

## Extract of Chapter 2 of Annual Monitoring Report 2014-2015

### 2. Commentary

#### a. Progress against the Local Development Scheme

- 2.1. The adopted **Local Development Scheme** (LDS) at the start of the monitoring period (1 April 2014) was the LDS adopted in February 2014. This LDS set the timetable that the Council was progressing during the monitoring year.
- 2.2. The February 2014 LDS sets out the stages in the preparation of the **Local Plan**, which incorporates a review of the **Core Strategy, Development Control Policies Development Plan Document (DPD)** and **Site Specific Policies DPD**. It also includes the policies and proposals for **Gypsy and Traveller** accommodation as this is no longer to be progressed in a separate DPD.
- 2.3. The February 2014 LDS anticipated that the **Local Plan** would be submitted in Spring 2014, that the examination would be undertaken in Summer / Autumn 2014 and that the Local Plan would be adopted in Spring 2015.
- 2.4. The Council **submitted** its **Local Plan**, alongside the Cambridge Local Plan, to the Secretary of State on 28 March 2014. Miss Laura Graham has been appointed as the lead Inspector to consider both the Cambridge Local Plan and South Cambridgeshire Local Plan. A joint **Pre-Hearing Meeting** was held on 11 September 2014 and joint examination **hearing sessions** were held between November 2014 and April 2015 on strategic issues, including housing and employment needs, development strategy, Green Belt, transport, infrastructure and housing supply.
- 2.5. The Inspectors wrote to the Councils on 20 May 2015<sup>1</sup> in relation to three main issues and invited the Councils to undertake additional work to address those issues before the examinations progressed further. The issues are in relation to:
- 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.
- The Councils agreed to undertake additional work and the examinations were formally suspended until March 2016.
- 2.6. This additional work resulted in a small number of proposed modifications to both the Cambridge Local Plan and South Cambridgeshire Local Plan. The modifications were subject to Sustainability Appraisal. Public consultation is being carried out (jointly with Cambridge City Council) on these modifications between 2 December 2015 and 25 January 2016<sup>2</sup>. The results of the consultation will be considered by the

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<sup>1</sup> Inspectors Initial Conclusions Letter of 20 May 2015:  
<https://www.scambs.gov.uk/sites/default/files/documents/Letter%20from%20Inspectors%20to%20Councils%20-%20Preliminary%20Conclusions%20200515.pdf>

<sup>2</sup> Cambridge and South Cambridgeshire Modifications Consultation:  
<https://www.scambs.gov.uk/localplanmods-dec2015>

- Councils who will decide whether any further modifications need to be made. The Councils will then submit the consultation responses, evidence base documents and proposed modifications to the Inspectors, so they can reopen the examinations.
- 2.7. The suspension of the examination to allow for the further work and public consultation to be undertaken on the proposed modifications means that the Local Plan process is taking longer than originally anticipated. It is anticipated that the examination will be completed in 2016 and the Local Plan adopted in 2017; this revised timetable is set out in an addendum to the LDS agreed in November 2015.
  - 2.8. The February 2014 LDS also sets out the timetable for the preparation of the **Cambridge Northern Fringe East Area Action Plan (AAP), Bourn Airfield New Village AAP and Waterbeach New Town AAP**.
  - 2.9. The **Cambridge Northern Fringe East AAP** is being prepared jointly with Cambridge City Council and the LDS anticipated that public consultation on issues and options would be undertaken in Winter 2014/2015, that consultation on the proposed submission AAP would be undertaken in Autumn 2015, and that the AAP would be submitted to the Secretary of State for examination in Spring 2016. The Councils undertook public consultation on issues and options between December 2014 and February 2015, which is consistent with the LDS. A report setting out the results of the consultation, the proposed way forward to proposed submission, and a revised timetable for the preparation of the AAP was considered by the relevant members of both Councils in November 2015. It is anticipated that public consultation on proposed submission will be undertaken in January - March 2017, and submission to the Secretary of State for examination will be in June 2017; this revised timetable is set out in an addendum to the LDS agreed in November 2015.
  - 2.10. The **Bourn Airfield New Village and Waterbeach New Town AAPs** were scheduled to begin in Winter 2015/16 and Winter 2017/18 respectively. However, the AAPs are dependent upon the outcome of the Local Plan examination, which will not now be known until 2016-17. The promoters of both sites have also advised that they intend to prepare Development Framework Documents for the new settlements to be published in Spring 2016 and to submit planning applications during 2016. These factors may impact on the production of AAPs.
  - 2.11. An addendum to the LDS was approved in July 2015 that sets out the timetable for the preparation of the **Cambridgeshire Flood and Water Supplementary Planning Document (SPD)**. This addendum anticipated that public consultation on the draft SPD would be undertaken in September – October 2015 and that the SPD would be adopted in December 2015 / January 2016. Public consultation on the draft SPD was carried out in September – October 2015, however to enable appropriate consideration to be given to the comments received by all the local authorities, it is now likely that adoption of the SPD will be in Spring 2016.

