

Appendix 1: Extract of Chapter 2 of the Annual Monitoring Report

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 2015) was the LDS adopted in February 2014. This LDS set the timetable that the Council was progressing during the monitoring year, and has been regularly updated since then.
- 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 2015¹ 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. The additional work undertaken 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 was carried out (jointly with Cambridge City Council) on these

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

modifications between 2 December 2015 and 25 January 2016². The results of the consultation were considered by the Councils and the consultation responses, evidence base documents and proposed modifications were submitted to the Inspectors on 31 March 2016. Joint examination hearing sessions were held in June 2016 on the proposed modifications relating to objectively assessed housing need, the joint housing trajectory and five year housing land supply, and the review of the Green Belt.

- 2.7. Hearings on matters specific to South Cambridgeshire started in November 2016, with hearings related to climate change and promoting successful communities. Further hearings were held in November / December 2016 relating to housing policies and village housing allocations, and are programmed for January – March 2017 relating to delivering high quality places, protecting and enhancing the natural and historic environment, and building a strong and competitive economy. A programme is still awaited for the remaining South Cambridgeshire specific hearing sessions, including strategic sites and the rural settlement hierarchy and village omission sites, and for the remaining joint hearing sessions, including Gypsy & Traveller policies and Green Belt omission sites on the edge of Cambridge, to take place later in 2017.
- 2.8. The Local Plan process is taking longer than originally anticipated and a revised timetable for the preparation of the Local Plan was set out in an addendum to the LDS agreed in November 2015. At that time it was anticipated that the examination would be completed in 2016 and that the Local Plan would be adopted in 2017. The Council is reviewing the LDS and the Planning Portfolio Holder will be asked to consider an updated LDS at his meeting in December 2016. It is now anticipated that the examination hearings will be completed in 2017 and that following modifications consultation, the Local Plan will be adopted in late 2017 / early 2018.
- 2.9. 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**.
- 2.10. The **Cambridge Northern Fringe East AAP** is being prepared jointly with Cambridge City Council and the LDS date 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. A revised timetable for the preparation of the **Cambridge Northern Fringe AAP** was set out in an addendum to the

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

LDS agreed in November 2015. At that time it was 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 programme is currently under review.

- 2.11. 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 were dependent upon the outcome of the Local Plan examination. The Council obtained legal advice regarding the status of the proposed AAPs for both Waterbeach New Town and Bourn Airfield New Village, and this advised that the guidance it intends to produce would be more appropriately prepared as a Supplementary Planning Document (SPD) rather than an AAP. In November 2016, at a meeting of full Council it was agreed that further proposed modifications to Policy SS/5 and SS/6 would be submitted to the Inspector to take account of this legal advice, proposing the production of SPDs instead of AAPs, and also to make other consequential changes to the policy. This change is reflected in an updated LDS.
- 2.12. An addendum to the LDS was approved in July 2015 that sets out the timetable for the preparation of the **Cambridgeshire Flood and Water 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, the adoption of the SPD was delayed. The SPD was endorsed by Cambridgeshire County Council (as Lead Local Flood Authority) in July 2016 and was adopted by South Cambridgeshire District Council on 8 November 2016. The other local planning authorities in Cambridgeshire will be adopting the SPD in due course.

b. Action taken on Duty to Co-operate

Working with Duty to Co-operate Bodies

- 2.13. 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.
- 2.14. 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 2015³ 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 were formally suspended until March 2016. The Councils carried out additional work to address the issues raised by the Inspectors, and identified a small number of modifications to the Local Plans. A joint public consultation⁴ sought views on the Proposed Modifications which illustrated the close working relationship that has developed between the two Councils; this closed on 25 January 2016. The Council submitted its Proposed Modifications to the Inspectors on 31 March 2016⁵. Further joint hearings were subsequently held in June 2016 to consider matters arising from the additional work undertaken by the Councils.

