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14 September 2018

To: The Leader – Councillor Bridget Smith
Deputy Leader – Councillor Aidan Van de Weyer
Members of the Cabinet – Councillors Bridget Smith, Aidan Van de Weyer,
Neil Gough, Philippa Hart, Dr. Tumi Hawkins, Hazel Smith and John Williams
Quorum: Majority of the Cabinet including the Leader or Deputy Leader

Dear Councillor

You are invited to attend an Extraordinary meeting of **CABINET**, which will be held in the **COUNCIL CHAMBER - SOUTH CAMBS HALL** on **MONDAY, 24 SEPTEMBER 2018** at **9.30 a.m.**

Yours faithfully
Beverly Agass
Chief Executive

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AGENDA

	PAGES
1. Apologies for Absence To receive Apologies for Absence from Cabinet members.	
2. Declarations of Interest	
3. South Cambridgeshire Local Plan - Adoption (Key)	1 - 10

GUIDANCE NOTES FOR VISITORS TO SOUTH CAMBRIDGESHIRE HALL

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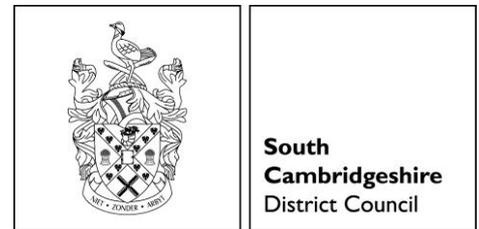
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Agenda Item 3



REPORT TO: Cabinet

24 September 2018

LEAD OFFICER: Stephen Kelly, Joint Director of Planning and Economic Development for Cambridge and South Cambridgeshire

South Cambridgeshire Local Plan - ADOPTION

Purpose

1. The preparation of the new South Cambridgeshire Local Plan has now reached the end of the plan making process. The Inspectors' Report has been received, and subject to incorporating the associated Main Modifications identified by the Inspectors, they conclude that the Local Plan is sound. The Local Plan may now be presented to Council to be adopted as part of the Development Plan.
2. This is a key decision because it is significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the area of the relevant local authority. It was first published in the July 2018 Forward Plan.

Recommendations

3. That Cabinet recommends to Council to:
 1. Note the Inspectors' Report containing the Inspectors' Main Modifications to be made to the submitted South Cambridgeshire Local Plan in order for it to be found sound (Appendix 1); and
 2. Note the schedule of Additional Modifications (Appendix 2) to the submitted South Cambridgeshire Local Plan to make minor updates and corrections; and
 3. Note the Main Modifications to the submitted Policies Map published alongside the Inspectors' Report as a reference document to the examination (Appendix 3)
 4. Adopt the South Cambridgeshire Local Plan 2018, including both Main and Additional Modifications (Appendix 4);
 5. Adopt the South Cambridgeshire Policies Map 2018, including Main Modifications and Additional Modifications (Appendix 5);
 6. Authorise the Joint Director of Planning and Economic Development for Cambridge and South Cambridgeshire, in liaison with the Deputy Leader, to make minor typographical amendments or updates in preparing the final version of the Adopted Local Plan and Policies Map.

Reasons for Recommendations

4. To consider the findings of the Inspectors' Report and make a final decision on the adoption of the South Cambridgeshire Local Plan, in accordance with the Local Development Scheme.

Executive Summary

5. The preparation of the new South Cambridgeshire Local Plan has now reached the end of the plan making process. The Inspectors' Report has been received, and subject to incorporating the associated Main Modifications identified by the Inspectors, they conclude that the Local Plan is sound. The Local Plan may now be presented to Council to be adopted as part of the Development Plan.