## **b. Action taken on Duty to Co-operate**

### **Working with Duty to Co-operate Bodies**

- 2.12. South Cambridgeshire District and Cambridge City Councils have engaged constructively, actively and on an ongoing basis during the preparation of the two Local Plans, both with each other and each with the other Duty to Co-operate bodies to maximise the effectiveness of the Local Plan preparation in the context of strategic cross boundary matters. The Councils have worked closely throughout the preparation of joint evidence base documents and their respective Local Plans to prepare complementary plans on similar timescales that together set out a clear development strategy for the Greater Cambridge area.
- 2.13. Joint examination hearings on strategic issues for both plans were held between November 2014 and April 2015. The Inspectors wrote to the Councils on 20 May 2015<sup>3</sup> raising some initial queries relating to objectively assessed need for new housing, the development strategy and conformity with national planning policy, and inviting 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 have been formally suspended until March 2016. The Councils have carried out additional work to address the issues raised by the Inspectors, and have identified a small number of modifications to the Local Plans that arise from the work. A joint public consultation<sup>4</sup> is currently taking place seeking views on the proposed modifications which illustrates the close working relationship that has developed between the two Councils. The consultation runs until 25 January 2016.
- 2.14. The Council produced a **Statement of Compliance with the Duty to Co-operate** in June 2013 setting out how the Council has co-operated with other bodies in preparing the Local Plan. This was updated when the Local Plan was submitted to the Secretary of State in March 2014<sup>5</sup>. This document sets out how the Council has engaged extensively with the prescribed Duty to Co-operate bodies, as appropriate to the Local Plans, throughout the stages of evidence base production and plan-making. This joint working has continued through the first part of the examination process from November 2014 to May 2015 to assist the Council to respond to questions raised in the Inspector's Matters and in support at hearings.
- 2.15. Statements of Common Ground have been agreed with Uttlesford District Council, Hertfordshire District Council and Hertfordshire County Council as part of confirming the Council's compliance with the duty to cooperate for the Local Plan examination process. The Statements of Common Ground agree that the duty to co-operate has been met and that all the districts involved are planning to deliver their full objectively assessed needs within their own administrative boundaries.
- 2.16. A **Statement of Co-operation between the Greater Cambridgeshire Local Nature Partnership and the Cambridgeshire and Peterborough local planning authorities**<sup>6</sup> (April 2013) sets out how the organisations will continue to cooperate.

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<sup>3</sup> Inspectors Initial Conclusions Letter of 20 May 2015:  
<https://www.scambs.gov.uk/sites/default/files/documents/Letter%20from%20Inspectors%20to%20Councils%20-%20Preliminary%20Conclusions%20200515.pdf>

<sup>4</sup> Cambridge and South Cambridgeshire Modifications Consultation:  
<https://www.scambs.gov.uk/localplanmods-dec2015>

<sup>5</sup> Statement of Compliance with Duty to Co-operate (March 2014):  
<https://www.scambs.gov.uk/sites/www.scambs.gov.uk/files/documents/Statement%20of%20Compliance%20with%20Duty%20to%20Cooperate%20March%202014.pdf>

South Cambridgeshire District Council, Anglian Water and the Environment Agency have also produced a **Joint Position Statement on Foul Water and Environmental Capacity**<sup>7</sup> (January 2014) which sets out the current understanding of the waste water treatment issues within South Cambridgeshire and its associated environmental implications.

- 2.17. During the examination process the Council has agreed Statements of Common Ground with a number of different organisations relating to issues raised during the hearings. South Cambridgeshire District Council and Cambridge City Council have agreed a joint statement of common ground with English Heritage relating to the Green Belt<sup>8</sup>.

**Memorandum of Co-operation signed by Cambridgeshire authorities, together with Peterborough City Council**

- 2.18. The Council co-operated with other local authorities in the preparation of the **Strategic Housing Market Assessment 2013 (SHMA)**<sup>9</sup> and other evidence base studies. The **Memorandum of Co-operation**<sup>10</sup> (May 2013) was agreed by all Cambridgeshire local authorities, together with Peterborough City Council, and includes an agreement on the objectively assessed housing needs for each of the districts in the Cambridge Sub-Region Housing Market Area as part of fulfilling the Duty to Co-operate. Building on a strong legacy of joint working between the local authorities, the Memorandum of Co-operation demonstrates that the full objectively assessed needs of the Cambridge Sub Region housing market area identified in the SHMA will be met. The Council committed to meeting its full objectively assessed need within the district. The Council has undertaken further work on the assessment of objectively assessed housing need as part of the further work requested by the Inspectors.
- 2.19. The Memorandum of Co-operation has already been subject to scrutiny through the examinations of the Fenland Local Plan – Core Strategy (adopted May 2014) and the East Cambridgeshire Local Plan. The Fenland Inspector’s Report and East Cambridgeshire Inspector’s Interim Conclusions both conclude that the Memorandum of Co-operation provides clear evidence that co-operation has taken place constructively, actively and on an on-going basis.

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<sup>6</sup> Statement of Co-operation between the Greater Cambridgeshire Local Nature Partnership and the Cambridgeshire and Peterborough local planning authorities:

<https://www.scams.gov.uk/sites/www.scams.gov.uk/files/documents/Greater%20Cambridgeshire%20Local%20Nature%20Partnership%20Statement%20of%20Cooperation.pdf>

<sup>7</sup> Joint Position Statement on Foul Water and Environmental Capacity:

<https://www.scams.gov.uk/sites/www.scams.gov.uk/files/documents/Anglian%20Water%20and%20Environment%20Agency%20Cooperation%20Statement%202014.pdf>

<sup>8</sup> Statement of Common Ground with English Heritage relating to the Green Belt:

[https://www.cambridge.gov.uk/sites/default/files/documents/rd-scg-080\\_0.pdf](https://www.cambridge.gov.uk/sites/default/files/documents/rd-scg-080_0.pdf)

<sup>9</sup> Strategic Housing Market Assessment:

<https://www.cambridge.gov.uk/public/ldf/coredocs/RD-STRAT-090.pdf>

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Memorandum of Co-operation:

<https://www.scams.gov.uk/sites/www.scams.gov.uk/files/documents/Memorandum%20of%20Co-operation%20May%202013.pdf>

- 2.20. The Cambridgeshire authorities, together with Peterborough City Council, have also agreed the **Strategic Spatial Priorities: Addressing the Duty to Co-operate across Cambridgeshire & Peterborough**<sup>11</sup> document that was published in January 2014. This document supplements the Memorandum of Co-operation and provides an overview of strategic spatial issues as they apply to Cambridgeshire and Peterborough as a whole.

