



Report To: Council
Lead Officer: Director of Planning & New Communities

23 March 2016

SOUTH CAMBRIDGESHIRE LOCAL PLAN

Consideration of Consultation on Proposed Modifications

Purpose

1. To report the results of the consultation on proposed modifications to the Cambridge Local Plan and South Cambridgeshire Local Plan held between 2 December 2015 and 25 January 2016.

Recommendations

2. It is recommended that Full Council:
 - a. agrees the Report on Consultation (Appendix A and the Supplement to Appendix A (i)), the Proposed Modifications to the South Cambridgeshire Local Plan (Appendix C) and the supplement to the Sustainability Appraisal Addendum (Appendix E) be approved for submission to the Inspectors examining the Local Plan;
 - b. agrees that the documents attached to this report as Appendices F to J are noted and submitted as part of the evidence base for the Local Plan;
 - c. agrees that delegated authority be given to the Director of Planning and New Communities to make any subsequent minor amendments and editing changes, in consultation with the Planning Portfolio Holder.

Background

3. The Councils submitted the Cambridge and South Cambridgeshire Local Plans for examination on 28 March 2014. The separate plans were prepared in parallel with joint working throughout the process in recognition of the close functional relationship between the two areas and reflecting the duty to cooperate.
4. Joint examination hearings on strategic issues were held between November 2014 and April 2015 on topics such as: housing and employment needs, development strategy, Green Belt, transport, infrastructure and housing supply.
5. Subsequently, the Inspectors wrote to the Councils on 20 May 2015 in relation to three main issues (objectively assessed need for new housing, overall development strategy and conformity with revisions to National Planning Policy since the Local Plans were submitted for examination) and invited the Councils to undertake additional work to address those issues before the examinations progress further.

The Councils agreed to undertake additional work and the examinations were formally suspended on 28 July 2015 until March 2016.

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

commitment to deliver its infrastructure programme for the benefit of existing and future residents including supporting and securing development identified in the Local Plans through the delivery of key infrastructure schemes. Additional evidence base documents have also been prepared to provide evidence of the deliverability of transport schemes on the A10 and A428 corridors to serve the major new developments proposed in the development strategy. In bringing these considerations together, it is considered that the Councils approach to objectively assessed need for new housing and overall development strategy remains appropriate.

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

South Cambridgeshire Local Plan:

- Provisional Modification to allocate land south of the Cambridge Biomedical Campus (Policy E/1B) is recommended to be deferred, in order to obtain further evidence (PM/SC/8/A). The deferment will also apply to the following proposed modifications insofar as they relate to the proposed allocation on land south of the CBC (PM/SC/2/G, PM/SC/2/O, PM/SC/2/P, PM/SC/3/F, PM/SC/8/B)
- Additional text relating to the Development Strategy and the further work undertaken (PM/SC/2/C(i))
- Correction to the housing number relating to the total housing provision in the Cambridge urban area to read 6828 not 6282 (PM/SC/2/E(i))
- Policy H/8 Housing Mix - additional wording added to sub section (g) in relation to self and custom build houses to reflect that self and custom build is not likely to be practical in high density multi storey flatted developments (PM/SC/7/G(ii)).
- Policy SS/3 Land North of Cherry Hinton – additional wording to state that vehicular access to the site will only be permitted via the new spine road (unless required for emergency access) (PM/SC/3/A) (added after the portfolio holder meeting, see paragraph 19 below).

Cambridge Local Plan:

- Additional text relating to the Development Strategy to reflect the further work undertaken (PM/CC/2/E)
- New modification to include Newbury Farm (0.9ha.) within the GB2 allocation. This extends the line of the eastern boundary down to Babraham Road and is consistent with the finding of the Cambridge Inner Green Belt boundary study (2015) (PM/CC/2/A(i), PM/CC/B/B, PM/CC/Policies Map/B)
- Correction to the housing number relating to the total housing provision in the Cambridge urban area to read 6828 not 6282 (PM/CC/2/I(i))
- Additional text relating to listed buildings and the application of Policy 27 (Sustainable Design and Construction) in order to ensure no harm to heritage assets (PM/CC/4/A(i)).
- Policy 12 Land North of Cherry Hinton– additional wording to state that vehicular access to the site will only be permitted via the new spine road (unless required for emergency access) (PM/CC/3/A) (added after the portfolio holder meeting, see paragraph 19 below).