Background

6. The National Planning Policy Framework sets out a clear expectation that the planning system should be genuinely plan-led. Local Plans should be positively prepared to deliver sustainable development to meet the needs of the local authority area, being shaped by early, proportionate and effective engagement with a wide variety of stakeholders. The Local Plan sets out policies and proposals to guide future development and set the framework for determining planning applications.
7. Formal preparation of the new South Cambridgeshire Local Plan ("the Local Plan") began in 2011, leading to Issues and Options consultations in 2012 and 2013, and a further specific consultation on a potential new football stadium in Sawston in Spring 2013. Pre-submission Local Plan consultation took place between July and October 2013, aligned with that for the Cambridge Local Plan. The Local Plans both cover the period 2011 to 2031.
8. The South Cambridgeshire Local Plan was submitted to the Secretary of State for Examination on 28 March 2014, as was the Cambridge Local Plan. Lead and Assistant Inspectors were appointed to carry out the Examination of both the South Cambridgeshire and Cambridge Local Plan in parallel, given the interrelationships between the two plans and the joint nature of much of the evidence. Joint and individual hearing sessions commenced from November 2014.
9. In May 2015 the Inspectors wrote to the Councils raising some specific concerns. The Examinations were suspended whilst further work was undertaken on the following subject areas: objectively assessed need for housing, Green Belt, transport, infrastructure delivery, viability and an update to the Councils' Sustainability Appraisal. This further work was duly completed and submitted to the Inspectors in March 2016. During the Examination period a series of Main Modifications were drafted, and these were subject to public consultation in December 2015 – January 2016 and January–February 2018. The Inspectors have considered responses received during these consultation periods, and all other matters raised throughout the Examination period, and reached their conclusions. The Inspectors' Report was published on 3 September 2018 (<https://www.scambs.gov.uk/planning/local-plan-and-neighbourhood-planning/emerging-local-plans-and-guidance/emerging-local-plan/local-plan-examination/local-plan-examination-overview/>), and finds that subject to making the Main Modifications appended to their Report, that the South Cambridgeshire Local Plan is sound and can be adopted.
10. The aligned Examination process for the South Cambridgeshire and Cambridge Local Plans has been unusual in its length, and the Planning Service will be providing constructive feedback to the Planning Inspectorate to help avoid such delays occurring in future. However, despite the extensive delays and the additional evidence that has been requested throughout the process, the overall outcome is positive.

Considerations

Inspector's Report – Overview

11. The Inspectors' Report (Appendix 1) finds the Local Plan sound and considers it an appropriate basis for the planning for the area. The Inspectors' Report is structured to first discuss the statutory requirements of Plan preparation, followed by a discussion of key issues as identified by the Inspectors including where they consider Main Modifications are necessary to ensure the Local Plan is sound. The majority of the modifications were proposed by the Councils during the Examination process with limited additional, amended or deleted modifications made by the Inspectors. The Inspectors have removed a number of Modifications that had been proposed and subject to consultation, on the basis that they did not consider them necessary to make the Plan sound. The Council can make minor amendments and corrections in preparing the final version of the Local Plan for adoption. These are proposed as "Additional Modifications", see also paragraph 29 below (and Appendix 2).
12. The Policies Map illustrates the geographical application of the policies in the adopted development plan. It is not within the Inspectors' remit to recommend Main Modifications to the Policies Map, however some of the Main Modifications now recommended will require consequential change to the Policies Map. These amendments formed part of the modifications that were consulted upon throughout the examination process, and have now been published alongside the Inspectors' Report (Appendix 3).
13. In accordance with the requirements of the Planning and Compulsory Purchase Act 2004 and the Localism Act 2011, the Inspectors found that the Council had engaged constructively, actively and on an ongoing basis to meet the requirements of the Duty to Co-operate. The Local Plan has also been prepared in accordance with the Local Development Scheme and the Statement of Community Involvement.
14. The Inspectors' Report concludes that the Spatial Strategy for Greater Cambridge, which is shared across the South Cambridgeshire and Cambridge Local Plans, is sound. The Inspectors recognise that significant areas of land were taken out of the Green Belt on the edge of Cambridge through previous rounds of plan making that have been carried forward into the new plans and still have significant remaining capacity. They conclude that the Cambridge Green Belt purposes are sound and reflect the importance of Cambridge as a historic city and the particular role of the Green Belt in preserving its setting. Also that the Councils' Inner Green Belt Boundary Study 2015 provides a robust approach to assessing the Green Belt. They conclude that having regard to the degree of protection afforded to the Green Belt in national policy, moving to the third tier of the Sustainable Development Strategy (new settlements) is justified.
15. The Inspectors are satisfied that the objectively assessed housing need identified is acceptable and should be included in the Local Plan. They comment that there is a degree of consensus that the jobs figure is a reasonable figure. They also agreed the figures for Cambridge. The overall housing and jobs numbers included in the Local Plans are therefore as per the table below:

Table 1: Housing and jobs growth 2011 to 2031

	Housing	Jobs
South Cambridgeshire Local Plan	19,500	21,900
Cambridge Local Plan	14,000	22,100
Total	33,500	44,000

16. The Inspectors conclude that the Councils' assessment of housing supply is reasonable and evidenced based. The approach to monitoring the supply of land and delivery of housing units via a joint Housing Trajectory for Cambridge and South Cambridgeshire District has also been endorsed as appropriate, reflecting the delivery of the joint development strategy with greater delivery in Cambridge in the early years and in South Cambridgeshire in the later years, including at the new settlements. The Inspectors confirm that the use of the Liverpool method for calculating housing supply where any early undersupply is made up over the remainder of the plan period (rather than in the following five-year period) is appropriate, also reflecting delivery in the mid or later years of the plan period at new settlements. The Inspectors conclude that the appropriate buffer for five-year supply housing calculations is 20% reflecting past under delivery. They conclude that modifications to the Local Plans are necessary to include the method of calculating five-year supply and they say there is a reasonable prospect that the plan will provide for a five year housing land supply on adoption and that the housing requirement will be met.
17. The Strategic Site allocations contained within Chapter 3 of the new Local Plan are confirmed as appropriate to deliver the broad spatial strategy for Greater Cambridge. This includes further development at the previously identified new settlements at Northstowe and Cambourne West, to be guided by updated policies. Land between Huntingdon Road and Histon Road, Land North of Cherry Hinton will provide sustainable development to help meet identified needs, particularly for new housing. The Cambridge Northern Fringe East area for employment led mixed use development to be focused around the new Cambridge North railway station, and the commitment to the preparation of a Joint Area Action Plan for this area is noted.
18. The Inspectors conclude that the release of land from the Green Belt for an extension to Cambridge Biomedical Campus would have a limited impact on the purposes of the Green Belt which are outweighed by the economic benefits that would arise from allowing the expansion. They also confirm the site at Fulbourn Road East would have a limited impact on the Green Belt which would be outweighed by the benefits of employment development through the expansion of the Peterhouse Technology Park in this sustainable location. However, they do not consider that the Council's proposal to reduce the site to extend only as far as the Yarrow Road roundabout is justified and therefore the allocation reverts to that shown in the submission version of the Local Plan.
19. The Inspectors conclude that no additional sites for development are required in the Cambridge Green Belt.
20. New settlements at Waterbeach and Bourn Airfield are endorsed by the Inspectors as reasonable for allocation within the new Local Plan as follows:
 - Waterbeach New Town – the former barracks site is one of very few substantial areas of previously developed land in South Cambridgeshire and therefore a significant development opportunity. The inclusion of adjoining land is necessary to achieve a settlement of a size which can sustain local services and facilities and make a significant contribution to meeting housing need in the District. An amendment to the site area proposed by the Council in consultation with Historic England is necessary to protect the setting of Denny Abbey. The Inspectors were not persuaded that there are any overriding constraints (e.g. capacity of A10, impact of relocating station, impact on village) that cannot be addressed through the development management

process and further guidance provided by a Supplementary Planning Document (SPD).

- Bourn Airfield New Village – the rural nature of South Cambridgeshire means that, apart from the former barracks at Waterbeach, no other sites have been identified with a greater proportion of previously developed land. There have been fears expressed of coalescence and traffic implications, but there is nothing to indicate that these concerns cannot be satisfactorily addressed through the development management process and further guidance provided by a SPD. There is a reasonable prospect that a satisfactory form of development can be achieved through a design led approach. There is a reasonable prospect that the transport scheme (high quality public transport route between Cambourne and Cambridge) will be completed during the Plan period.