### **Memorandum of Understanding**

- 2.21. In September 2014, Cambridge City Council and South Cambridgeshire District Council also agreed a **Memorandum of Understanding on the Greater Cambridge Joint Housing Trajectory**<sup>12</sup>. This confirms the agreement between the two Councils under the duty to co-operate that the housing trajectories for the two areas should be considered together for the purposes of phasing housing delivery, and for calculating five year housing land supply for plan-making and decision-taking. The merits of the Memorandum of Understanding were considered during the examination hearing sessions for Matter 8: Housing Land Supply and Delivery in March 2015. The Councils asked the Inspectors in September 2015 whether they would consider issuing a view on the principle of the joint housing trajectory given the five year housing land supply issues in South Cambridgeshire. The Inspectors have responded that they do not consider it appropriate to reach any conclusions on the principle of the joint housing trajectory in advance of knowing the outcome of the further work that the Councils are undertaking whilst the examinations are suspended.

### **Transport Issues**

- 2.22. Cambridge City Council, South Cambridgeshire District Council and Cambridgeshire County Council have worked together closely on transport issues as they have prepared their Local Plans and a transport strategy for the Greater Cambridge area. South Cambridgeshire District Council responded to a consultation on this strategy in September 2013. The **Cambridge City and South Cambridgeshire Transport Strategy**<sup>13</sup> was adopted in March 2014. It is recognised that there is a close link between planning for growth and development and for transport and accessibility to ensure that growth can be accommodated in the most sustainable way and that people can access the services and facilities they need in an efficient and affordable way.
- 2.23. The Council responded to consultations on the **Cambridgeshire Long Term Transport Strategy**<sup>14</sup> and the revisions to the **Local Transport Plan**<sup>15</sup> in July 2014 recognising the importance of planning for future transport within the county.

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<sup>11</sup> Strategic Spatial Priorities: Addressing the Duty to Co-operate across Cambridgeshire & Peterborough:

<https://www.scambs.gov.uk/sites/www.scambs.gov.uk/files/documents/Strategic%20Spatial%20Priorities%20January%202014.pdf>

<sup>12</sup> Memorandum of Understanding on the Greater Cambridge Joint Housing Trajectory:

[https://www.scambs.gov.uk/sites/www.scambs.gov.uk/files/documents/Memorandum%20of%20Understanding%20-%20Joint%20Housing%20Trajectory\\_0.pdf](https://www.scambs.gov.uk/sites/www.scambs.gov.uk/files/documents/Memorandum%20of%20Understanding%20-%20Joint%20Housing%20Trajectory_0.pdf)

<sup>13</sup> Cambridge City and South Cambridgeshire Transport Strategy:

[http://www.cambridgeshire.gov.uk/info/20006/travel\\_roads\\_and\\_parking/66/transport\\_plans\\_and\\_policies/2](http://www.cambridgeshire.gov.uk/info/20006/travel_roads_and_parking/66/transport_plans_and_policies/2)

- 2.24. The Council has also worked closely with Highways England (formerly the Highways Agency) as the **A14 Cambridge to Huntingdon Scheme** has progressed by formally responding to consultations in February and May 2014. Highways England submitted its Development Consent Order application to the Secretary of State in December 2014 and the Council participated in the examination which was held between May and November 2015. The Examining Authority will publish its report and recommendations to the Secretary of State by February 2016 and the Secretary of State must issue a decision by May 2016.
- 2.25. In the **Road Investment Strategy**<sup>16</sup> the Government announced funding for upgrading the A428 between the Caxton Gibbet and A1 (Black Cat junction) to create an expressway standard link between Cambridge and Oxford. The Council will work closely with Highways England and the Department for Transport to develop the scheme. It is anticipated delivery will be late in the period 2015 to 2020.

### **Working with other Adjacent Local Planning Authorities**

- 2.26. The Council has submitted representations to a number of consultations by neighbouring planning authorities to ensure that joint issues that impact on South Cambridgeshire continue to be considered. These include responding to Central Bedfordshire Council in June 2013 and March 2014, Cambridge City Council in September 2013, East Cambridgeshire District Council in November 2013, Uttlesford District Council in May 2014 and December 2015, and Braintree District Council in May 2014.

### **c. Details of Neighbourhood Development Orders or Neighbourhood Development Plans Made**

- 2.27. There was initially limited interest shown by Parish Councils in preparing a **Neighbourhood Plan**, as the Council had offered them the opportunity to put forward proposals within their area through the Local Plan process as an alternative to the preparation of Neighbourhood Plans. Some Parish Council proposals have as a result been included in the **Local Plan** (submitted in March 2014), or recommended as Major Modifications to it, but only where there has been clear local support. Since the Local Plan was submitted for examination there has been a steady increase in interest from Parish Councils considering preparing Neighbourhood Plans for their areas.

