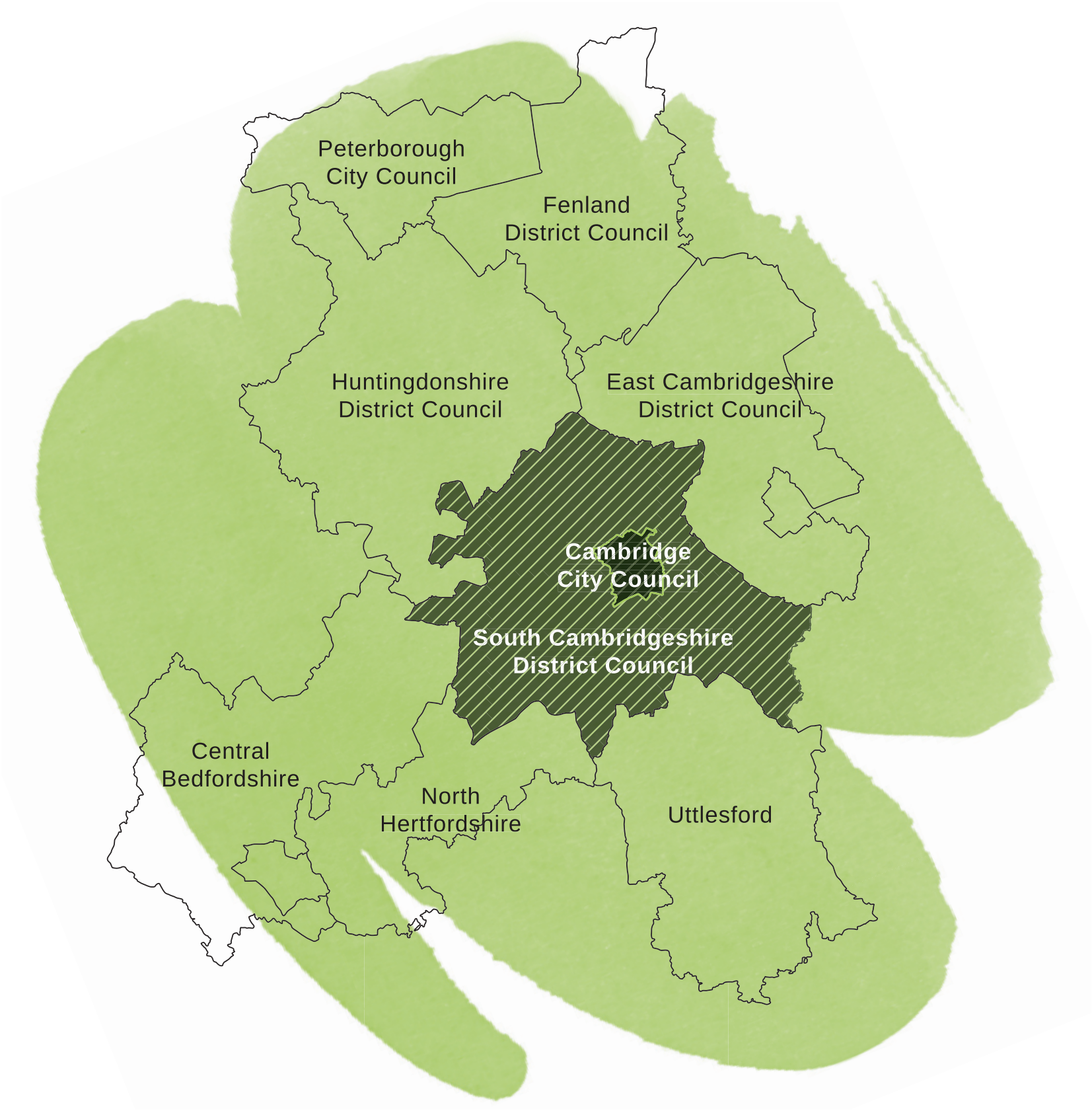
- + Requires the use of greenfield land on the edge of urban areas, which around Cambridge would require the release of Green Belt land, which would be subject to national policy requirement that alternatives have been fully explored.