21. In the rural area, housing allocations at Sawston, Histon and Impington, Melbourn, Gamlingay, Willingham and Comberton are found sound. The Inspectors considered that potential allocations in Great Abington, Little Abington and Graveley would be more appropriately made via Neighbourhood Plans and are not included in the Local Plan. The approach to development frameworks is endorsed and a modification confirmed to provide for neighbourhood plans to allocate land outside frameworks.
22. The proposed approach to the provision of affordable housing is generally endorsed (subject to recommended Main Modifications). However, they conclude that the three dwelling threshold for securing affordable housing should be increased to ensure conformity with national policy which has introduced a higher threshold for seeking affordable housing.
23. The submission version of the Local Plan included locally derived space standards, and via Main Modifications, the Inspectors consider that it is appropriate to update these to the Nationally Described Space Standard (NDSS), to ensure that new dwellings are appropriate to meet the needs of modern living. The approach to ensure that open spaces continue to be protected is also supported.
24. The Inspectors conclude that the Plan makes adequate provision for Gypsies and Travellers who have been identified as meeting the current national Planning Policy for Travellers (PPTS) definition, which excludes those who have ceased to travel permanently. However, they say the Council has not yet completed the review required under the Housing Act (as amended) in relation to the needs of people requiring sites on which caravans can be located, which is not limited to those meeting the PPTS definition (in simple terms, this includes Gypsies and Travellers and Travelling Showpeople who no longer travel). They say that this matter should be addressed through an early review of the Plan.
25. In respect of Local Green Space (LGS), over 80 village sites have been afforded LGS status equivalent to Green Belt. The Inspectors' preliminary view was that a number of the sites originally proposed did not meet the requirements of the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG). In response, the Council undertook further work, and concluded some sites no longer warranted LGS status. The work concluded that of the sites not warranting LGS status, 25 sites should return to Protected Village Amenity Areas (PVAA), 43 should be designated as new PVAA sites, and 4 be designated as Important Countryside Frontages. The Inspectors were satisfied that the work was carried out with due rigour. In also taking account of representations, no compelling evidence was found to cause the Inspectors to differ from the conclusions of the Council's analysis.

26. The Inspectors advise that there are a number of issues where the conclusion that the Plans can be found sound depends, to some extent, on an early review of the Local Plans (see paragraph 39). A new policy is included in both the South Cambridgeshire and Cambridge Local Plans that requires that the joint early plan review is commenced by the end of 2019, which reflects the Councils' commitment to prepare a joint local plan as part of the City Deal agreement with Government that led to the setting up of the Greater Cambridge Partnership. The policy says that submission of the new joint Local Plan to the Secretary of State for Examination will take place by the end of Summer 2022.
27. Cambridge City Council has also received its Inspectors' Report, which has also found that the Local Plan is sound, subject to the recommended Main Modifications being made.
28. The Inspectors' Report, including the Main Modifications identified, has had substantial weight as a material consideration in planning decisions since it was published and will continue to do so until the Local Plan is adopted.

Adoption of the South Cambridgeshire Local Plan 2018

29. The publication of the Inspectors' Report marks the end of the examination process and the Council can now move to adopt the Local Plan, including the Main Modifications identified by the Inspectors as necessary to make the Plan sound. A further schedule of Additional Modifications that are minor or factual in nature is included within Appendix 2. There is no further opportunity to introduce new amendments unless they are typographical or otherwise very minor in nature.
30. The draft final version (subject to final proof reading) of the Local Plan is included in Appendix 4. It is recommended that the Joint Director of Planning for Cambridge and South Cambridgeshire is authorised, in liaison with the Deputy Leader, to make any minor amendments necessary to prepare the final version of the Local Plan. Once adopted, the Local Plan becomes part of the Development Plan for South Cambridgeshire as per section 38(6) of the Planning and Compulsory Purchase Act 2004. All decisions on planning applications will be taken in accordance with this new Local Plan unless material considerations indicate otherwise.
31. On adoption of this Local Plan, the statutory development plan for South Cambridgeshire will comprise:
 - (a) South Cambridgeshire Local Plan 2018;
 - (b) Northstowe Area Action Plan 2007 (excluding Policy NS/3(1g), which is replaced by Policy SS/7: Northstowe Extension);
 - (c) Cambridge Southern Fringe Area Action Plan 2008;
 - (d) Cambridge East Area Action Plan 2008 (excluding policies CE/3 and CE/35, which are replaced by Local Plan Policy SS/3: Cambridge East);
 - (e) North West Cambridge Area Action Plan 2009; and
 - (f) Cambridgeshire and Peterborough Minerals and Waste Local Development Framework 2011.
32. The South Cambridgeshire Policies Map will be updated in accordance with the documents listed in paragraph 24 above, taking into account the Main Modifications contained in Appendix 5.