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<sup>14</sup> Cambridgeshire Long Term Transport Strategy:  
[http://www.cambridgeshire.gov.uk/info/20006/travel\\_roads\\_and\\_parking/66/transport\\_plans\\_and\\_policies/5](http://www.cambridgeshire.gov.uk/info/20006/travel_roads_and_parking/66/transport_plans_and_policies/5)

<sup>15</sup> Local Transport Plan:  
[http://www.cambridgeshire.gov.uk/info/20006/travel\\_roads\\_and\\_parking/66/transport\\_plans\\_and\\_policies](http://www.cambridgeshire.gov.uk/info/20006/travel_roads_and_parking/66/transport_plans_and_policies)

<sup>16</sup> Road Investment Strategy:  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/382813/dft-ris-road-investment-strategy.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/382813/dft-ris-road-investment-strategy.pdf)

- 2.28. Before a Neighbourhood Plan can be prepared a **neighbourhood area** must be designated. The Local Development Scheme is either updated or an addendum is published when each Neighbourhood Area is designated. There are currently seven designated neighbourhood areas in South Cambridgeshire:
- **Linton and Hildersham** – these two parishes have joined together to form a single neighbourhood area that was approved in May 2014;
  - **Histon & Impington** – this covers the area of the parish to the north of the A14 and was approved in September 2014;
  - **Gamlingay** – this covers the whole parish and was approved in February 2015;
  - **Waterbeach** – this covers the whole parish and was approved in August 2015 with South Cambridgeshire District Council and Waterbeach Parish Council agreeing a framework as to how they will work together;
  - **Cottenham** – this covers the whole parish and was approved in November 2015;
  - **Foxton** – this covers the whole parish and was approved in November 2015; and
  - **West Wickham** – this covers the whole parish and was approved in November 2015.

These Parish Councils are making progress in their plan-making.

- 2.29. Initial discussions have taken place with an increasing number of other Parish Councils about neighbourhood planning and whether a Neighbourhood Plan would be the right tool for them to achieve the aspirations they have for the future in their villages. Some Parish Councils are considering preparing Neighbourhood Plans jointly with their adjoining parishes as they have common issues and wish to pool their resources. The Council is considering options and resources for providing further support to Parish Councils undertaking Neighbourhood Plans.
- 2.30. The Council's webpages relating to Neighbourhood Planning (accessed from [www.scambs.gov.uk/neighbourhood-planning](http://www.scambs.gov.uk/neighbourhood-planning)) are being expanded to provide clearer information about future consultations, events, and support given by the Council.

#### **d. Information relating to the Collection and Spending of Community Infrastructure Levy Monies**

- 2.31. The Council submitted its Community Infrastructure Levy (CIL) draft Charging Schedule for independent examination on 6 October 2014. Given the close relationship between the proposed rates in the CIL Charging Schedule and the Local Plan, the CIL examination cannot take place until the Local Plan has been examined. Until the Council has an adopted CIL Charging Schedule it cannot collect any CIL monies.
- 2.32. Further details relating to the examination of the Council's CIL draft Charging Schedule are available on the Council's website: <https://www.scambs.gov.uk/content/examination-draft-charging-schedule>.

## e. Monitoring the Local Development Framework policies and Sustainability Appraisal objectives

- 2.33. A complete list of indicators is included in Chapter 3, the data for all indicators is included in Chapters 4 and 5, and the commentary is set out in this chapter. The commentary highlights the key messages from the data collected and identifies any areas where policies are not being implemented.

### Housing

- 2.34. **Housing completions:** The development strategy for South Cambridgeshire is one of supporting the economic success of the Cambridge area through continued jobs growth, with housing provision at a level, and of a quality, to meet objectively assessed needs.
- 2.35. In the last monitoring year, 869 net additional dwellings were completed in South Cambridgeshire; this is 165 dwellings more than the number predicted in the housing trajectory included in the Annual Monitoring Report 2013-2014. This is an increase on the previous six monitoring years, where annual net housing completions were consistently around 600 dwellings reflecting the slowdown in the housing market and that the fringe sites coming forward were building out on the Cambridge side of the administrative boundary. The increase in completions in the last monitoring year is due to the first 29 dwellings in South Cambridgeshire being completed at Trumpington Meadows and an increase in completions: at Cambourne and Orchard Park compared to the preceding years; on the historic rural allocation at Papworth Everard, which is nearing completion; and on large windfall sites such as Station Road, Gamlingay, Long Drove / Beach Road, Cottenham, and the former EDF Energy Depot and Training Centre at Milton.
- 2.36. **Delivering housing requirements:** The housing trajectory identifies predicted annual housing completions from existing and proposed allocations, planning permissions granted or with resolution to grant, and predicted windfalls. The new **Local Plan** (submitted in March 2014) includes in **Policy S/5** that provision is made for 19,000 dwellings in the district during the period 2011 to 2031 to meet the current objectively assessed need. Joint examination hearing sessions with Cambridge City Council were held between November 2014 and April 2015 covering strategic issues, including housing and employment needs. The **Inspectors** wrote to the Councils in May 2015<sup>17</sup> setting out their initial findings and inviting the Councils to undertake additional work, including in relation to objectively assessed need for new housing. The additional work undertaken relating to calculating the objectively assessed need<sup>18</sup> for the district has resulted in the Council concluding that provision should be made for 19,500 dwellings in the district during the plan period from 2011 to 2031. The Council has therefore included a **proposed modification**<sup>19</sup> to **Policy S/5**, which is

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<sup>17</sup> Inspectors Initial Conclusions Letter of 20 May 2015:

<https://www.scambs.gov.uk/sites/default/files/documents/Letter%20from%20Inspectors%20to%20Councils%20-%20Preliminary%20Conclusions%200515.pdf>

<sup>18</sup> Objectively Assessed Housing Need: Further Evidence:

<https://www.scambs.gov.uk/sites/default/files/documents/OAN%20%26%20Market%20Signals%20FINAL%20Nov%202015.pdf>



currently subject to public consultation, to increase the housing requirement from 19,000 dwellings to 19,500 dwellings.

