

**Huntingdonshire Local Plan Examination**  
Hearing Statement submitted on behalf of  
Bellway Homes Limited in relation to Matter 3  
- Development Strategy

June 2018

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# 1. Introduction

- 1.1 This hearing statement has been prepared on behalf of Bellway Homes Limited and the landowners (The Trustees of the EJ and BH Smith 2007 Discretionary Settlement and Mr Smith) (hereafter referred to as 'Bellway') in response to Matter 3 (Development Strategy) of the Huntingdonshire Local Plan Examination.
- 1.2 Bellway is promoting approximately 14.2 hectares of land to the north of Houghton Road in St Ives ('the site'), which represents a sustainable and deliverable residential land opportunity for up to 350 market and affordable dwellings and public open space. A site location plan is enclosed at **Appendix 1**. The site is not currently proposed for allocation at this stage.
- 1.3 Pre-application discussions with the Council in respect of the site are at an advanced stage. To date, no physical or other impediments to the delivery of the site have emerged. A public exhibition in St Ives was undertaken on 23 May 2018 and a pre-application meeting with Huntingdonshire District Council held on 7 June 2018. We have also met separately with Cambridgeshire County Council as the Highways Authority on 17 April 2018.
- 1.4 This hearing statement provides written responses to Q1 to Q24 of Matter 3 inclusive, with appendices.
- 1.5 Bellway welcomes the opportunity to participate in the Matter 3 hearing sessions on Tuesday 17 and Wednesday 18 July 2018.

## 2. Response to Inspector's Questions

- 2.1 This section sets out our response on behalf of Bellway to the questions that have been raised by the Inspector in his Matters and Issues Paper issued on 16 May 2018. We provide written responses to questions Q1 to Q24 inclusive, with appendices.

### Matter 3 – Development Strategy

#### *Overall*

**Q1) What is the basis for the overall strategy for development and the broad distribution of growth set out in Policy LP2? What options were considered and why was this chosen? Is it justified?**

- 2.2 Paragraph 4.9 of the emerging Local Plan states that the strategy at Policy LP2 seeks to deliver sufficient new development in sustainable locations to meet identified needs.
- 2.3 At stage B of the Sustainability Appraisal ('SA') process, of the three spatial options considered for the distribution of growth, it is agreed that the 'growth in larger settlement' option represents the most sustainable and reflects the National Planning Policy Framework ('NPPF') as a whole. It scores best in terms of locating growth where the need to travel is minimised, it is the most deliverable and will best facilitate access to basic services and jobs. This was the most sustainable option taken forward.
- 2.4 Overall, it appears that this option underpins emerging Policy LP2 'Strategy for Development'. The strategy set out at emerging Policy LP2 seeks to concentrate development at the most sustainable locations within the District which provide (or have the potential to provide) the greatest access to services and facilities. This includes focussing three quarters of all new housing and the majority of employment and retail growth to the four Spatial Planning Areas ('SPA'), one of which is St Ives.
- 2.5 Notwithstanding the above, the actual scale of growth for the District proposed by the emerging Local Plan does not reflect this overall spatial strategy (in particular locating development in the most sustainable locations) for the following reasons:
- (i) St Ives, which is one of the four SPAs and one of the most sustainable settlements in the District, will only accommodate 589 new homes, whilst a significant amount of growth is directed to the less sustainable Key Service Centres and Local Service Centres. We consider this further in response to **Q4** below. The Council's evidence base provides no justification as to why the scale of development to be delivered at the market town has been artificially suppressed.
  - (ii) The Council's approach to the flood risk sequential test is flawed as set out in our response to **Q17** to **Q19** below. There are sites in Flood Zone 1 in sustainable locations, such as land to the north of Houghton Road, St Ives, which have not been considered before proposing sites in Flood Zones 2 and 3 as allocations for residential development. Some of these sites are now the subject of objections from the Environment Agency.

- (iii) The overall housing requirement should correctly be a minimum of 22,000 dwellings. We discuss this further in our Matter 4 hearing statement. This would necessitate a greater scale of growth to be accommodated at the SPAs as they are the most sustainable settlement locations in the District, in particular at St Ives.
  - (iv) There are significant concerns regarding the Council's housing trajectory, particularly in respect to the strategic sites. The Turley Housing Delivery Report enclosed at **Appendix 2** demonstrates that the anticipated delivery at Alconbury Weald, RAF Alconbury and St Neots East Strategic Expansion – Wintringham Park can be reduced by a total of **1,827 dwellings**. This would significantly reduce the Council's overall supply so that the excess in delivery would stand at 141 dwellings against the proposed requirement of 20,100 dwellings. This would provide an insufficient buffer for non-implementation and market flexibility. We discuss this further in response to Q5 below and will do so in our Matter 12 hearing statement.
- 2.6 The issues with the actual proposed scale of development are significant and render the overall strategy undeliverable. Without addressing these issues the overall strategy is not positively prepared, it is not justified and effective, it is not consistent with national policy, and the emerging Local Plan is ultimately unsound.

### ***Spatial Planning Areas***

#### **Q2) Are the Spatial Planning Areas appropriately defined, what is the basis for them?**

- 2.7 Yes. St Ives is correctly identified as one of the most sustainable locations for growth within the District. It can make a significant contribution towards Huntingdonshire's housing growth. It is the third largest settlement in the District and comprises a wide range of existing services and facilities, including schools, doctors, retail, employment and leisure.
- 2.8 The Cambridgeshire and Peterborough Strategic Spatial Framework (Not-Statutory) (copy enclosed at **Appendix 3** of this statement) published in March 2018 identifies St Ives as one of the 13 main settlements in the area where the majority of the existing population live.
- 2.9 The Council's Employment Land Study identifies that St Ives and Huntingdon as the *"...only office locations within the District that consultees actively stated as their preferred future location"* (page 5). It has the third highest supply of commercial floorspace in the District.
- 2.10 It is also one of only two SPAs (along with Huntingdon) which benefits from the Cambridge Guided Busway. The SA recognises at page 50 that the Guided Busway provides a *"step change in the quality and quantity of public transport"* and creates an enhanced travel choice. The adopted Core Strategy is clear at page 21 that the Guided Busway significantly improves the accessibility of St Ives.
- 2.11 The Guided Busway provides a traffic free connection between Cambridge and St Ives running along the former Cambridge and Huntingdon Railway, after which the guided busway services re-join local roads through St Ives and on to Huntingdon. St Ives is

serviced by four guided bus services (Routes A, B, C and N) running at a frequency of 5 to 10 minutes. Guided Busway routes N and C run almost exclusively between St Ives and Cambridge. From the St Ives Park and Ride the guided busway ends and services re-join public roads continuing on to Huntingdon and Wyton.

- 2.12 Indeed Bellway's site to the north of Houghton Road is located on the route of Guided Busway and is in close proximity to a bus stop. This is the sort of location which national planning policy encourages should be developed to maximise existing public transport links.
- 2.13 The SA recognises the benefits of the Guided Busway to St Ives. It has improved accessibility in St Ives since opening in 2011 and there is capacity for more use of the busway. St Ives therefore represents an ideal sustainable location where future growth can make the fullest possible use of public transport (in accordance with NPPF paragraphs 17 and 34, and draft NPPF paragraphs 103-105).
- 2.14 All of the above demonstrate the exceptional sustainability of St Ives and its ability to accommodate future growth. Furthermore there are parts of the town which are immediately available and are unconstrained (in particular the site to the north of Houghton Road, St Ives), which we demonstrate in our response to **Q4**.
- 2.15 Despite this availability of sequentially preferable development land, the emerging Local Plan proposes to distribute a significant amount of the District's housing needs to less sustainable locations, as set out in response to **Q4** below.

**Q3) Is the approach to the scale and type of development set out in Policies LP2 and LP7 justified?**

- 2.16 As set out in our response to **Q1**, we do not object to the overall strategy for the majority of growth to be accommodated at the SPAs, including St Ives. However the actual scale of development proposed by the emerging Local Plan does not reflect the overall objectives of the spatial strategy.
- 2.17 In particular, the limited scale of development proposed at St Ives is not in accordance with emerging Policy LP2 and does not reflect its sustainability or immediate capacity to accommodate greater growth.
- 2.18 Furthermore, as drafted, emerging Policy LP7 'Spatial Planning Areas' will not ensure that the plan meets its full housing requirement. It is not positively prepared and is too restrictive. It states that proposals for new houses on sites not allocated in the plan will not be supported unless it is appropriately located within a built-up area of an identified Spatial Planning Area Settlement (such as St Ives).
- 2.19 This is not consistent with national policy. It should recognise that development outside of the built up area could be acceptable where there is a demonstrable need (in such cases as where the Council is not able to demonstrate a five year housing land supply) and any adverse impacts would not significantly and demonstrably outweigh its benefits when assessed against the NPPF.