- 2.15. 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 2014⁶. 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.
- 2.16. 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.
- 2.17. A **Statement of Co-operation between the Greater Cambridgeshire Local Nature Partnership and the Cambridgeshire and Peterborough local planning authorities**⁷ (April 2013) sets out how the organisations will

³ Inspectors Initial Conclusions Letter of 20 May 2015:

<https://www.scams.gov.uk/sites/default/files/documents/Letter%20from%20Inspectors%20to%20Councils%20-%20Preliminary%20Conclusions%20200515.pdf>

⁴ Cambridge and South Cambridgeshire Modifications Consultation:

<https://www.scams.gov.uk/localplanmods-dec2015>

⁵ South Cambridgeshire Local Plan Proposed Modifications (March 2016):

<https://www.cambridge.gov.uk/public/ldf/coredocs/RD-MC/rd-mc-150.pdf>

⁶ Statement of Compliance with Duty to Co-operate (March 2014):

<https://www.scams.gov.uk/sites/default/files/documents/Statement%20of%20Compliance%20with%20Duty%20to%20Cooperate%20March%202014.pdf>

⁷ 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/default/files/documents/Greater%20Cambridgeshire%20Local%20Nature%20Partnership%20Statement%20of%20Cooperation.pdf>

continue to cooperate. South Cambridgeshire District Council, Anglian Water and the Environment Agency have also produced a **Joint Position Statement on Foul Water and Environmental Capacity**⁸ (January 2014) which sets out the current understanding of the waste water treatment issues within South Cambridgeshire and its associated environmental implications.

- 2.18. 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 Belt⁹. South Cambridgeshire District Council has also agreed a statement of common ground with the Environment Agency in respect of policies relating to Climate Change¹⁰ and Sport England in respect of policies relating to sports and recreation provision.¹¹

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

- 2.19. The Council co-operated with other local authorities in the preparation of the **Strategic Housing Market Assessment 2013 (SHMA)**¹² and other evidence base studies. The **Memorandum of Co-operation**¹³ (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.
- 2.20. The Memorandum of Co-operation has already been subject to scrutiny through the examinations of the Fenland Local Plan – Core Strategy (adopted

⁸ Joint Position Statement on Foul Water and Environmental Capacity:
<https://www.scamb.gov.uk/sites/default/files/documents/Anglian%20Water%20and%20Environment%20Agency%20Cooperation%20Statement%202014.pdf>

⁹ 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

¹⁰ Statement of Common Ground with the Environment Agency relating to Climate Change policies:
https://www.scamb.gov.uk/sites/default/files/socg_with_env_agency_climate_change_agreed_for_web.pdf

¹¹ Statement of Common Ground with Sport England relating to sports and recreation provision: <https://www.cambridge.gov.uk/public/ldf/coredocs/RD-SCG/rd-scg-480.pdf>

¹² Strategic Housing Market Assessment:
<https://www.cambridge.gov.uk/public/ldf/coredocs/RD-STRAT-090.pdf>

¹³ Memorandum of Co-operation:
<https://www.scamb.gov.uk/sites/default/files/documents/Memorandum%20of%20Co-operation%20May%202013.pdf>

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.

- 2.21. The Cambridgeshire authorities, together with Peterborough City Council, have also agreed the **Strategic Spatial Priorities: Addressing the Duty to Co-operate across Cambridgeshire & Peterborough**¹⁴ 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

- 2.22. In September 2014, Cambridge City Council and South Cambridgeshire District Council also agreed a **Memorandum of Understanding on the Greater Cambridge Joint Housing Trajectory**¹⁵. 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 responded that they did 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 have since undertaken whilst the examinations were suspended. The Councils submitted the results of the additional work to the Inspectors in March 2016, including a small number of Proposed Modifications, and a further joint hearing was held in June 2016 (Matter PM1B: Five Year Housing Land Supply and Proposed Joint Housing Trajectory).

Transport Issues

- 2.23. 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

¹⁴ Strategic Spatial Priorities: Addressing the Duty to Co-operate across Cambridgeshire & Peterborough:

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

¹⁵ Memorandum of Understanding on the Greater Cambridge Joint Housing Trajectory:

https://www.scams.gov.uk/sites/default/files/documents/Memorandum%20of%20Understanding%20-%20Joint%20Housing%20Trajectory_0.pdf

Cambridge City and South Cambridgeshire Transport Strategy¹⁶ 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.