- 2.37. Against the **Local Plan**, the housing trajectory shows that 21,091 dwellings are expected to be delivered, this is 8% (1,591 dwellings) more than the revised requirement and allows flexibility to respond to changing conditions as required in the **National Planning Policy Framework (NPPF)**.
- 2.38. Against the **Core Strategy** (January 2007) which requires 20,000 dwellings to be provided between 1999 and 2016, the housing trajectory shows that 12,577 dwellings are expected to be delivered; this is 37% (7,423 dwellings) below the requirement. As set out above, the new **Local Plan** identifies an up to date housing requirement for 2011-2031 that will provide for the identified objectively assessed needs of the district. The **Strategic Housing Market Assessment 2013**<sup>20</sup> and **Objectively Assessed Housing Need: Further Evidence 2015**<sup>21</sup> make clear that there is no backlog to make up.
- 2.39. **Five year housing land supply:** The Council is currently unable to demonstrate a five year supply of housing land, mainly due to delays in the delivery of strategic sites during the recession, and to the fringe sites building out from the edge of Cambridge and them having only just started to deliver completions in South Cambridgeshire.
- 2.40. There are two methodologies for calculating five year housing land supply. The Liverpool methodology assumes that any shortfall will be made up during the remaining years of the plan period. The Sedgefield methodology requires the whole of any previous shortfall to be made up within the five year assessment period. The **NPPF** requires that a 5% buffer be provided in the five year supply calculation to provide greater confidence that the housing requirement will be delivered. In areas of persistent historic undersupply the buffer should be 20%. The Council's statement to the Matter 8: Housing Land Supply and Delivery hearings addressed the appropriate means of calculating the five year supply<sup>22</sup>.
- 2.41. In response to a number of changes in circumstance<sup>23</sup> since the Local Plan was submitted in March 2014, the Council agreed in September 2014 to a **Memorandum of Understanding on the Greater Cambridge Joint Housing Trajectory** with Cambridge City Council. This memorandum set out the agreement between the two Councils under the duty to co-operate that the housing trajectories for the two areas

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<sup>19</sup> Cambridge and South Cambridgeshire Modifications Consultation Report:  
[https://www.scambs.gov.uk/sites/default/files/final\\_mods\\_consultation\\_document\\_website\\_8.12.15.pdf](https://www.scambs.gov.uk/sites/default/files/final_mods_consultation_document_website_8.12.15.pdf)

<sup>20</sup> Strategic Housing Market Assessment:  
<https://www.cambridge.gov.uk/public/ldf/coredocs/RD-STRAT-090.pdf>

<sup>21</sup> Objectively Assessed Housing Need: Further Evidence:  
<https://www.scambs.gov.uk/sites/default/files/documents/OAN%20%26%20Market%20Signals%20FINA%20Nov%202015.pdf>

<sup>22</sup> Council's statement to the Local Plan examination in relation to Matter 8: Housing Land Supply and Delivery: <https://www.scambs.gov.uk/local-plan-examination-statements-matter-8>

<sup>23</sup> A detailed list of reasons is given in the Council's statement to the Local Plan examination in relation to Matter 1: Legal Requirements (paragraph 34):  
<https://www.scambs.gov.uk/sites/www.scambs.gov.uk/files/documents/Matter%201%20Statement%20OCC%20-%20SCDC.pdf>

should be considered together for the purposes of phasing housing delivery, and for calculating five year housing land supply for plan-making and decision-taking. The Council's statement to Matter 1: Legal Requirements set out proposed modifications to the Local Plan (submitted in March 2014) to give effect to the Memorandum<sup>24</sup>.

- 2.42. The merits of a joint housing trajectory for the Greater Cambridge area were considered at the Matter 8: Housing Land Supply and Delivery hearings. The merits of this approach were not addressed in the initial findings letter from the Inspectors of 20 May 2015<sup>25</sup>. The Councils requested that the Inspectors reconsider issuing a view on the principle of the joint housing trajectory given the five year land supply issues in South Cambridgeshire. The Inspectors have responded that they do not consider it appropriate to reach any conclusions on the principle of the joint housing trajectory in advance of knowing the outcome of the further work that the Councils are undertaking. The Councils remain committed to the **Memorandum of Understanding on the Greater Cambridge Joint Housing Trajectory** and the proposed modifications to the Local Plans to give effect to the joint trajectory have been included in the public consultation being undertaken jointly with Cambridge City Council on Proposed Modifications to the Local Plans.
- 2.43. The **Memorandum of Understanding on the Greater Cambridge Joint Housing Trajectory** and the use of the five year supply calculations for Greater Cambridge will not be relied upon or used in relation to planning decisions and planning appeals until the Inspectors examining the Local Plan have reported on the approach and found it to be 'sound'.
- 2.44. In view of the various ways that five year supply can be calculated, and pending the outcome of consideration at the Local Plan examination, this Annual Monitoring Report shows the results for all ways of calculating the five year land supply for 2015-2020 for both South Cambridgeshire and the Greater Cambridge area. These results are set out in the tables below, and the calculations for the Local Plan are based on the housing requirement of 19,500 dwellings included in the **proposed modification**<sup>26</sup> to **Policy S/5** of the **Local Plan**, which is currently subject to public consultation. When the Greater Cambridge area is considered as a whole, whichever methodology or buffer is used, a five year supply can be demonstrated. This is a logical and appropriate way of delivering sites to meet the combined objectively assessed housing need across the Greater Cambridge area, consistent with the development strategy contained in both submitted Local Plans.
- 2.45. Against the housing requirements in the new South Cambridgeshire **Local Plan** of 19,500 homes between 2011 and 2031, and the housing requirement for Greater