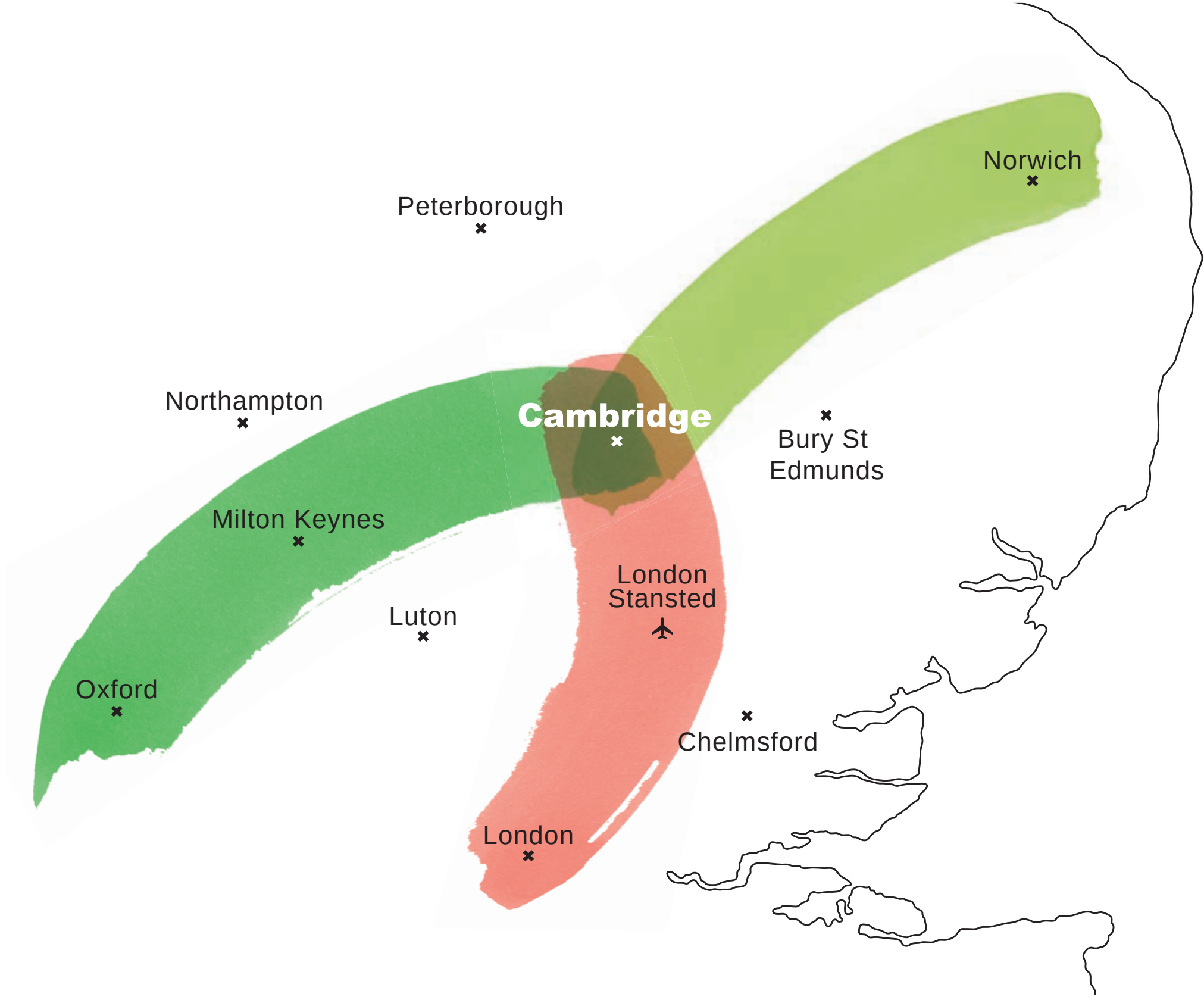
Figure 18
Illustration
showing 'Edge
of Cambridge'
concept