- 2.24. The Council responded to consultations on the **Cambridgeshire Long Term Transport Strategy**¹⁷ and the revisions to the **Local Transport Plan**¹⁸ in July 2014 recognising the importance of planning for future transport within the county.
- 2.25. 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 published its report and recommendations to the Secretary of State in February 2016 and the Secretary of State issued its decision on 11 May 2016¹⁹, giving the go ahead; work will start on constructing the scheme in late 2016 and the road will be open to traffic in 2020.
- 2.26. In the **Road Investment Strategy**²⁰ the Government announced funding for upgrading the A428 between the Caxton Gibbet and A1 (Black Cat junction) as part of 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

- 2.27. 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

¹⁶ Cambridge City and South Cambridgeshire Transport Strategy:
http://www.cambridgeshire.gov.uk/info/20006/travel_roads_and_parking/66/transport_plans_and_policies/2

¹⁷ Cambridgeshire Long Term Transport Strategy:
http://www.cambridgeshire.gov.uk/info/20006/travel_roads_and_parking/66/transport_plans_and_policies/5

¹⁸ Local Transport Plan:
http://www.cambridgeshire.gov.uk/info/20006/travel_roads_and_parking/66/transport_plans_and_policies

¹⁹ Secretary of State for Transport decision on A14 improvement scheme:
<https://infrastructure.planninginspectorate.gov.uk/projects/eastern/a14-cambridge-to-huntingdon-improvement-scheme/?ipcsection=overview>

²⁰ Road Investment Strategy:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/382813/dft-ris-road-investment-strategy.pdf

to Cambridge City Council in September 2013, Central Bedfordshire Council in June 2013, March 2014 and August 2016, East Cambridgeshire District Council in November 2013, May 2014 and March 2016, Uttlesford District Council in May 2014, February 2015 and December 2015, and Braintree District Council in May 2014. A number of duty to cooperate meetings have been held with neighbouring authorities including with Uttlesford and Central Bedfordshire regarding their emerging Local Plan proposals.

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

2.28. 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 Main 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.

2.29. 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 eleven 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;
 - **West Wickham** – this covers the whole parish and was approved in November 2015;
 - **Melbourn** – this covers the whole parish and was approved in May 2016;
 - **Whittlesford** – this covers the whole parish and was approved in August 2016;
 - **Great Abington Former Land Settlement Association Estate** – this covers the former Land Settlement Association estate, which only forms part of the parish of Great Abington and was approved in September 2016; and
 - **Stapleford and Great Shelford** – these two parishes have joined together to form a single neighbourhood area that was approved in November 2016.
- These Parish Councils are making progress in their plan-making.

- 2.30. 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 the way it provides support to Parish Councils undertaking Neighbourhood Plans.
- 2.31. The Council's webpages relating to Neighbourhood Planning (accessed from www.scambs.gov.uk/services/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

- 2.32. 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.
- 2.33. Further details relating to the examination of the Council's CIL draft Charging Schedule are available on the Council's website:
www.scambs.gov.uk/content/examination-draft-charging-schedule.

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

- 2.34. 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

- 2.35. **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.
- 2.36. In the last monitoring year, 671 net additional dwellings were completed in South Cambridgeshire; this is 86 dwellings more than the number predicted in the housing trajectory included in the Annual Monitoring Report 2014-2015.

This is a decrease compared to the previous monitoring year but is comparable to the preceding 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 return to a lower level of completions in the last monitoring year is due to only 2 dwellings in South Cambridgeshire being completed at Trumpington Meadows and a decrease in completions at Cambourne and Orchard Park compared to the preceding years.

- 2.37. **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 2015²¹ 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 need²² 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. In March 2016, the Council therefore submitted a **proposed modification**²³ to **Policy S/5** to increase the housing requirement from 19,000 dwellings to 19,500 dwellings.
- 2.38. Against the **Local Plan**, the housing trajectory shows that 22,216 dwellings are expected to be delivered, this is 13.9% (2,716 dwellings) more than the revised requirement and allows flexibility to respond to changing conditions as required in the **National Planning Policy Framework (NPPF)**.
- 2.39. Against the **Core Strategy** (January 2007) which required 20,000 dwellings to be provided between 1999 and 2016, the housing trajectory shows that 12,658 dwellings were delivered. 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**²⁴ and **Objectively Assessed Housing**