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<sup>24</sup> Council's statement to the Local Plan examination in relation to Matter 1: Legal Requirements: <https://www.scambs.gov.uk/sites/www.scambs.gov.uk/files/documents/Matter%201%20Statement%20OCCC%20-%20SCDC.pdf>

<sup>25</sup> Inspectors initial conclusions letter of 20 May 2015: <https://www.scambs.gov.uk/sites/default/files/documents/Letter%20from%20Inspectors%20to%20Councils%20-%20Preliminary%20Conclusions%20200515.pdf>

<sup>26</sup> Cambridge and South Cambridgeshire Modifications Consultation Report: [https://www.scambs.gov.uk/sites/default/files/final\\_mods\\_consultation\\_document\\_website\\_8.12.15.pdf](https://www.scambs.gov.uk/sites/default/files/final_mods_consultation_document_website_8.12.15.pdf)

Cambridge of 33,500 homes between 2011 and 2031, the Council's five year housing land supply for 2015-2020 is:

'Liverpool' Methodology	South Cambs	Greater Cambridge (City & South Cambs)
Five year supply (with 5%)	5.1	6.4
Five year supply (with 20%)	4.5	5.6

'Sedgefield' Methodology	South Cambs	Greater Cambridge (City & South Cambs)
Five year supply (with 5%)	4.4	5.9
Five year supply (with 20%)	3.9	5.2

- 2.46. Against the housing requirement in the adopted **Core Strategy** of 20,000 homes between 1999 and 2016, the Council's five year housing land supply for 2015-2020 is:

	'Liverpool' Methodology	'Sedgefield' Methodology
Five year supply (with 5%)	2.1	2.1
Five year supply (with 20%)	1.8	1.8

- 2.47. **Gypsy & Traveller pitches:** Four permanent Gypsy & Traveller pitches were completed in the last monitoring year. At 31 March 2015, a further 8 permanent Gypsy & Traveller pitches with planning permission were under construction; 3 permanent Gypsy & Traveller pitches with planning permission had not yet been started; and 4 permanent Travelling Showpeople plots with planning permission had not yet been started.
- 2.48. **Housing completions on previously developed land (PDL):** In the last monitoring year, 31% of dwellings completed were on PDL and the cumulative percentage is still below the target of at least 37% as included in **Core Strategy Policy ST/3**. It had been anticipated that the percentage would increase when the major developments at Northstowe and Cambridge East, which would involve the reuse of PDL, started delivering towards the end of the plan period (which runs up to 2016); however, delays in the major developments as a result of the recession mean this is now unlikely to be achieved. In the last monitoring year, completions at Orchard Park, Cambourne, and the historic rural allocation at Papworth Everard (Summersfield), have contributed to a significant proportion of completions on 'greenfield' sites.
- 2.49. **Housing density:** Over the last 16 years, the average net density of dwellings completed on sites of 9 or more dwellings has fluctuated. It is expected that the

average net density of new housing developments will increase in future monitoring years as the major developments on the edge of Cambridge and Northstowe are implemented with higher housing densities reflecting their urban character. Phase 1 at Trumpington Meadows includes 29 dwellings in South Cambridgeshire and this parcel has a net density of over 70 dph. Over the last 16 years, the completed parcels at Cambourne have achieved an average net density of 30.3 dph. In general, lower densities have been achieved at Lower Cambourne (an early phase in the construction of the settlement), and higher densities have been achieved at Upper Cambourne (a more recent phase that is still being completed). Great Cambourne includes a mixture of densities, with higher densities achieved on parcels located in and around the village centre, where there is good access to services and facilities.