2.20 To ensure the policy is consistent with national planning policy the following wording should be added to policy LP7:

**“A proposal for housing development (class ‘C3’) or for a residential institution (class ‘C2’) that is located outside of a built-up area will be considered acceptable where it is demonstrated that there is a demonstrable need for the development and any adverse impacts would not significantly and demonstrably outweigh its benefits when assessed against the National Planning Policy Framework when taken as a whole.”**

**Q4) What is the scale of development actually planned (including commitments) in and is this in line with the distribution set out in Policy LP2?**

2.21 As set out in response to **Q1** and **Q3** the scale of development actually planned is not in line with the spatial strategy for distribution set out in emerging Policy LP2. Our concerns are that:

- (i) The scale of development actually planned for St Ives is insufficient (which we discuss below).
- (ii) The plan relies too heavily on unspecified windfall sites which have not been appraised as part of this plan and fails to positively allocate sufficient sites to provide a buffer for non-implementation and market flexibility. We will respond to these issues separately in our Matter 12 hearing statement.

2.22 The table below sets out the number of proposed dwellings for each of the SPAs.

Spatial Planning Area ('SPA')	Number of Dwellings proposed (Including allocation included in commitments)	Percentage of residential growth of all spatial planning areas
Huntingdon	10,902	66.9%
St Neots	4,014	24.6%
Ramsey	805	4.9%
St Ives	589	3.6%
<b>Total</b>	<b>16,310</b>	<b>100%</b>

2.23 The table below sets out the number of proposed dwellings for St Ives compared with the Key Service Centres.

Settlement	Number of Dwellings proposed (Including allocation included in commitments)
St Ives	589
Buckden	480

Sawtry	375
Somersham	330

- 2.24 Despite being the third most sustainable settlement in the District and being located on the Guided Busway, St Ives will receive only 3.6% of the growth to be accommodated at the four SPAs. The amount of growth at St Ives is also conspicuously lacking in comparison to the three less sustainable Key Service Centres of Buckden, Sawtry and Somersham.
- 2.25 The comparative high sustainability of St Ives is very clear from the evidence base and our response to **Q3**. There is no evidence to demonstrate that St Ives is so constrained that it cannot accommodate any additional growth in appropriate locations.
- 2.26 There is no evidence that there are any constraints to highways capacity in St Ives. Indeed, in respect to Bellway’s site to the north of Houghton Road, St Ives, the SA indicates at page 548 that “...*there are no known traffic constraints*” to development at the site. Highway capacity has not been raised as an issue during our pre-application discussions with Cambridgeshire County Council and Highways England.
- 2.27 Although St Ives is constrained by flood risk to the south and east, the west of the settlement is located in Flood Zone 1 (we discuss this further at **Q17-Q19** below).
- 2.28 Following the Council’s decision to remove Wyton Airfield as a proposed Strategic Expansion Location due to the necessary road infrastructure being undeliverable, the emerging Local Plan proposes greater growth at three villages identified as an additional tier of the settlement hierarchy, ‘Local Service Centres’, as well as further growth at smaller Key Service Centres. No further growth has been directed to St Ives, despite there now being no housing proposed at Wyton Airfield.
- 2.29 Given the objective of securing sustainable development, this is completely illogical when the above sustainability criteria at St Ives are taken into account.
- 2.30 Furthermore, the proposed allocation at St Ives West (emerging Policy SI 1) does not represent a completely new allocation in the emerging Local Plan; part of the site was previously allocated in the Local Plan Alteration adopted in 2002. Despite its allocation, the site has not yet delivered and there is no evidence that it will deliver in the future. We will address this matter further in our hearing statement responding to Matter 8 (St Ives SPA).
- 2.31 As such the emerging Local Plan does not propose to deliver 589 dwellings at St Ives, further suppressing the delivery of new homes at third most sustainable settlement in the District. This approach does not seek to boost significantly the supply of housing in the most sustainable locations, as required by the NPPF. This approach is also not delivering housing to meet the needs of St Ives, in particular the delivery of affordable housing.
- 2.32 **Q5) Are the strategic expansion locations at Alconbury Weald and St Neots East justified in principle? What alternative strategies for accommodating development**

**were considered and why was this approach preferred? (detailed issues concerning these site allocations are dealt with under Matters 6 and 7)**

- 2.33 Whilst there is no objection in principle to these strategic expansion locations, we have significant concerns regarding the anticipated housing delivery trajectories for these two sites, as well as RAF Alconbury.
- 2.34 As demonstrated by the Turley Housing Delivery Report (**Appendix 2**) the Council has overestimated the delivery from the three sites by 1,827 dwellings. Deducting this from the supply would reduce the excess above the Council's proposed housing requirement to just 141 dwellings and a shortfall of 1,759 dwellings against Turley's recommended minimum housing requirement of 22,000 dwellings (as set out in our Matter 4 hearing statement).
- 2.35 In either case, it is necessary for the Council to allocate further sites to provide a buffer in the supply and sufficient flexibility for non-implementation. Bellway's site on land to the north of Houghton Road, St Ives represents a sustainable location for development which can be allocated for up to 350 dwellings to meet this need.

***Key Service Centres***

**Q6) Are the Key Service Centres appropriately defined, what is the basis for them?**

- 2.36 No Comment.

**Q7) Is the approach to the scale and type of development set out in Policies LP2 and LP8 justified?**

- 2.37 No Comment.

**Q8) What is the scale of development actually planned (including commitments) in and is this in line with the distribution set out in Policy LP2?**

- 2.38 Please see our response to **Q2** and **Q4**.

***Local Service Centres***

**Q9) Are the Local Service Centres appropriately defined, what is the basis for them?**

- 2.39 No Comment.

**Q10) Is the approach to the scale and type of development set out in Policies LP2 and LP9 justified?**

- 2.40 No Comment.

**Q11) What is the scale of development actually planned (including commitments) in and is this in line with the distribution set out in Policy LP2?**

- 2.41 Please see our response to **Q2** and **Q4**.

***Small Settlements***

**Q12) Are the Small Settlements appropriately defined, what is the basis for them?**

2.42 No Comment.

**Q13) Is the approach to the scale and type of development set out in Policies LP2 and LP10 justified?**

2.43 No Comment.

**Q14) What is the scale of development actually planned (including commitments) in and is this in line with the distribution set out in Policy LP2?**

2.44 Please see our response to **Q2** and **Q4**.

***Countryside and definition of built up areas***

**Q15) Is the approach to the countryside in Policy LP11 justified, effective and consistent with national policy?**

2.45 No, Policy LP11 is not consistent with national policy in its current form given it does not allow for development outside of built-up areas.

2.46 Furthermore the use of the term 'countryside' implies that all land outside of existing built-up areas has the characteristics of open countryside, when in fact some land outside settlements is more representative of the urban fringe with limited characteristics that reflect the countryside. It is also unclear on what evidence base this policy is founded.

**Q16) Is the definition of built up areas appropriate and justified?**

2.47 No comment.

***Flood risk***

**Q17) How has flood risk been taken into account in arriving at the strategy and distribution of growth?**

2.48 The Council are proposing to allocate a number of sites which are significantly affected by flood risk, which we summarise below:

- **11 sites** are located within medium-high risk (zones 2-3a &b)(fluvial) totalling **1,055 dwellings**; and
- **8 sites** are allocated in areas affected by surface water/pluvial flooding totalling **533 dwellings**.

2.49 The Council's approach to flood risk in terms of arriving at the strategy and distribution of growth is flawed. The Council has not provided sufficient justification as to why sites at the lowest risk of flooding have been discounted from meeting the Council's identified housing needs and instead 19 sites affected by flood risk have been included as proposed allocations.

2.50 As set out in our response to **Q18** below, the Council's Sequential Test for Flood Risk (December 2017) fails to consider all potential alternative sites in Flood Zone 1 at step

1 of the sequential test, including Bellway's site to the north of Houghton Road, St Ives. There is no explanation as to why this site was not considered.

- 2.51 There is no justification in terms of NPPF paragraph 101. The emerging Local Plan is therefore not justified and has not been positively prepared.