33. Following adoption of the Local Plan, regulations require that an Adoption Statement is prepared “as soon as practicable after adoption, which must then be sent to all those that have requested to be kept informed and the Secretary of State.
34. At all stages of preparation of the Local Plan, the Council has undertaken sustainability appraisal of the documents, in accordance with requirements and proportionate to the level of detail contained within the documents at the stage reached. The preparation of the Local Plan has been integrated with and informed by the preparation of a Sustainability Appraisal (SA), incorporating a Strategic Environmental Assessment (SEA), and Habitats Regulation Assessment (HRA), which are both required by European Directives. A Sustainability Appraisal report and Habitats Regulation Assessment (HRA) Screening has been made available alongside the Local Plan at each stage of public consultation, which assesses each of the policies in the plan both separately and holistically, and also assesses the cumulative impacts of the plan as a whole. Following a European Court judgement which had potential implications for the HRA screening process, a review carried out for the Council concluded that the conclusions of the previous HRA screening reports remain valid. In accordance with regulation 26 of the Town and Country Planning (Local Planning) (England) Regulations 2012, as soon as practicable following adoption of the Local Plan, the final sustainability appraisal report, including an SA adoption statement, will be permanently available for inspection alongside the Local Plan.
35. In parallel with the latter stages of the Local Plan process, but separate from it, the three prescribed consultation bodies – namely Natural England, Historic England and the Environment Agency - have provided formal comments to the Council in respect of the draft SA and HRA Screening reports for the draft Waterbeach Supplementary Planning Document, undertaken by consultants Ramboll. None of the representations made by these consultation bodies during the Local Plan process have raised any objections to the approach taken in, and conclusions of, the Local Plan SA or HRA.
36. Notwithstanding, the Council provided the comments received in respect of these separate processes to Ramboll, the consultants who have undertaken the SA/HRA for the Council throughout the Local Plan process, for their consideration. Ramboll advise that they have reviewed the consultation comments from the statutory bodies on the Waterbeach SPD SA and HRA screening reports and the documents referred to therein (these include representations made by the statutory bodies to planning applications for the development of the new town) and have concluded that the consultee comments do not alter or change their conclusions with regard to the SA/HRA of the Local Plan.
37. With specific regard to Wicken Fen (the subject of the consultation response by Natural England), Ramboll advise that the conclusions of the HRA screening report of the Local Plan were that, due in particular to distance, the management of Wicken Fen and the vulnerabilities of the site, the by the local plan policy, and the parameters contained within that policy, are not likely to have any significant effects Wicken Fen as a European Protected site due to increased visitors or otherwise. They advise that the Natural England comments do not lead them to change the conclusions set out in the HRA screening of the Local Plan either in respect of Wicken Fen or generally. With regard to Wicken Fen and the Cam Washes SSSI and Denny Abbey and related assets (the subject of the consultation letter by Historic England), Ramboll advise that no circumstances have changed in respect of the Local Plan policy, or arising from the consultees correspondence on the SPD, that would lead them to conclude that the conclusions set out in the SA of the Local Plan in respect of

the likely effects of the Local Plan on these sites have altered or changed. It is not considered therefore that the comments made in respect specifically of the screening of the draft Waterbeach SPD alter or change the SA and/or HRA processes for the Local Plan, or the conclusions set out therein.

38. Subject to adoption of the Local Plan by Council, the adoption of previously prepared Supplementary Planning Documents will be considered by Committee later in the Autumn.

Early Review of the Local Plan

39. Both South Cambridgeshire and Cambridge City Councils have committed to an early review of their Local Plans. This will be required to respond to a variety of issues as prescribed by the new policy, including an updated assessment of housing needs, the progress made towards implementation of the spatial strategy for Greater Cambridge (including delivery of new settlements at Waterbeach and Bourn Airfield), and consideration of the needs of people residing in or resorting to the two areas with respect to the provision of sites in which caravans can be stationed. In addition, the Councils will need to respond fully to the newly published National Planning Policy Framework (July 2018) and other issues that may arise as a result of other ongoing strategic or local work on economic, housing, social or environmental matters.