- 2.50. **Affordable housing:** The availability of housing that is affordable to local people is a major issue in the district, especially as median house prices in the district have risen from 4.9 times median earnings in 1999 to 8.0 times median earnings in 2013. In the last monitoring year, 329 new affordable dwellings were completed; this amounts to 36% of all new dwellings completed. This an increase in the number of affordable housing completions compared to the previous six monitoring years. In the last monitoring year, affordable housing has been delivered at the major developments of Cambourne, Orchard Park and Trumpington Meadows, and on large windfall sites at Station Road, Gamlingay, and the former EDF Energy Depot and Training Centre at Milton, as well as on three affordable housing exception sites providing 72 new affordable dwellings to meet identified local need in Cottenham, Horseheath and Orwell.
- 2.51. In the last four monitoring years there has been a fall in the proportion of social rented affordable housing completed. Some of this shortfall has been made up by the provision of 'affordable rent' housing.
- 2.52. In the last monitoring year, only 23% of dwellings permitted on sites of two or more dwellings, where **Development Control Policy HG/3** was applicable, were affordable. This falls below the target of 40% set by the policy and is due to only 20% of dwellings being secured as affordable dwellings on phase 1 of Northstowe and also to there being a change part way through the year from applying the adopted **Development Control Policy HG/3** to applying the new **Policy H/9** in the **Local Plan** (submitted in March 2014) which changes the threshold at which the policy applies to developments of three or more dwellings. The affordable dwellings secured are a mixture of onsite provision and financial contributions that have been converted into notional units that will be provided offsite.
- 2.53. **Housing development by settlement category:** The development strategy for the district was changed by the adoption of the Core Strategy, which focuses the development proposed in a few major developments on the edge of Cambridge and the new town of Northstowe, and provided for more development within the village frameworks of the largest villages. Between 2006 and 2011, this change in development strategy could be seen to be gradually taking effect with an increase in the proportion of completions on the edge of Cambridge and at the Rural Centres, which includes the new settlement of Cambourne, and a decrease in the proportion of completions in the smaller and less sustainable villages.

- 2.54. In the last four monitoring years, less than half of the dwellings completed were in the most sustainable locations on the edge of Cambridge and at Rural Centres. This departure from the adopted development strategy is due to the completion of 297 dwellings at Summersfield, Papworth Everard (a Minor Rural Centre), and the completion of 246 dwellings on a large development to the west of Longstanton (a Group Village). Both of these developments are rural allocations carried forward from previous Local Plans. Completions on the major developments at Orchard Park and Cambourne had also fallen compared to previous years, although in the last monitoring year there has been an increase in completions on these two major developments and the first completions at Trumpington Meadows.
- 2.55. **Housing quality:** All new development will have an impact on its surroundings and the predominantly rural character of the district makes it particularly important that new development is sensitively located and designed to a high quality. The Council has assessed 76 developments completed in the last six monitoring years against the Building for Life (BfL) standard, which is a Government endorsed industry standard for well-designed homes and neighbourhoods. The BfL standard was redesigned in 2012, and is now based on a traffic light system rather than an absolute scoring system. The developments completed in 2014-2015 have been assessed against the new BfL 12 standard.
- 2.56. Of the 12 developments that were completed in the last monitoring year, 4 developments at Cambourne, Longstanton and Trumpington Meadows are eligible to be put forward for 'Built for Life' accreditation as they have scored 9 or more 'greens' out of a possible total of 12 'greens'. The majority of the 12 developments assessed received 'greens' for successfully addressing the following categories:
- Meeting local housing requirements – the development has a mix of housing types and tenures that suit local requirements;
  - Easy to find your way around – the streets are legible, and easy to move through;
  - Connections – developments connect well with their surroundings by reinforcing existing connections or forming new ones;
  - Facilities and services – the developments are located close to community facilities; and
  - External storage and amenity space – the design of the development integrates bin storage, and / or provides convenient and secure cycle and vehicle storage.
- 2.57. The results also show that developments receiving 'ambers' tend not to satisfy the categories relating to:
- Public and private spaces – the definition between the public and private spaces may be unclear, poorly designed or unmanaged;
  - Car parking – resident or visitor parking may be insufficient or not well integrated so that it dominates the streets; and
  - Character – the design of the scheme does not fully create a place with a locally inspired or otherwise distinctive character.
- 2.58. **Accessibility to services and facilities by public transport:** Over the last ten monitoring years, less than 20% of new dwellings completed in each year were within 30 minutes public transport time of all six key services (GP surgery, hospital, primary school, secondary school, employment and major retail centre). This is a reflection of

the rural nature of the district and also the changes in the provision and / or frequency of rural bus services. Almost all new development is located close to the key local services of a GP surgery and primary school. Access to services and facilities is a key objective of the development strategy, and as the already adopted allocations for sustainable major developments on the edge of Cambridge and at the new town of Northstowe are implemented, together with the proposed major sites included in the Local Plan (submitted in March 2014), it is expected that accessibility to services and facilities will increase.

## **Employment and the Economy**

- 2.59. **Delivering jobs requirements:** The **Local Plan** (submitted in March 2014) requires 22,000 additional jobs to be provided between 2011 and 2031 to support the Cambridge Cluster and provide a diverse range of local jobs. Data suggests that between 2011 and 2013 there was a net loss of 5,000 jobs in South Cambridgeshire, of which a large proportion can be attributed to a loss of armed forces jobs. Other sources of jobs data suggest that there has not been such a significant loss of jobs in the district. Indications are that economic conditions have improved since 2012, and the Council will continue to monitor the situation to ensure that it can take action if necessary to deliver the additional jobs required to support the local economy.
- 2.60. **Business floorspace completions:** Business floorspace completions in the five monitoring years from 2009 to 2014 were significantly lower than they were in the early 2000s, although there has been a significant increase in business floorspace completed in the last monitoring year due to the completion of over 21,000 sqm of new floorspace as part of the redevelopment of TWI at Granta Park (Great Abington). This new floorspace replaces nearly 13,000 sqm of floorspace demolished in the previous monitoring year. The continued success of policies supporting research and development, hi tech and biotech industries in the district can be seen in the net increase of over 204,000 sqm of B1b (research & development) use completed between 1999 and 2015, largely at research parks such as Granta Park (Great Abington), Cambridge Research Park (Landbeach) and the Wellcome Institute (Hinxton).
- 2.61. Between 1999 and 2013, there was a significant increase in the proportion of business floorspace completed on PDL. This was followed by a fall to only 40% in the 2013-2014 monitoring year due to the completion of a new storage and distribution warehouse at Papworth Business Park, which is a 'greenfield' allocation on the edge of the village of Papworth Everard. In the last monitoring year, the proportion of business floorspace completed on PDL has increased again due to the completion of new buildings as part of the redevelopment of TWI at Granta Park (Great Abington).
- 2.62. **Supply of business land:** South Cambridgeshire has a large supply of business land with planning permission; at 31 March 2015 this amounted to over 80 ha of net additional land, and of this 44% had detailed planning permission. Significant scale sites with planning permission include:
- land at Babraham Research Campus for research and development uses (9.8 ha);
  - phase 2 and other parcels at Granta Park for research and development uses (13 ha); and