**Q18) What was the approach to the sequential and exception tests when considering the distribution of growth and site allocations? Has the sequential test been applied correctly? Is the approach justified and consistent with national policy? What concerns have been raised and what is the Council's response to these?**

- 2.52 No, the sequential test has not been applied correctly and is not consistent with national policy.
- 2.53 National planning policy is clear (NPPF paragraph 101 and Planning Practice Guidance) that development should not be allocated in areas of medium-high flood risk if there are reasonably available alternatives within Flood Zone 1. In such cases a sequential test should be applied to ensure that development is focused on all suitable, available sites located within flood zone 1 before looking at alternative sites which are at a greater risk of flooding. The Sequential Test applies to any form of flooding inclusive of that relating to surface water flooding.
- 2.54 The assessment does not include land to the north of Houghton Road, St Ives. This sustainable site is sequentially preferable and available now and can make a meaningful contribution to the District's housing needs in a sustainable location.
- 2.55 The only reference in the Council's evidence base to the site is in the Housing and Economic Land Availability Assessment (HELAA) 2017 and the SA (the site is referred to in both assessments as 'Houghton Hill Farm'). The summary at page 548 of the SA indicates that the site would result in encroachment into the open countryside. The HELAA assesses the site as not suitable for development given its impact upon the surrounding landscape and its encroachment into open countryside.
- 2.56 The majority of the sites proposed for allocation in the emerging Local Plan result in encroachment into the open countryside and others have similar impacts on the surrounding landscape. As such there is no justification as to why the site to the north of Houghton Road, St Ives was not considered as an alternative at stage 1 of the flood risk sequential test.
- 2.57 Additionally, a number of sites located within Flood Zone 1 included within the sequential test are dismissed for 'non-flooding reasons' without any justification or clarification. The Sequential Test does not attempt to qualify these reasons or why they are given more weight than flood risk.
- 2.58 As set out in our response to **Q17**, there are 18 sites which are allocated in areas affected by flood risk totalling **1,590 dwellings**. The allocation of these sites cannot be justified without first demonstrating why sites at lower flood risk cannot be allocated. If other sustainability criteria outweigh flood risk issues then the PPG requires a reasoned and transparent justification to be reported in the SA. The SA does not

provide such justification. The emerging Local Plan is therefore not justified or positively prepared.

**Q19) Is Policy LP5 justified, effective and consistent with national policy?  
Infrastructure**

- 2.59 No comment. Our concerns relate to the sequential approach to proposing sites be allocated for residential development within Flood Zones 2 and 3.

**Q20) What are the implications/requirements for transport infrastructure and how have these been taken into account? How will improvements be delivered and funded?**

- 2.60 No Comment.

**Q21) What are the implications for waste water infrastructure and capacity? What improvements are needed and how will these be put in place and funded? Is Policy LP6 justified, effective and consistent with national policy?**

- 2.61 No Comment.

**Q22) Is the approach to Green Infrastructure set out in Policy LP3 justified, effective and consistent with national policy?**

- 2.62 Yes, we support the approach to Green Infrastructure within Policy LP3 'Green Infrastructure' and the seven Green Infrastructure Priority Areas proposed within the policy. Green Infrastructure forms an important aspect of what makes a place attractive to live and contributing to the health and wellbeing of residents.

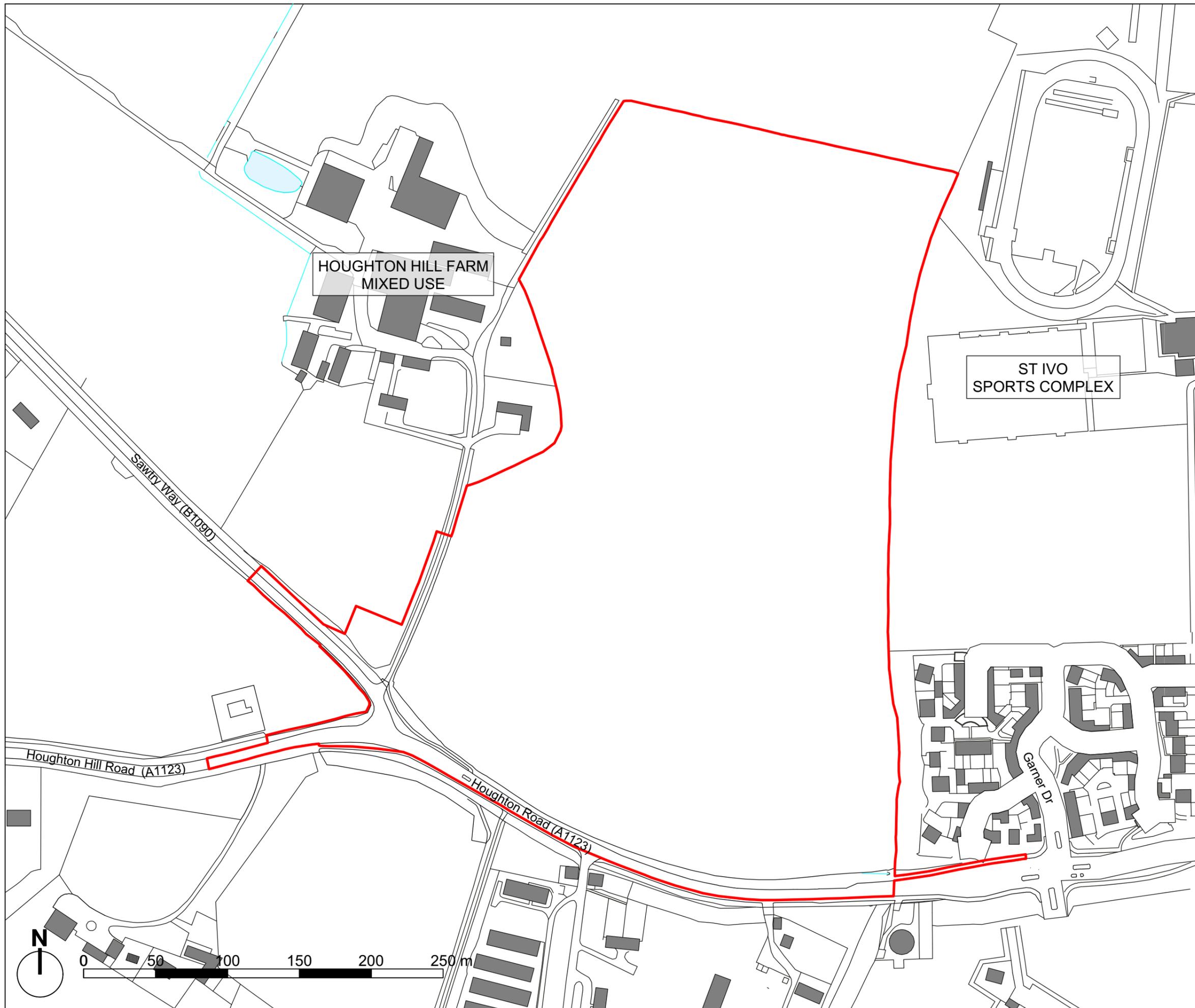
**Q23) What are the implications/requirements for other forms of infrastructure and how have these been taken into account? How will improvements be delivered and funded? Is Policy LP4 justified, effective and consistent with national policy?**

- 2.63 No Comment.

**Q24) Overall, what mechanisms will be in place to ensure essential/critical infrastructure will be provided and funded in a timely fashion? How will other organisations be involved in delivering infrastructure and what commitments to delivery/funding are there?**

- 2.64 No Comment.

## **Appendix 1: Site Location Plan**



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## PLANNING

— Site boundary  
(15.4ha)

Rev	Date	Revisions	Initials	Checked

Land north of Houghton Road  
St Ives

Location Plan

The Malthouse  
60 East St, Helon Street  
Abingdon, Oxfordshire, OX14 5EB  
Tel (01235) 523139  
Fax (01235) 521662  
e-mail: enquiries@westwaddy-adp.co.uk

westwaddy **ADP**

Date May 2018

Scale 1:2500 @ A3

Drawn SM Checked HS

Job	Dwg No.	Rev.
753	L01	-

**Appendix 2: Turley Housing Delivery Report  
(Enclosed Separately)**

## **Appendix 3: Cambridgeshire and Peterborough Strategic Spatial Framework (Not- Statutory)**

# CAMBRIDGESHIRE AND PETERBOROUGH STRATEGIC SPATIAL FRAMEWORK (NON STATUTORY)

## TOWARDS A SUSTAINABLE GROWTH STRATEGY TO 2050



CAMBRIDGESHIRE  
& PETERBOROUGH  
COMBINED AUTHORITY



# CAMBRIDGESHIRE AND PETERBOROUGH STRATEGIC SPATIAL FRAMEWORK (NON STATUTORY)

## FOREWORD

We are so fortunate to live and work somewhere that is home to successful and distinctive cities, market towns and rural communities. We are surrounded by beautiful natural assets and some of the best agricultural land in the country. Our growth is amongst the fastest in the country, reflecting our economic strengths, the impressive diversity of our jobs and skills base, and the quality of life that attract people here.