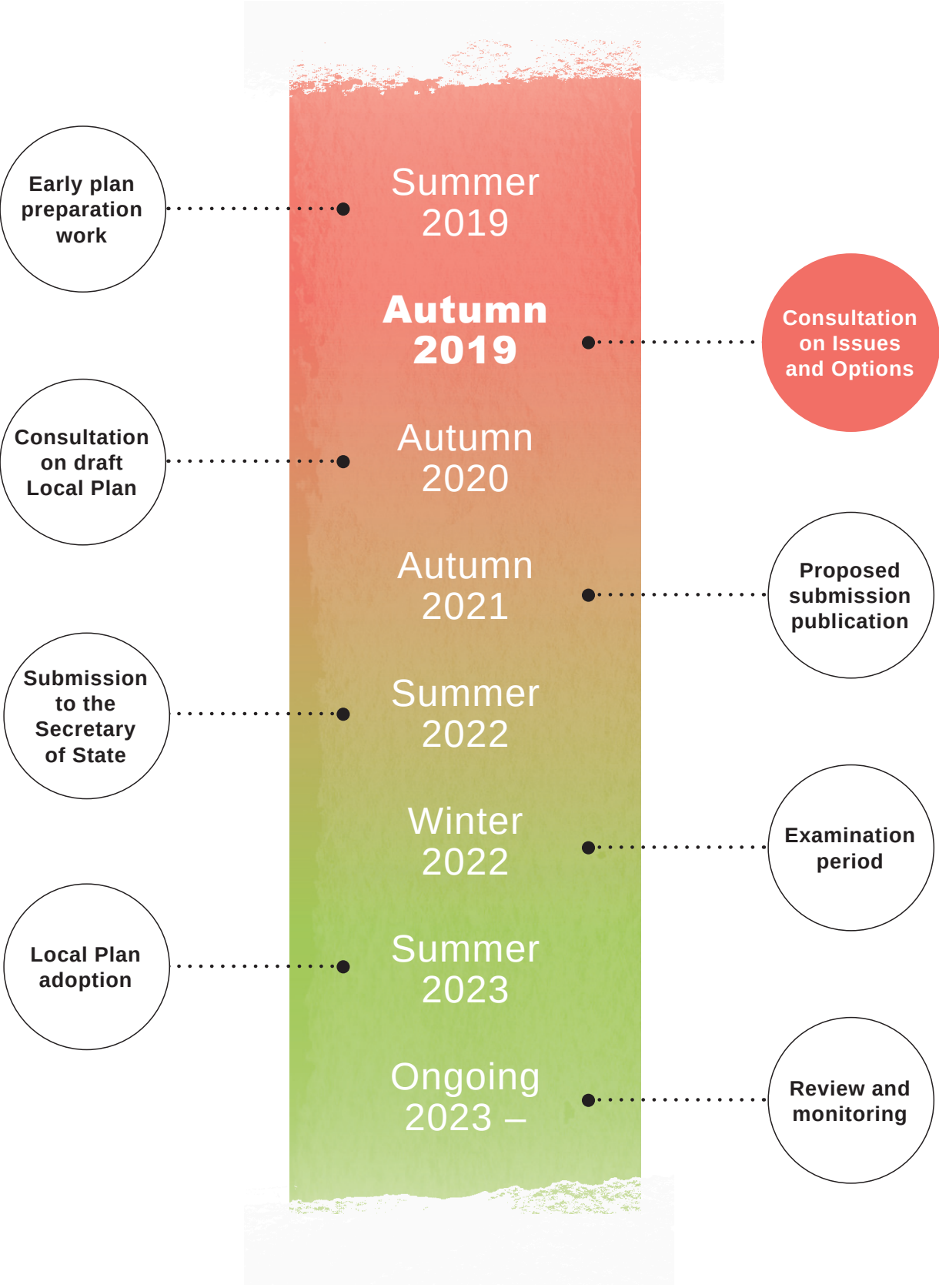




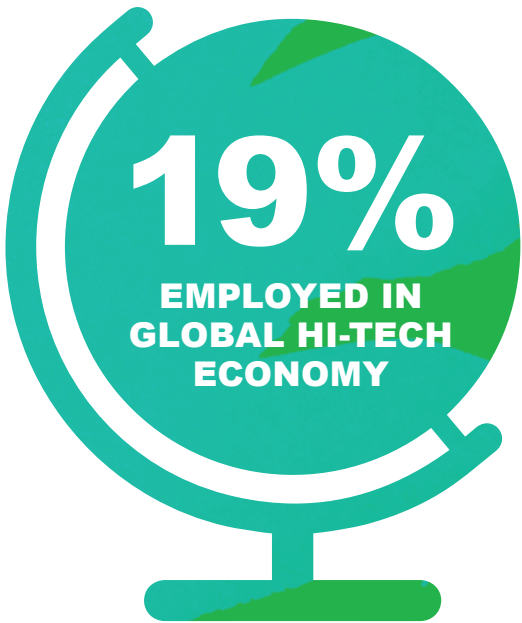












↓ 2.9%

UNEMPLOYMENT IN CAMBRIDGESHIRE
(UK NATIONAL AVERAGE IS 4.1%)



**8,000,000 PEOPLE
VISITED THE AREA
IN 2017**



**30% OF WHOM VISITED
LOCAL FRIENDS AND
FAMILY**



**TOURISM
ACCOUNTS FOR
22% EMPLOYMENT**