- land at Cambridge Research Park, Landbeach for a mixture of business uses (Use Classes B1, B2 and B8) (9.5 ha).

2.63. **Economy:** Whilst the Cambridge area has withstood the effects of the recession better than some areas, the recession has had an impact on the vitality of the local economy. The district has consistently shown over 80% of the working age population as economically active, even though there are more employed residents in the district than the number of jobs (workplace population). The number of people claiming job seekers allowance doubled in 2009 (from 636 claimants in 2008 to 1,508 claimants in 2009), but there has then been a gradual reduction over the last six years to 556 claimants in February 2015. The number of businesses closing outweighed the number of new businesses opening in 2009 and 2010, however this has now reversed.

### **Climate Change, Resources and the Environment**

- 2.64. **Carbon dioxide emissions and air quality:** A key factor affecting climate change is carbon dioxide emissions and the aim nationally, and indeed internationally, is to reduce levels of emissions of this greenhouse gas. The rate of carbon dioxide emissions per person from domestic sources, for example, through the use of gas and electricity, has shown a small reduction over the last nine years.
- 2.65. Air quality is an issue alongside the A14 and the Council has designated an Air Quality Management Area with the objective of improving conditions in terms of levels of nitrogen dioxide and the particulate PM<sub>10</sub>. There have been gradual improvements in air quality recorded at the Council's automatic monitoring stations alongside the A14 at Bar Hill and Orchard Park, although the reason for this improvement is unclear. It is possible that it is due to a combination of improvements in cleaner vehicle engine technologies and changing meteorological conditions. A new automatic monitoring station at Girton Road was introduced in 2012.
- 2.66. **Household waste and recycling:** Over the last thirteen years there has been a significant increase in the proportion of waste that is recycled and composted in the district. This is the result of the Council's pro-active approach to recycling through the introduction of blue and green bins, which allow the recycling and composting of a significant amount of household waste. In the last monitoring year, 58% of household waste was recycled or composted.
- 2.67. **Renewable and non-renewable resources:** The Council is committed to encouraging and enabling a reduction in the use of fossil fuels and increasing the proportion of energy used that is generated from renewable sources. In recent years, household consumption of gas and electricity in the district has fallen, while the generating potential of renewable energy sources in the district has increased. At 31 March 2015, four wind turbines, four biomass boilers and fourteen schemes for photovoltaic panels including four solar farms that could provide over 120MW of renewable energy at Shingay-cum-Wendy, Melbourn and Great Wilbraham, had planning permission but had not yet been installed.

- 2.68. In the last four monitoring years, over 80% of planning permissions granted for developments greater than 1,000 sqm or 10 dwellings, included renewable energy technologies to provide 10% renewable energy. Although the remaining planning permissions met the thresholds set out in Development Control Policy NE/3, individual circumstances meant that they were not required to meet the policy.
- 2.69. Average water consumption by Cambridge Water Company and Anglian Water customers is gradually falling. There is a general expectation that water consumption will reduce as more efficient devices are installed, more properties are metered, and as customer awareness increases. Anglian Water has run a “Drop 20” campaign that encourages customers to save 20 litres per day and it has carried out many household audits and provided water saving devices. Cambridge Water Company attributes some of the variations to weather conditions. Wetter weather conditions during the summer months tends to result in lower water consumption levels, whereas drier weather conditions in the summer months tends to result in higher water consumption levels.
- 2.70. ***Development in locations of environmental importance:*** Between 2004 and 2015 no new development was completed within, or is considered to adversely affect, nationally or internationally important nature conservation sites. In the last monitoring year, four proposals for development in the Green Belt have been completed that fall within the definition of ‘inappropriate’ in terms of the uses normally acceptable in the Green Belt. Very special circumstances for each of these proposals were considered to outweigh the harm to the Green Belt.
- 2.71. ***Biodiversity:*** There are small areas of our Sites of Special Scientific Interest (SSSIs) that are assessed as ‘unfavourable declining’ or ‘unfavourable no change’, suggesting that their unique biodiversity characteristics are under threat. Natural England is working with landowners to improve the management and therefore condition of these areas of the district’s SSSIs.
- 2.72. The Council has successfully undertaken and / or supported a number of biodiversity conservation projects in the last monitoring year. Examples include: continued working with the Wildlife Trust to deliver the Hoffer Brook restoration project and its maintenance; grant aid for bat surveys for St Denis Church, East Hatley; support for the restoration of a meander of the Bourn Brook in association with the Countryside Restoration Trust; and provision of bird and bat boxes to Council owned properties in Ickleton and to Hatley St George Church.