²¹ 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>

²² Objectively Assessed Housing Need: Further Evidence:
<https://www.scambs.gov.uk/sites/default/files/documents/OAN%20%26%20Market%20Signal%20FINAL%20Nov%202015.pdf>

²³ Cambridge and South Cambridgeshire Modifications Consultation Report:
https://www.scambs.gov.uk/sites/default/files/final_mods_consultation_document_website_8.12.15.pdf

²⁴ Strategic Housing Market Assessment:
<https://www.cambridge.gov.uk/public/ldf/coredocs/RD-STRAT-090.pdf>

Need: Further Evidence 2015²⁵ make clear that there is no backlog to make up.

- 2.40. **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.
- 2.41. 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 statements to the Matter 8: Housing Land Supply and Delivery and Matter PM1B: 5 Year Housing Land Supply and Joint Trajectory hearings addressed the appropriate means of calculating the five year supply²⁶.
- 2.42. In response to a number of changes in circumstance²⁷ 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 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 Memorandum²⁸.
- 2.43. 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

²⁵ Objectively Assessed Housing Need: Further Evidence:

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

²⁶ Council's statement to the Local Plan examination in relation to Matter 8: Housing Land Supply and Delivery: <https://www.scams.gov.uk/local-plan-examination-statements-matter-8> and Matter PM1: Housing: <https://www.scams.gov.uk/local-plan-examination-statements-matter-PM1>

²⁷ 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.scams.gov.uk/sites/default/files/documents/Matter%201%20Statement%20CCC%20-%20SCDC.pdf>

²⁸ Council's statement to the Local Plan examination in relation to Matter 1: Legal Requirements:

<https://www.scams.gov.uk/sites/default/files/documents/Matter%201%20Statement%20CCC%20-%20SCDC.pdf>

the Inspectors of 20 May 2015²⁹. 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 responded that they did 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 have subsequently undertaken. 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 Proposed Modifications to the Local Plans submitted to the Inspector in March 2016³⁰.

- 2.44. 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'.
- 2.45. 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 2016-2021 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**³¹ to **Policy S/5** of the **Local Plan**, which was submitted to the Inspector in March 2016.
- 2.46. Considering the Greater Cambridge area as a whole is a logical and appropriate way of delivering sites to meet the combined objectively assessed housing need across the Greater Cambridge area, and is consistent with the development strategy contained in both submitted Local Plans.
- 2.47. Against the housing requirements in the new South Cambridgeshire Local Plan of 19,500 homes between 2011 and 2031, and of 14,000 homes in the Cambridge Local Plan, giving a housing requirement for Greater Cambridge of 33,500 homes between 2011 and 2031, the five year housing land supply for 2016-2021 is:

'Liverpool' Methodology	Cambridge	South Cambs	Greater Cambridge (City & South Cambs)
-------------------------	-----------	-------------	---

²⁹ 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>

³⁰ South Cambridgeshire Local Plan Proposed Modifications (March 2016):
<https://www.cambridgeshire.gov.uk/public/ldf/coredocs/RD-MC/rd-mc-150.pdf> and Cambridge Local Plan Proposed Modifications (March 2016):
<https://www.cambridge.gov.uk/public/ldf/coredocs/RD-MC/rd-mc-140.pdf>

³¹ Cambridge and South Cambridgeshire Modifications Consultation Report:
https://www.scambs.gov.uk/sites/default/files/final_mods_consultation_document_website_8.12.15.pdf

Five year supply (with 5%)	7.1	5.1	5.9
Five year supply (with 20%)	6.2	4.4	5.1

'Sedgefield' Methodology	Cambridge	South Cambs	Greater Cambridge (City & South Cambs)
Five year supply (with 5%)	7.5	4.3	5.4
Five year supply (with 20%)	6.6	3.7	4.7