But several parts of our area are not thriving, economic opportunities and quality of life there are not what they should be, and it is vital that strategic planning focuses on ensuring that all parts gain a share of our prosperity, with inclusive growth that is spread and rebalanced across our geography. There is clear evidence here on disadvantage that must be addressed both in strategic planning and in better targeted education and skills spend and “soft infrastructure” investment, so all areas enjoy the same opportunities.

The Devolution Deal for Cambridgeshire and Peterborough, which we signed with the Government in March 2017, provides the base for greater sub-regional and local decision making and leadership in how we influence and shape our area’s future growth and prosperity, and meet the expectations of our residents.

The publication of Phase One of our Strategic Spatial Framework for Cambridgeshire and Peterborough is an important first milestone in achieving that ambition, meshing with our infrastructure investments,

robust Local Plans and the pace of investment and development already well underway. We would like to thank the wide range of partners and stakeholders that have helped to develop this with us over recent months.

It is central to the Combined Authority to work with and through our constituent councils and partner organisations, to address the opportunities and challenges for our area, to build on our strengths, but to use investment and influence to improve the lives of everyone. It is also key in being clear to Government and national agencies what the gaps are that we need their help to fill and how utilities need to make their contribution too.

This Strategic Spatial Framework Phase One defines our immediate priorities for sustainable growth and includes wider actions we are taking and will take to support the sustainable delivery of over 100,000 quality new homes and more than 90,000 additional jobs in Combined Authority plans and Local Plans.

It signposts how our area might grow in the longer term, including how we can take a more inclusive approach by using strategic planning to rebalance and share growth, create housing that people or all income levels and needs can afford, and promote future development in historically disadvantaged areas. It does many other things too, including planning a comprehensively high bar on the quality of future growth and the recognition that the character of our environment and communities are strengths we cherish as part of our ever-changing area.

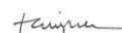
The Combined Authority will engage with its partners and other stakeholders over coming months to develop the second half of our Strategic Spatial Framework, Phase Two by December 2018. This will set out a longer-term growth strategy to 2050, beyond current Local Plans and be the opportunity for teamwork taking account of the latest evidence on the future, and engage the contributions key partners will make to meet our area’s future needs and ambitions, as well as make full use of Government policy and support and future changes to strategic planning and national investment.

We commend this document to you and look forward to working with our partners and stakeholders to make a real difference to the lives of people living and working in every part of Cambridgeshire and Peterborough.

If you have any comments on the document, please email [contactus@cambridgeshirepeterborough-ca.gov.uk](mailto:contactus@cambridgeshirepeterborough-ca.gov.uk)



**James Palmer**  
Mayor of Cambridgeshire & Peterborough



**Cllr Lewis Herbert**  
Portfolio Holder for Strategic Planning

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# INTRODUCTION

Devolution has brought major new opportunities for the future of Cambridgeshire and Peterborough. More responsibility and funding now rests with local leaders and the Mayor - through the Cambridgeshire and Peterborough Combined Authority - to shape and deliver future growth for the benefit of all our communities.

Collectively that means delivering



more than  
**90,000 new jobs**



and over  
**100,000 new homes**

by 2036, and helping establish the area's future growth needs and ambitions beyond that to 2050.



## THE CAMBRIDGESHIRE AND PETERBOROUGH AUTHORITIES HAVE AGREED WITH GOVERNMENT TO CREATE A NON-STATUTORY SPATIAL FRAMEWORK TO SUPPORT DELIVERY OF THIS GROWTH.

This is the first phase of the strategic spatial framework. This document has three main functions:

Setting out how the Combined Authority will support the implementation of development strategies in Local Plans to 2036 - so that the jobs and homes targets are met.

Defining the Combined Authority's ambitions and indicating opportunities for the development of the spatial framework, which will look beyond the current Local Plans to help establish the next phase of growth of Cambridgeshire and Peterborough to 2050.

Signalling how Cambridgeshire and Peterborough authorities are working collaboratively and strategically to achieve growth - in line with the direction of Government's planning reforms to fix our broken housing market.

**THIS IS NOT A TRADITIONAL PLANNING DOCUMENT BUT IS AN OPPORTUNITY TO INNOVATE, TO DEVELOP A NEW APPROACH THAT ENHANCES THE PLANNING SYSTEM TO BETTER DELIVER OUR FUTURE GROWTH AND PROSPERITY.**

The framework will be developed during 2018 to set out a longer-term growth strategy to 2050. This will take account of the latest evidence to support the area's needs and ambitions, as well as relevant changes to Government policy. It will be aligned closely with other relevant strategies for Cambridgeshire and Peterborough and will provide strategic guidance for the development of future local plans.

# SECTION 1

# ABOUT CAMBRIDGESHIRE AND PETERBOROUGH

## BACKGROUND

Cambridgeshire and Peterborough has a national and international profile and influence, focused on the knowledge-based economy and a world class university in Greater Cambridge, complemented by research and manufacturing strengths in Peterborough and the market towns.

Its cities and towns include some of the finest historic buildings in the world, while there is ready access to the countryside and high quality landscapes, with strategic transport connections including to London.

Its attractiveness as a place to live and work is reflected by its continued population growth: Cambridge and Peterborough have consistently been in the top five fastest growing cities in the UK in recent years<sup>1</sup>.

<sup>1</sup> Most recently reported by the Centre for Cities in Cities Outlook 2017, Table 1.

## INEQUALITY

But it is also an area of great diversity and, like many places that are outwardly successful, there are downsides too. There is a clear geographical pattern to deprivation in Cambridgeshire and Peterborough, which reflects different local economies.

More deprived areas cluster to the north and within Cambridge and Peterborough themselves (indeed, Cambridge is ranked as the least equal city in the UK based on income and wealth<sup>1</sup>). Peterborough and Fenland each contain areas that are among the 10% most deprived nationally<sup>2</sup>.

<sup>1</sup> Centre for Cities in Cities Outlook 2018, Table 13: Gini coefficient.

<sup>2</sup> CLG, 2015. Indices of Multiple Deprivation

## POPULATION

The population of Cambridgeshire and Peterborough in 2016 was just under 850,000, with 496,000 jobs across the area<sup>1</sup>. With planned housing growth the population is expected to increase to over a million people by 2036<sup>2</sup>.

The majority of the existing population live in the thirteen main settlements within the area: the cities of Peterborough, Cambridge and Ely; and the market towns of Whittlesey, Wisbech, March, Chatteris, Littleport, Soham, Ramsey, St Ives, St Neots and Huntingdon.

With an area of 338,960 hectares<sup>3</sup>, around 12% of Cambridgeshire and Peterborough is developed. The rural areas outside the main settlements include many villages and small communities, while agricultural production is significant for the area.

<sup>1</sup> ONS 2016 mid-year estimates.

<sup>2</sup> Forecast population at 2036 is 1,044,030 - Cambridgeshire County Council Research Group's 2015-based population forecasts.

<sup>3</sup> Census 2011.

## BUSINESS

There are 41,650 businesses across Cambridgeshire and Peterborough with just under 35,000 of these, or over 80%, being micro businesses with nine or fewer employees. Some 195 businesses qualify as 'large', with 250 or more employees<sup>1</sup>. At the time of the 2011 census, Cambridgeshire and Peterborough had just over 400,000 employed residents<sup>2</sup>.