13. The final proposed modifications to the South Cambridgeshire Local Plan to respond to the Inspectors' letter of 20 May 2015 are contained in Appendix C. The proposed modifications relating to the Cambridge Local Plan are provided for information only at Appendix B. A Supplement to the Sustainability Appraisal Addendum has also been prepared and is set out in Appendix E. Additionally, in some instances, further evidence has been provided to support the proposed modification, or a new/amended proposed modification. This further evidence can be found in Appendices F to J.

Consideration by the Joint Strategic Transport and Spatial Planning Group and Planning Portfolio Holder

14. The Joint Strategic Transport and Spatial Planning Group on 14 March 2016 recommended that the Council agree the officer recommendation. Main issues raised in discussion were:
- Proposed deferment of provisional modification relating to land South of Cambridge Biomedical Campus – There was support for completing the additional work, but queries regarding timescales. Concern expressed that there was not a risk of slowing the overall examination timescales by undertaking the work.
 - Transport – clarification was sought in relation to the Councils' approach to the transport assessment work undertaken last year along with wanting to understand if there was any evidence on the costs of transport schemes associated with sites on the edge of Cambridge as a comparison to new settlements.
 - Development strategy - general comment that the plans are not over reliant on the delivery at new settlements with a substantial amount of overall development planned in and on the edge of Cambridge.
 - Changes to national policy in relation to housing – concern expressed about the implications of the loss of the code for sustainable homes and starter homes.
 - Joint housing trajectory - query about whether the MoU relating to the joint trajectory could be used prior to the Inspector reaching a decision on 5 year land supply given the particular issues being experience in South Cambridgeshire.
 - Overall timescales of the examinations - recognition that the Plans need to be found sound but general concern about wanting to move forward as swiftly and efficiently as possible.
15. Following the Joint Strategic Transport and Spatial Planning Group meeting the report and its appendices were presented to the Council's Planning Portfolio Holder meeting also on 14 March 2016, chaired by the Leader in the absence of the Planning Portfolio Holder. Issues raised by Members attending the meeting included:
- Support for the further work undertaken.
 - Proposed deferment of provisional modification relating to land South of Cambridge Biomedical Campus – comment was made that it was wise to defer a decision to allow further work to undertaken on technical issues, and that it was important to ensure that the work is of a good standard, but that deferment should not have any impact on the timing of the rest of the examination.

- Overall timescales of the examinations - Members were concerned at the length of time the examination is taking and for all efforts to be made to ensure as speedy completion of the examinations as possible, particularly in the context of a lack of five-year housing land supply.
16. The Leader agreed the recommendation that the Report on Consultation, the Proposed Modifications and the supplement to the Sustainability Appraisal Addendum be submitted for consideration by Full Council with a recommendation of approval for submission to the Inspectors examining the Local Plan, along with a number of supporting documents be submitted as part of the evidence base for the Local Plan.
17. Cambridge City Council's Development Plan Scrutiny Sub Committee met later on 14 March. Points raised by Members of the committee included:
- Support for the further work undertaken and the overall development strategy proposed in the Local Plans.
 - Concern expressed about Appendix I: A428 Constraints Report and the relationship with the City Deal work. Officers explained that the Appendix I addresses specific concerns raised by the Inspectors in respect of delivery of infrastructure to support new settlements and is separate from the City Deal work currently being undertaken.
 - Support for the further work proposed in relation to student accommodation Cambridge and for the scope of the work to include wider issues such as the type and affordability of student accommodation along with understanding demand and supply issues.
 - Members sought confirmation that vehicular access to the proposed allocation on land North of Cherry Hinton (allocation R47) would be from Coldham's Lane and Cherry Hinton Road rather than through the existing residential area south of the proposed allocation in Cherry Hinton. Officers confirmed this and agreed to review the proposed modification in order to make sure that this was clear.
 - Concerns was also raised in relation to the masterplanning for the proposed allocation and the relationship with land at north of Coldham's Lane (allocation R41) which has outline planning permission for up to 57 dwellings. Officers agreed to review the supporting text to the policy.
18. The Development Plan Scrutiny Sub Committee and the Executive Councillor for Planning Policy and Transport agreed the recommendations and for the reports to be considered for approval at Full Council on 23 March 2016.
19. Responding to issues raised at the Cambridge Development Plan Scrutiny Sub Committee, an amendment is proposed to proposed modifications PM/CC/3/A and PM/SC/3/A relating to the Land North of Cherry Hinton, to state that vehicular access to the site will only be permitted via the new spine road (unless required for emergency access). A further amendment is proposed to the supporting text (PM/CC/3/C and PM/SC/3/D), adding that the masterplan for Land North of Cherry Hinton will take into account the context of the surrounding area, including the allocation north of Coldhams Lane included in the Cambridge Local Plan. The