- 2.48. In Cambridge, completions in 2015-2016 were above the Cambridge Local Plan 2014 annual requirement of 700 per year. Cambridge maintains a good five year supply against its own requirements, although the position has reduced slightly since 2014-2015. This is primarily due to a reduction in supply anticipated at a number of sites over the next five years, particularly some urban extension sites on the edge of Cambridge.
- 2.49. In South Cambridgeshire, completions in 2015-2016 were higher than anticipated in the housing trajectory included in the South Cambridgeshire Annual Monitoring Report 2014-2015, although below the annualised figure. The anticipated supply in South Cambridgeshire for the next five years is higher than the previous five year period. However, due to the increase in the shortfall against cumulative annual requirements for the plan period to date, the five year supply situation against South Cambridgeshire's own requirements has marginally reduced.
- 2.50. Considering Greater Cambridge as a whole, the combined result is that, for the five year period 2016-2021, the Councils cannot currently demonstrate a five year supply under the most stringent method of calculating supply (Sedgefield methodology with 20% buffer). It is important to note that there is nothing in policy that prevents faster delivery than anticipated in the trajectory and if the development industry is capable of delivering sites faster, there would be an increase in housing supply. In addition, it is important to note that the Councils have taken a cautious approach to the estimated number of completions as part of reviewing and verifying information provided by developers. The Councils consider that these robust, realistic and somewhat cautious expectations are appropriate. This position on the five year supply for Greater Cambridge is anticipated to be a very short term issue for a number of reasons:
- the Edge of Cambridge sites will be delivering larger numbers in the coming years as more sites begin to deliver, including in South Cambridgeshire;
 - delivery of housing at Northstowe is underway and development rates are increasing;
 - sites consented due to the lack of five year supply in South Cambridgeshire will be delivering increasing numbers of completions; and
 - new settlements at Waterbeach, Bourn Airfield and Cambourne West are expected to begin to add to the five year supply.

2.51. Looking at the rolling five year supply, starting on 1 April 2017, it is anticipated that the Councils will be able to demonstrate a five year supply for Greater Cambridge once again on all calculation methods. In future years the five year supply is predicted to grow substantially for both areas separately and jointly. This is illustrated for the next five years on basis of Sedgefield and 20% in the table below. The rolling supply for the rest of the plan period is shown in Appendix 3.

	2016-2021	2017-2022	2018-2023	2019-2024	2020-2025
City	6.6	7.0	9.0	9.6	9.9
South Cambs	3.7	4.1	4.5	5.0	5.5
Greater Cambridge (City & South Cambs)	4.7	5.0	5.6	6.1	6.7

2.52. There will also be on-going monitoring of any windfall development above that included in the trajectory, particularly with regard to any further planning permissions in South Cambridgeshire as a result of the current lack of five year land supply. In addition, the outcome of the work Cambridge City Council is carrying out regarding student accommodation, and how it relates to housing land supply, will be considered.

2.53. **Gypsy & Traveller pitches:** One permanent Gypsy & Traveller pitch was completed in the last monitoring year. At 31 March 2016, a further 7 permanent Gypsy & Traveller pitches with planning permission were under construction; 3 permanent Gypsy & Traveller pitches with planning permission had not yet been started.

2.54. **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 has not been achieved. In the last monitoring year, completions at Orchard Park, Cambourne, the historic rural allocation at Papworth Everard (Summersfield), 'five year supply' sites on agricultural land outside of the village development frameworks of Cottenham and Waterbeach, and an affordable housing exception site at Swavesey have contributed to a significant proportion of completions on 'greenfield' sites.

2.55. **Housing density:** Over the last 17 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 although there will be a range of densities across the development as a whole. Over the last 17 years, the completed parcels at Cambourne have achieved an average net density of 30.6 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.

- 2.56. **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 9.9 times median earnings in 2014. In the last monitoring year, 129 new affordable dwellings were completed; this amounts to 18% of all new dwellings completed. In the last monitoring year, affordable housing has been delivered at the major developments of Cambourne, Orchard Park and Trumpington Meadows, on 'five year supply' sites on the edge of Cottenham and Waterbeach, and on two affordable housing exception sites providing 28 new affordable dwellings to meet identified local need in Swavesey and Whittlesford.
- 2.57. In the last five 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.
- 2.58. In the last monitoring year, 38% of dwellings permitted on sites of two or more dwellings, where **Development Control Policy HG/3** was applicable, were affordable. This is slightly below the target of 40% set by the policy and is partly due to the Council applying the new **Policy H/9** in the **Local Plan** (submitted in March 2014) which increases 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.
- 2.59. **Housing development by settlement category:** The development strategy for the district was changed by the adoption of the Core Strategy in 2007, 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.