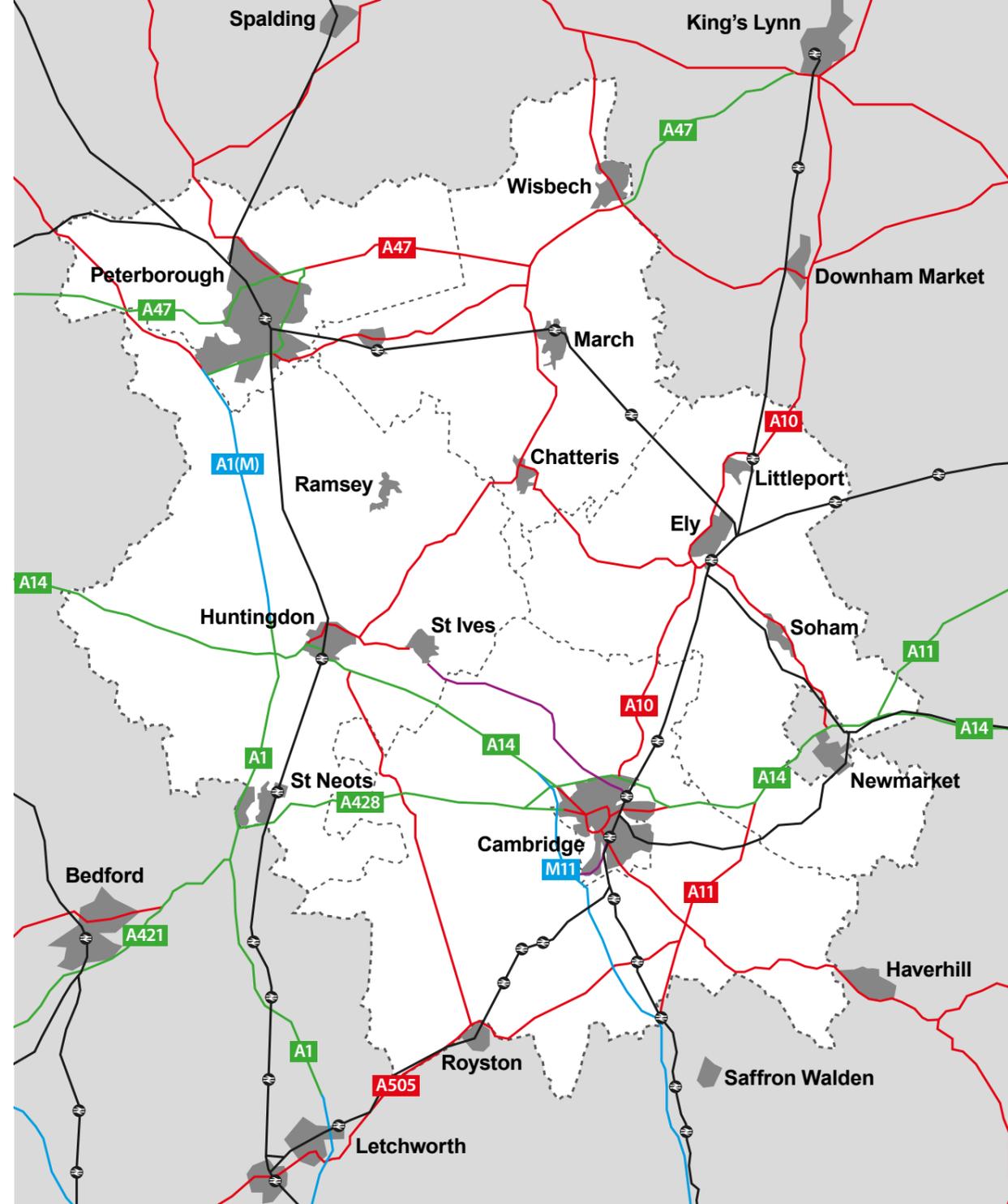
Some 70,000 people commute into the area for work while nearly 60,000 Cambridgeshire and Peterborough residents commute outside the area<sup>3</sup>. The majority of jobs are in education; health; professional, scientific and technical; retail; and business administration and support services.

However, local economies exist across the area and different sectors have more or less significance within particular places.

<sup>1</sup> ONS Business Counts 2017.

<sup>2</sup> 406,414 employed residents (Census 2011).

<sup>3</sup> 69,756 in-commuters and 57,108 out-commuters (Census 2011).



## ECONOMY

Peterborough has a diverse economy, including engineering and manufacturing; agriculture, food and drink; digital and creative industries; the energy sector and financial services. The city has a high concentration of companies engaged in environment-related activities, while its locational advantage close to strategic transport routes attracts logistics companies.

Cambridge's economic success is accelerated by the "Cambridge Phenomenon", a cluster of knowledge-based industries with a global profile located in the city and its surrounds. There are now around 1,000 technology and biotechnology companies in the cluster, 1,400 when providers of services and support organizations are included<sup>1</sup>.

The establishment of these industries and their development over time is inextricably linked with the education and research capabilities of the University of Cambridge. The strength of this relationship is particularly well illustrated by the fact that Cambridge is the leading UK city for publication of patent applications. Indeed, in 2016 Cambridge-based organisations and individuals published more patents than the total of the next three highest-performing cities<sup>2</sup>.

Tourism is an important part of the local economy with an estimated 4.5 million people visiting Cambridge each year.

<sup>1</sup> Cambridge Phenomenon website.

<sup>2</sup> Centre for Cities in Cities Outlook 2018, Table 5.

## MARKET TOWNS

A number of the market towns, including Huntingdon, St Neots and Ely, look to the Cambridge economy and services, although they continue to develop and strengthen their own local economies, retail and service offers.

To the north there is a stronger relationship between places such as Ramsey and Whittlesey with Peterborough, while Wisbech is closer to King's Lynn in Norfolk.

The market towns have traditionally acted as service centres for nearby smaller settlements, providing retail, health and education as well as employment opportunities.

## AFFORDABLE HOUSING

There are significant differences in house prices and rent levels across the area. To the south focused on Cambridge, houses are amongst the least affordable in the UK.

Cambridge has an affordability ratio of 12.97, significantly higher than the national average of 7.72<sup>1</sup>. Significant affordability challenges are also prevalent throughout Cambridgeshire and Peterborough.

Devolution has enabled £170m investment to fund extra affordable rent housing and shared ownership, including council housing in Cambridge.

<sup>1</sup> ONS, Ratio of house price to workplace-based earnings (lower quartile and median) 2016. Released 17 March 2017.

## TRANSPORT

The area is served to varying degrees by strategic and local transport routes. A number of key routes suffer severe congestion at peak times, particularly those connected to Cambridge, as well as parts of Peterborough and some of the market towns.

The long-term capacity challenges of the A14 are being addressed by the current improvements works, due to be completed in 2020. The strategic rail network includes the East Coast Main Line, West Anglia and other lines providing links to London, Birmingham, Ipswich, Liverpool and Norwich. Recent years have seen a significant increase in rail patronage.

## LIVING STANDARDS

Parts of the area have amongst the best quality of life in the country based on employment, health and life expectancy, crime rates, and happiness and satisfaction<sup>1</sup>.

But there are significant disparities. For example, both Peterborough and Fenland are amongst some of the worst areas nationally for the number of premature deaths<sup>2</sup>.

<sup>1</sup> Both East and South Cambridgeshire Districts have featured in the top ten areas with the best quality of life by a range of measures in recent annual surveys by the Halifax Building Society.

<sup>2</sup> Peterborough is 249th and Fenland is 250th out of a total of 324 local authority areas. *Longer Lives: 2017 Annual Update*, Public Health England.

## NATURAL ENVIRONMENT

The area contains a diverse range of natural environments, the potential constraints and limits of which upon growth will need to be properly addressed and managed. The Ouse and Nene Washes are of international importance for wildfowl and migratory birds, whilst low-lying fenland areas provide unique landscapes.

Significant new and expanded habitat and greenspace creation includes the award-winning Great Fen and Wicken Fen.

Flood risk is an important issue for parts of the strategic area, particularly low-lying land to the north. Strategic scale flood risk and water management infrastructure directly protect homes, infrastructure, land, businesses and jobs for people afforded protection by them.

Conversely, being located in the East of England, much of the area suffers from severe water stress with longer-term supply implications for homes and businesses.

## CONNECTIONS

Many of the surrounding districts outside Cambridgeshire and Peterborough have strong functional links with it. Peterborough has close ties with Lincolnshire and Rutland to the north and Northamptonshire to the west. West Suffolk is part of the Cambridge Housing Market Area, with Newmarket and Haverhill in particular having a strong relationship with Cambridge. The same is true of Royston in Hertfordshire and Saffron Walden in Essex.

There are a number of strategic transport corridors that are critical to the area's economic success and growth, notably the A14 providing strategic links to the east coast ports and the midlands; the M11 forming the spine of the London-Stansted-Cambridge corridor; the A11 and A47 to Norwich; and the A428 to the west of Cambridge, connecting with Bedford and Milton Keynes.

## CAMBRIDGE - MK - OXFORD

The Government has announced its vision for the Cambridge, Milton Keynes and Oxford corridor to stimulate economic growth in the national interest. This includes investment in new and upgraded road and rail infrastructure and a corridor-wide ambition for one million new homes by 2050<sup>1</sup>.

<sup>1</sup> *Helping the Cambridge, Milton Keynes and Oxford corridor reach its potential*. HM Government, November 2017.