Options

40. To reject the South Cambridgeshire Local Plan – the expectation is that once a Local Plan examination has been completed and found sound, it would be adopted by the Council. To fail to do so would be at odds with the Council's adopted Local Development Scheme and would also leave South Cambridgeshire without an up to date Local Plan, and in turn unable to demonstrate a five year housing land supply, and therefore would be vulnerable to further applications for speculative development. Significant time and resources have been put towards preparing this Local Plan over an extended period. Failure to adopt the Local Plan without sound reasons would lay the Council open to a risk of legal challenge that it has acted unreasonably. There are no grounds that would warrant the Council's consideration of this option.

Implications

41. In the writing of this report, taking into account financial, legal, staffing, risk management, equality and diversity, climate change, community safety and any other key issues, the following implications have been considered: -

Legal

42. All legal requirements and regulations have been complied with in preparing the Local Plan. The Inspectors' Report concludes the plan as sound having regard to the legal requirements set out in section 20(5) of the Planning and Compulsory Purchase Act 2004 and meets the criteria for soundness included in the NPPF. Legislation provides for a six week period in which legal challenge may be lodged, which begins the day after adoption of the plan. A legal challenge may only be made on the basis of a procedural or other legal flaw in the plan making process.

Equality and Diversity

43. An Equalities Impact Assessment has been prepared for the Local Plan and included with the SA.

Climate Change

44. The Local Plan takes account of the implications of the policies included within it on climate change and impacts have been considered through the Sustainability Appraisal undertaken through the plan making process.

Consultation responses

45. None at this final stage of the plan making process. There have been several public consultations during the process and the Inspectors have considered duly made representations as part of the examination process.
46. In accordance with the relevant Regulations, the Council has advised interested parties that the Inspectors' Report has been published. Following adoption of the Local Plan, a further communication will be sent to those requesting to be notified, containing the Adoption Statement.

Effect on Strategic Aims

A. LIVING WELL Support our communities to remain in good health whilst continuing to protect the natural and built environment

47. The conclusion of the Examination process, and recommendation to members to adopt the Local Plan marks a significant step towards enabling the quantity and quality of development that will ensure the most appropriate number of new homes and jobs are provided whilst protecting the most important aspects of the South Cambridgeshire natural and built environment.

B. HOMES FOR OUR FUTURE

Secure the delivery of a wide range of housing to meet the needs of existing and future communities

48. The Local Plan includes policies that will support delivery of new homes to meet identified needs.

C. CONNECTED COMMUNITIES

Work with partners to ensure new transport and digital infrastructure supports and strengthens communities and that our approach to growth sustains prosperity

49. The adoption of the Local Plan will provide a stronger platform from which to deliver new transport and digital infrastructure to support existing and new communities.

D. AN INNOVATIVE AND DYNAMIC ORGANISATION

Adopt a more commercial and business-like approach to ensure we can continue to deliver the best possible services at the lowest possible cost

The completion of this Local Plan process will allow resources to be directed towards the preparation of a new Joint Local Plan for Greater Cambridge, to be delivered by the Shared Planning Service

Background Papers

Where [the Local Authorities \(Executive Arrangements\) \(Meetings and Access to Information\) \(England\) Regulations 2012](#) require documents to be open to inspection by members of the public, they must be available for inspection: -

- (a) at all reasonable hours at the offices of South Cambridgeshire District Council;
- (b) on the Council's website; and
- (c) in the case of documents to be available for inspection pursuant to regulation 15, on payment of a reasonable fee required by the Council by the person seeking to inspect the documents at the offices of South Cambridgeshire District Council.

South Cambridgeshire Local Plan: Proposed Submission 2013
South Cambridgeshire Policies Map Proposed Submission 2013

Appendices

Appendix 1 – South Cambridgeshire Local Plan Inspectors' Report and Appendix
(August 2018)

Appendix 2 – Schedule of Additional Modifications

Appendix 3 – Main Modifications to the Submitted Policies Map 2014

Appendix 4 – South Cambridgeshire Local Plan – Draft for Adoption 2018

Appendix 5 – South Cambridgeshire Policies Map – Draft for Adoption 2018

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