- 2.60. In the last five monitoring years, almost half of the dwellings completed were in the most sustainable locations on the edge of Cambridge and at Rural Centres. This is due to the completion of long allocated significant residential developments at Summersfield, Papworth Everard (a Minor Rural Centre) and 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, and completions on affordable housing exception sites and 'five year supply' sites have increased the proportion of completions outside of development frameworks.
- 2.61. **Housing quality.** All new development will affect its surroundings and the predominantly rural character of the district makes it important that new development is sensitively located and designed to a high quality. The Council has assessed 84 developments completed in the last seven 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 2015-2016 have been assessed against the new BfL 12 standard. Issues that affect the quality of built development involve decisions made by the planning service. BfL is a useful tool to assess the quality of developments consistently and over time the aim is to improve the quality of built development in the district.
- 2.62. Of the 8 developments that were completed in the last monitoring year, 2 developments at Cambourne, and Linton 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 8 developments assessed received 'greens' for successfully addressing the following categories:
- Connections – developments connect well with their surroundings by reinforcing existing connections or forming new ones;
 - Meeting local housing requirements – the development has a mix of housing types and tenures that suit local requirements;
 - Working with the site and its context – developments take advantage of existing topography, landscape features, trees and plants, wildlife habitats, existing buildings, site orientation and microclimate;
 - Easy to find your way around – the streets are legible, and easy to move through.
- 2.63. The results show that developments receiving 'ambers' tend not to satisfy categories relating to:
- Character – creation of places with a locally inspired or otherwise distinctive identity and character: developments should seek to achieve contextual response to building designs (form, style & details), public realm and landscape which respects local traditions and character;
 - Car parking – effectively integrates car parking without dominating the street scene: developments should reduce the extent and size of parking

courts and provide a better balance of on street, on plot and garage parking provision.

Employment and the Economy

- 2.64. **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 2014 there was a net gain of 5,000 jobs in South Cambridgeshire.
- 2.65. **Business floor-space completions:** Total business completions (net) to the 31 March 2016 are 38,342 sqm / 24.18 ha. The greatest areas of growth are at: Cambridge Science Park at Milton, development of a 3-storey extension of 4,177 sqm floor space over a 2.26 ha site; at Cambridge Research Park at Landbeach, with completions on three new buildings totalling a floor space of 11,585 sqm and 2.79 ha; at Capital Park at Fulbourn which has a new large office building of 4,530 sqm; at the Imperial War Museum, Duxford which has 2,642 sqm of new floor space for offices over a 1.39 ha site area; and finally, the Wellcome Trust Genome Campus at Hinxton has completed on two new Research and Development buildings / extensions totalling floor space of 6,708 sqm.
- 2.66. Between 1999 and 2013, there was a significant increase in the proportion of business floorspace completed on previously developed land (PDL). This was followed by a fall to 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).
- 2.67. **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).
- 2.68. **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 630 claimants in 2008 to 1,440 claimants in 2009), however there has then been a gradual reduction over the last five years to 470 claimants in February 2016. 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

- 2.69. ***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 ten years.
- 2.70. 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 PM₁₀. 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.
- 2.71. ***Household waste and recycling:*** Over the last fourteen 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, 57% of household waste was recycled or composted.
- 2.72. ***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 2016, one wind turbine, seven biomass boilers and fourteen schemes for photovoltaic panels, including two solar farms at Melbourn and Waterbeach, had planning permission but had not yet been installed.
- 2.73. In each of the six monitoring years between 2009 and 2015, 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.

- 2.74. 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.
- 2.75. ***Development in locations of environmental importance:*** Between 2004 and 2016 no new development was completed within, or is considered to adversely affect, nationally or internationally important nature conservation sites. In the last monitoring year, three 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.
- 2.76. **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.
- 2.77. 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 the restoration of the River Cam frontage at Gt Shelford recreation Ground, pond restoration at Town End Close Girton and Linton Leadwells Meadow, and willow pollarding at RSPB Fowlmere; and continued support for communities planting orchards and flower meadows.