# SECTION 2 STRATEGIC SPATIAL ISSUES

## STRATEGIC SPATIAL ISSUES

The Mayor and the Combined Authority have established a bold vision for the future of Cambridgeshire and Peterborough to be “the leading place in the world to learn, live and work”. This will be achieved through five big ambitions:

**BECOMING THE UK'S CAPITAL OF INNOVATION AND PRODUCTIVITY.**



**HEALTHY, THRIVING AND PROSPEROUS COMMUNITIES.**



**ACCESS TO A GOOD JOB WITHIN EASY REACH OF HOME.**



**A WORKFORCE FOR THE MODERN WORLD FOUNDED ON INVESTMENT IN SKILLS AND EDUCATION.**



**ENVIRONMENTALLY SUSTAINABLE.**



## STRATEGIC PRIORITIES

The Combined Authority has a significant role in addressing issues that are critical for the future of not only Cambridgeshire and Peterborough, but the UK as a whole.

A number of the strategic priorities agreed with government through the Devolution Deal, and reflected in the ambitions above, have spatial implications. In particular, there is a need for a clear understanding of the levels and type of development to meet high-level ambitions for substantial economic growth and, critically, how this growth will be delivered.

Some priorities are predicated on the potential for growth beyond the current levels established through adopted and emerging statutory plans – specifically the target to deliver a doubling of economic outputs, which has been given further impetus by government's announcements on the strategic growth corridor from Cambridge to Oxford.

Other priorities focus on more effective delivery of existing plans, particularly planned housing and jobs growth, and supporting infrastructure.

A key purpose of this first version of the Combined Authority's Strategic Spatial Framework is to focus on actions and interventions to address the effective implementation of existing plans to 2036.

The Combined Authority has built on the priorities agreed with government to ensure that a comprehensive approach is taken to delivering truly sustainable development.

In particular, it is essential that the benefits of growth are inclusive and integrated across the whole of Cambridgeshire and Peterborough, particularly benefitting the most deprived parts. Accordingly, section 4 of this framework addresses 'Inclusive Growth'.

The Combined Authority recognises the importance of ensuring that environmental issues are considered fully alongside economic and social priorities, in accordance with the principle of net environmental gain.

This includes addressing strategic water issues (flood risk and supply), green infrastructure<sup>1</sup>, open spaces and biodiversity, pollution, clean energy and climate resilience in line with the climate risks outlined in the UK's Climate Change Risk Assessment<sup>2</sup>.

Finally, quality must be built into all growth outcomes, in terms of the built environment and provision of services and infrastructure to serve existing and new communities.

<sup>1</sup> Green infrastructure is the sub-regional network of protected sites, nature reserves, green spaces and greenway linkages, providing multi-functional uses such as wildlife habitat, recreation, and flood protection.

<sup>2</sup> HM Government (2017). UK Climate Change Risk Assessment 2017.

Against this background, the strategic spatial issues that have a direct bearing on Cambridgeshire and Peterborough's prosperity and growth are set out in the table below.

2030 AMBITIONS	RELATED ISSUES TO BE ADDRESSED
 <p>Becoming the UK's capital of innovation and productivity</p>	<p><b>Housing</b> – achieving accelerated rates of house building, including working with developers and the construction industry to restore the skills base and supply chains which were affected by the economic downturn; and to ensure an appropriate mix of housing, particularly affordable housing to meet the area's social and economic needs.</p>
 <p>Healthy, thriving and prosperous communities</p>	<p><b>Transport</b> - ensuring that planning for and investment in strategic transport infrastructure is prioritised appropriately so that growth and regeneration is properly serviced and the effects of congestion on productivity are addressed.</p>
 <p>Access to a good job within easy reach of home</p>	<p><b>Broadband</b> – bringing superfast broadband access to 99% of premises across Cambridgeshire and Peterborough by the end of 2020<sup>1</sup>.</p>
 <p>A workforce for the modern world founded on investment in skills and education</p>	<p><b>Inclusive growth</b> – recognising the need to build on and enhance the competitiveness and success of existing sectors and places, whilst ensuring all residents can benefit from growth.</p>
 <p>Environmentally sustainable.</p>	<p><b>Environment</b> – addressing environmental issues that have a key influence on achieving sustainable development and outcomes, including water, biodiversity and green space, and climate resilience.</p>

<sup>1</sup> The target established through the Connecting Cambridgeshire initiative.

# SECTION 3

## SUPPORTING DELIVERY OF THE DEVELOPMENT STRATEGY IN LOCAL PLANS TO 2036

## DEVOLUTION DEAL

The Devolution Deal between the Combined Authority and government provides for the transfer of significant resources and powers for infrastructure, housing, economic development, employment and skills, that will impact positively on the lives of residents by helping create more jobs, improving the skills and employment prospects of residents and boosting the productivity of Cambridgeshire and Peterborough. These resources and powers include:

**£170  
million**

to deliver new homes over a five-year period, focused on affordable rented and shared ownership housing.

**£20  
million**

a year funding over 30 years for investment to boost growth.

**Strategic  
highways  
powers,**

including preparation of a Local Transport Plan.

**Responsibility  
for a strategic  
review**

of 16+ skills provision in the area.

## CURRENT LOCAL PLANS

All the Cambridgeshire and Peterborough local authorities have adopted Local Plans, with reviews to keep them up to date currently underway in Cambridge, South Cambridgeshire, Peterborough, East Cambridgeshire and Huntingdonshire. - all of which should be adopted in 2018 or early 2019.

Collectively, the plans include targets for more than 90,000 additional jobs and over 100,000 new homes by 2036<sup>1</sup>.

A brief summary of the current Local Plan for each city and district council is included below.

This provides the context for the actions and objectives that follow, setting out how the Combined Authority will support the implementation of the local plans to help meet Cambridgeshire and Peterborough's 2030 Ambitions.

### CAMBRIDGE AND SOUTH CAMBRIDGESHIRE

The development strategy set out in the emerging Cambridge and South Cambridgeshire Local Plans to 2031 follows a sequential approach to development.

This sequence maximises use of land within and on the edge of Cambridge compatible with protecting the Green Belt setting of the historic city and then in new settlements linked to Cambridge by sustainable transport corridors and finally a limited amount of development in the larger and more sustainable villages.

Together the plans provide for 33,500 new homes and 44,000 additional jobs.

### EAST CAMBRIDGESHIRE

The East Cambridgeshire Local Plan (adopted 2015) seeks to provide 11,500 homes and 9,200 jobs during the plan period 2011- 2031.

Through sustainable growth it seeks to take advantage of the economic vitality of the Cambridge sub-region, whilst retaining its distinct identity as a predominantly rural area. Growth is focussed at its three market towns of Ely, Soham and Littleport.

The plan aims to respond to local needs as much as possible, including firm support for 'community led development', especially in the form of Community Land Trust schemes.

Other notable policies include its support for the horse racing industry, with East Cambridgeshire being home to the famous Newmarket July Racecourse, as well as policies protecting what's special about the area, such as the many national and international biodiversity sites. A Review of the plan is well underway, broadly following the principles of the current plan, with adoption due later in 2018.

<sup>1</sup> Plans that are adopted or have been submitted for examination.

## FENLAND

The Fenland Local Plan (adopted May 2014) is pro-growth and seeks to provide 11,000 homes and 7,200 jobs during the plan period to 2031.

Through sustainable growth it seeks to tackle and address current health inequalities, community deprivation, lack of affordable housing, infrastructure deficit and low skills and educational attainment.

The focus of development is on the four market towns with March (4,200) and Wisbech (3,550) being the major contributors.

Except for very large allocations in the form of urban extensions on the edge of market towns, the plan uses a criteria-based approach to assess new proposals in all settlements.

In moving away from traditional planning which allocates most sites it seeks to encourage development in a more flexible, case by case way to provide growth.

## HUNTINGDONSHIRE

The Huntingdonshire Local Plan 2036 will deliver at least 20,100 homes and approximately 14,400 additional jobs between 2011 and 2036.

Huntingdonshire is part of the thriving Cambridge Sub-Region and the distribution of growth will be primarily to four spatial planning areas around the towns of Huntingdon, St. Neots, St. Ives and Ramsey.

The strategy also supports a thriving rural economy, providing opportunities for communities to achieve local development aspirations while protecting the character of existing settlements and intrinsic beauty of the open countryside.

The development strategy has been shaped by the fundamental principles of sustainability, aiming to achieve a balance between social, economic and environmental priorities.