proposed amendments were shared with the Leader and Planning Portfolio Holder, who supported the changes.

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

Next steps

22. Provided that the documents are agreed at Full Council, the material will then be submitted to the Inspectors by the end of March for consideration.

Options

23. Council has the following options:
 - a. Agree the Report on Consultation, the Proposed Modifications and the supplement to the Sustainability Appraisal Addendum for submission to the Inspectors; or
 - b. Agree the Report on Consultation, with amendments to the Proposed Modifications and the supplement to the Sustainability Appraisal Addendum for submission to the Inspectors; or
 - c. Not to agree Report on Consultation, the Proposed Modifications and the supplement to the Sustainability Appraisal Addendum for submission to the Inspectors.

Implications

24. 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:

Financial

25. There are no direct financial implications arising from this report.

Legal

26. There are no direct legal implications arising from this report. Input from the planning barrister representing the Council at the Local Plan examination has been sought on the proposed responses to the representations on the proposed Modifications.

Staffing

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

Equality and Diversity

28. The Local Plan has been subject to an Equalities Impact Assessment, which demonstrates how potential equalities issues have been, and will be addressed.

Climate Change

29. The Local Plan supports the delivery of sustainable development and addresses climate change issues consistent with national policy and guidance.

Consultation (including from the Youth Council)

30. The summary of the responses received during the public consultation on proposed modifications to the Cambridge Local Plan and South Cambridgeshire Local Plan is contained in Appendix D of this report.

Effect on Strategic Aims

Aim 1: We will engage with residents, parishes and businesses to ensure we deliver first class services and value for money.

31. Consultation provided the opportunity for all stakeholders in the future of South Cambridgeshire to make representations on the proposed Local Plan modifications including a number of parish council proposals.

Aim 2: We will work with partners to create and sustain opportunities for employment, enterprise and world leading innovation.

32. The plan modifications included a proposed policy to allow the expansion of the Cambridge Biomedical Campus into South Cambridgeshire.

Aim 3: We will ensure that South Cambridgeshire continues to offer an outstanding quality of life for our residents.

33. The Council has a duty to secure sustainable development. This lies at the heart of national planning policy and covers all three aspects of sustainability – economic, social and environment. The proposed modifications have a focus on sustaining and enhancing the qualities of South Cambridgeshire that in national surveys consistently identify the District as one of the best places to live in the UK.

Background Papers

Localism Act 2011:

<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>

National Planning Policy Framework 2012:

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

South Cambridgeshire Local Plan 2014:<https://www.scambs.gov.uk/localplan>

Cambridge Local Plan 2014: Proposed Submission:

https://www.cambridge.gov.uk/public/ldf/draft_submission/Full%20Plan/Full%20Draft%20Plan%20with%20title%20pages%20reduced%20size.pdf

Appendices

Appendix A	Report on Consultation
Appendix A (i)	Supplement to Report on Consultation
Appendix B	Modifications Schedule to the Cambridge Local Plan (Revised)
Appendix C	Modifications Schedule to the South Cambridgeshire Local Plan(Revised)
Appendix D	Summaries of Representations
Appendix D (i)	Supplement to Summaries of Representations
Appendix E	Supplement to the Sustainability Appraisal Addendum (November 2015) (Revised)
Appendix F	Supplement to Objectively Assessed Housing Need: Further Evidence (November 2015)
Appendix G	Supplement to Cambridge Inner Green Belt Boundary Study (November 2015)
Appendix H	City Deal and the Cambridge and South Cambridgeshire Local Plans
Appendix I	A428 Constraints Report
Appendix J	A10(N) Corridor Constraints Study

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