Following the designation of the Strategic Expansion Location of Alconbury Weald which included a designated enterprise zone and up to 5,000 houses and associated infrastructure, two further expansion locations are proposed offering further opportunities to deliver new sustainable communities and inward investment in Huntingdonshire.

It is anticipated that the Huntingdonshire Local Plan 2036: Proposed Submission 2017 will be adopted in Autumn 2019.

## PETERBOROUGH

The Peterborough Development Plan is comprised of a number of Local Plans adopted from 2011 onwards. Collectively, they seek a 'bigger and better Peterborough', with around 25,000 homes (2009-2026) and over 200 hectares of employment land provided for.

The spatial strategy heavily focusses growth in and around Peterborough itself, with a limited amount of growth identified for the small scale villages which surround the city.

Over the years, a key challenge has been protecting and enhancing the city's fine historic core (including its cathedral), whilst embracing rapid growth arising since the day the city was nominated as a New Town.

A Review of the development plan is well underway, with adoption of a single Local Plan due in late 2018.

# THE UK'S CAPITAL OF INNOVATION AND PRODUCTIVITY

The Combined Authority's aim is that economic output will double over the next 25 years. Underpinned by a strong economic and productivity plan GVA will increase from £22bn to over £40bn<sup>1</sup>.

Cambridgeshire and Peterborough has a range of economic strengths, which provide a solid foundation for further growth. It has the highest productivity and employment rate of the UK mayoral combined authorities<sup>2</sup>, while Cambridge has the highest skilled workforce of any UK city<sup>3</sup>.

## PRINCIPLES

The Combined Authority will support the local planning authorities in creating the right conditions for current jobs targets to be met. In doing so it will apply the following principles:

- Over the longer term, develop an overarching spatial planning response to the area's economic needs, with greater collaboration across the area to facilitate complementary and sustainable patterns of strategic employment locations.
- Ensure that investment in strategic infrastructure demonstrably supports economic growth, including for the most deprived communities within the area (see section 4, 'Inclusive Growth').
- Support development proposals for businesses in identified priority sectors in Local Plans and economic strategies, including building on the established innovative clusters of research and development, environmental goods and services, advanced manufacturing, and other knowledge-based industries.
- Support regeneration projects in priority areas, such as the most deprived parts of Cambridgeshire and Peterborough (as defined in section 4).
- Support the creation, expansion and enhancement of education establishments, including for further education and universities.
- Prioritise delivery of high quality housing, including affordable housing, to support jobs growth, reduce affordability pressures and tackle affordable housing need.
- Protect and enhance the quality of the natural and built environment to ensure the area remains attractive for its quality of life, and therefore as a location for business - applying a natural capital and ecosystem services approach.

<sup>1</sup> *Cambridgeshire and Peterborough Devolution Deal, March 2017.*

<sup>2</sup> *ONS, Combined Authority Economic Indicators, March 2017.*

<sup>3</sup> *Centre for Cities in Cities Outlook 2018, Table 10*

## STRATEGIC EMPLOYMENT LOCATIONS

Most of the strategic development locations identified in Local Plans provide for employment as part of a mix of uses. Of these, a number are designated as Enterprise Zones.

It is envisaged that the zone at Alconbury Weald will accommodate around 8,000 new jobs by 2036, with an emphasis on technology and innovation, advanced manufacturing and engineering, incubator space for start-up businesses and grow-on space for small and medium-sized businesses.

Alconbury's location between Cambridge and Peterborough will help to enhance the economic linkages between the complementary business clusters in and around the two cities.

The Cambridge Compass Enterprise Zone comprises a number of existing, new and expanding employment locations: Lancaster Way, Ely; Cambourne Business Park; Cambridge Research Park, Waterbeach; the new town of Northstowe; and Haverhill Research Park in Suffolk.

The Combined Authority supports the successful delivery of strategic employment locations, including the designated Enterprise Zones. The additional jobs provided at these and other locations will make an important contribution to the overall target in Local Plans and the Combined Authority's economic growth ambitions. The Authority will, therefore, use its investment decisions, influence and practical support to help achieve these outcomes.

### Strategic Spatial Objective 1:

The Combined Authority will work with the local planning authorities and new Business Board to ensure the effective delivery of the strategic employment locations identified in Local Plans and economic strategies, including the designated Alconbury and Cambridge Compass Enterprise Zones.

## MARKET TOWNS

The Market Towns Masterplan for Growth initiative, piloted in St Neots in 2017, is an integrated investment and regeneration programme for education and skills, commercial and industrial development and supporting infrastructure. Its aim is to stimulate economic growth and create employment opportunities in market towns. The initiative will be rolled out to other market towns in the area beginning in 2018.

### Strategic Spatial Objective 2:

Beginning in 2018 the Combined Authority will roll out the Market Towns Masterplan for Growth initiative to other market towns with the support of local authorities. These will complement proposals set out in Local Plans.

# HEALTHY, THRIVING AND PROSPEROUS COMMUNITIES

Cambridgeshire and Peterborough can only continue to succeed if our existing, growing and new communities are places that people really want to call home.

A significant percentage of Cambridgeshire and Peterborough's growth is projected to consist of in-migration, a sign of the area's economic strengths and attractiveness to those seeking work<sup>1</sup>.

As a result, adopted, submitted, or about to be submitted Local Plans include allocations and allowances for over 100,000 new homes to 2036.

Cambridge and Peterborough are both in the top ten cities nationally for housing growth<sup>2</sup>. However, latest figures indicate planning permissions for 28,507 new homes in Cambridgeshire but only 3,236 (11%) under construction<sup>3</sup>; while for Peterborough there were over 8,188 permitted new homes where construction had not started<sup>4</sup>.

A major challenge remains, therefore, how to ensure timely construction of these outstanding permissions and meet the overall local plan targets within the expected timescales. The reasons for this degree of challenge are varied and complex, and are not unique to Cambridgeshire and Peterborough.

The structure of the housebuilding industry, its delivery models and degree of competition are national issues that have been raised by government in planning reforms proposed under the White Paper, Fixing our Broken Housing Market.

However, through its Devolution Deal with government the Combined Authority has the opportunity to look at ways to accelerate housing delivery, whether it is through forward-funding of infrastructure, supporting skills in the construction sector or facilitating more effective ways of working between the local planning authorities and other partners.

In tandem with this, the Combined Authority will work with partners to ensure that important policy objectives are met. With regard to housing this includes building more affordable homes as a key element of achieving growth that is economically and socially inclusive.

Working with the local planning authorities the Combined Authority has identified a number of areas where intervention and support will help enable more effective housing delivery and achievement of policy objectives.

<sup>1</sup> For example, around 84% of population growth in adopted and emerging plans in Cambridgeshire is derived from economic migration rather than natural change through births and deaths (Cambridgeshire and Peterborough Memorandum of Cooperation, 2013).

<sup>2</sup> Centre for Cities in Cities Outlook 2018, Table 14.

<sup>3</sup> Research and Monitoring figures, Business Intelligence, Cambridgeshire County Council.

<sup>4</sup> Annual Monitoring Report 2017, Peterborough City Council.

# STRATEGIC SITES

The current development strategy in adopted and emerging Local Plans includes proposals for expansion of the area's cities and towns, as well as an unprecedented number of new settlements.

These strategic sites<sup>1</sup> will provide over 74,000 new homes<sup>2</sup>, making a significant contribution to the overall housing target. As such, their successful implementation is critical to meeting the area's growth needs.

Figure 4 on page 23 sets out, in broad terms, the strategic sites.<sup>3</sup>

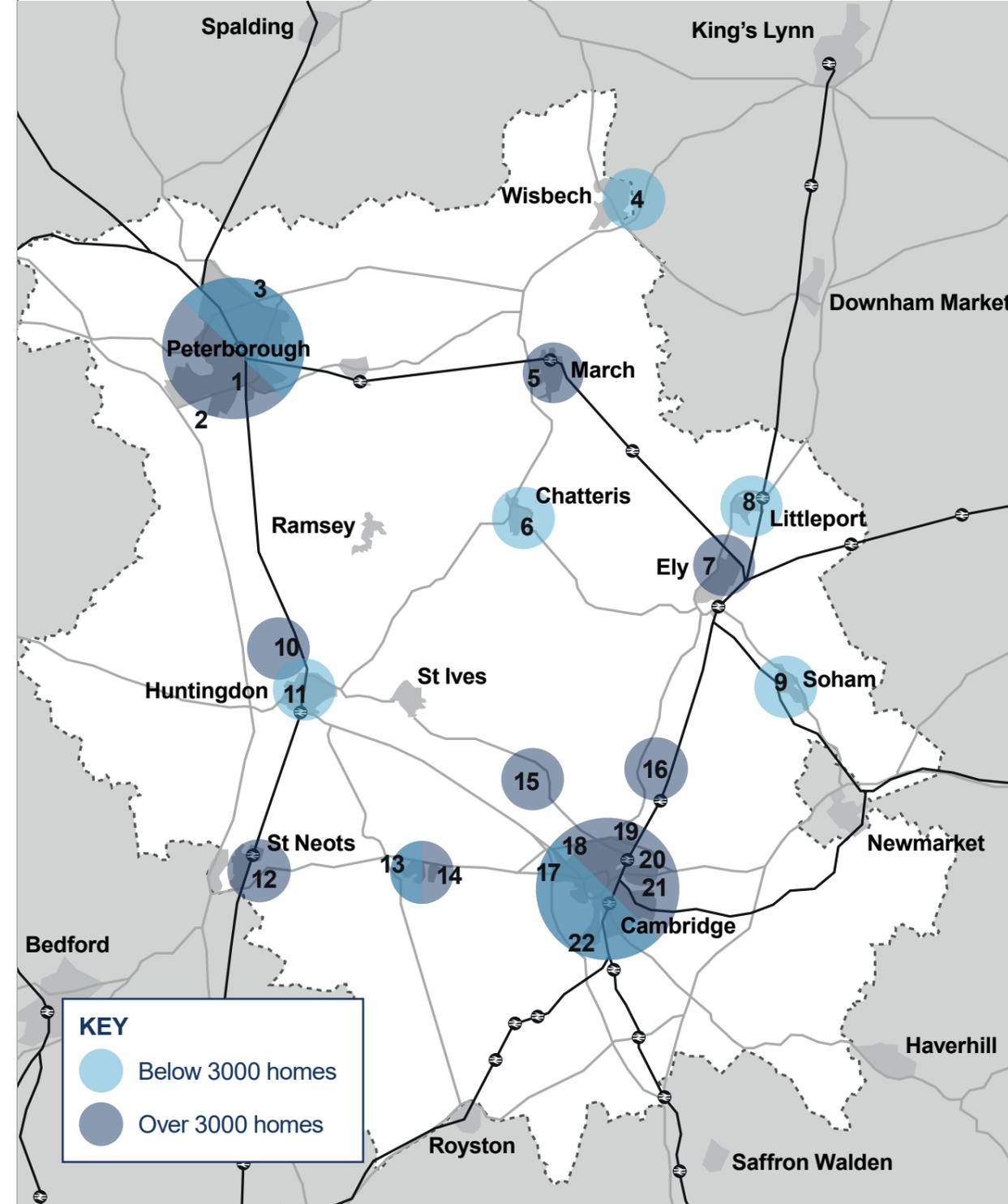
In addition to these allocated sites, the Devolution Deal with government refers to a potential new settlement in Fenland based on garden town principles; and a new Community Land Trust Scheme at Kennett in East Cambridgeshire.

The Combined Authority will consider, where necessary, how best it can support the delivery of these and other development sites, including addressing systemic or infrastructure challenges and using investment, influencing opportunities and other practical support as necessary.

<sup>1</sup> For the purposes of this framework, sites or groups of sites in close proximity which will provide 1,000 or more homes included in adopted plans or draft plans which have been submitted for examination.

<sup>2</sup> This is the total indicative figure including, in some cases, anticipated housing completions before and after the end of the current local plan period.

<sup>3</sup> However, it should be noted that the figures in the table are, to the best of the Combined Authority's knowledge, accurate and up to date, though if any discrepancy does arise, the figures below do not in any way override policy set out in Local Plans for the area.



**FIGURE 4: STRATEGIC DEVELOPMENT SITES IN EXISTING LOCAL PLANS**

Site	Indicative number of homes	Timescale
1) Hampton urban extension	3,632	By 2036
2) Great Haddon urban extension	5,300	By 2036
3) Norwood	2,300	By 2036
4) Wisbech	2,300 (550 in King's Lynn & West Norfolk)	By 2031
5) March	3,100	By 2031
6) Chatteris	1,400	By 2031
7) Ely (north)	3,000	By 2031
8) Littleport	1,850	By 2036
9) Soham	2,100	By 2036
10) Alconbury Weald	5,000	By 2036
11) Ermine Street (south), Huntingdon	1,050	By 2036
12) St Neots East (Wintringham Park and Loves Farm 2)	WP: 2,800 LF2: 1,020	By 2036
13) Cambourne West	1,655 / 935	By 2031 Post 2031
14) Bourn Airfield New Village	1,360 / 2,140	By 2031 Post 2031
15) Northstowe	3,203 / 6,784	By 2031 Post 2031
16) Waterbeach New Town	2,300 / 6,700	By 2031 Post 2031
17) Cambridge North-West (University site)	2,927	By 2031
18) NIAB (Darwin Green)	2,377 / 250	By 2031 Post 2031
19) Cambridge Northern Fringe East (APP)	Potential for 7,600	Unknown
20) Cambridge East (north of Newmarket Road)	1,300	By 2031
21) Cambridge East (north of Cherry Hinton)	1,257	By 2031
22) Cambridge Southern Fringe		
Trumpington Meadows	637	By 2031
Glebe Farm, Clay Farm & Bell School	996	By 2031

## LAND COMMISSION

A Land Commission has been established to bring forward land that will contribute to meeting the area's growth needs. One of its key aims will be to identify specific challenges that are holding back the supply of private and public land for key strategic development sites in local plans.

The Commission will work with partners to bring forward solutions to overcome these barriers, including for sites where complex multiple ownership issues exist and land assembly solutions are needed.

With regard to the potential development locations outlined in the Devolution Deal, the Combined Authority will work with partners on feasibility<sup>1</sup>, assessing infrastructure needs and deliverability.

However, it will be for the local planning authorities to assess these and other sites that might come forward through the relevant statutory planning processes.

<sup>1</sup> For example, £6.5m funding has been provided for feasibility work on the Wisbech Garden Town project.

### Strategic Spatial Objective 3:

The Combined Authority will work with the local planning authorities, developers, Homes England and other agencies to ensure the effective delivery of the strategic housing sites identified in Local Plans.

This will include through its investment decisions, affordable housing investment, the work of the Land Commission and other practical support where the Combined Authority can assist local authorities or facilitate other external inputs.

## UTILITIES

Provision of gas, electricity, digital connectivity and communications, water supply, as well as managing waste water, is fundamental to the functioning of new buildings and places.

Legislation governs the provision of these essential utilities, while regulators oversee business planning and practices in the interests of consumers.

## CHALLENGES

Despite national policy and the mutual interests involved in creating an effective environment for utilities planning and provision, significant challenges persist in achieving the desired outcomes.

These include:

- A lack of co-ordination in spatial and business planning cycles.
- Different time periods covered by the respective plans of local authorities and utilities providers.
- The fact that different utilities are governed by specific legislative provisions and regulation, with a lack of effective engagement between organisations.
- In certain areas market failure prevents services being available in a timely manner to meet business and consumer needs.

These challenges have led to delays in some development coming forward at strategic development locations, or uncertainty about the timing of the necessary investment in infrastructure.

These include the need for grid reinforcement to provide more capacity to the Cambridge southern cluster, which covers a number of development sites, including expansion of the Cambridge Biomedical Campus.

In that case the necessary infrastructure upgrades should have been understood and implemented much earlier in the development process.

Another example involves the need for a new water recycling facility to serve the new town at Waterbeach.

While scoping work has been undertaken and the need for infrastructure identified, the timing of investment is uncertain.

## MORE EFFECTIVE

Against this background, the Combined Authority's aim, working with partners, is to establish more effective engagement and communication with the relevant utilities providers to identify, understand and act upon relevant planning and growth issues.

This includes:

- Building a greater understanding between organisations of aims, objectives, funding and regulatory requirements.
- Building a shared evidence base to better understand the scale, volume and nature of the infrastructure needed to support current and future growth strategies.
- Ensuring that the strategic spatial planning and delivery of utilities infrastructure is aligned and co-ordinated as far as possible with the utilities providers' business investment and infrastructure plans.

To address these issues the Combined Authority intends to develop a Memorandum of Understanding between the Combined Authority, the constituent local planning authorities and the key utilities providers.

The MoU will define more effective ways of partnership working between organisations, setting out a commitment to share knowledge and information and engage proactively in the infrastructure planning work undertaken by both local planning authorities and the utilities providers, to ensure the more timely delivery of the infrastructure required to support the development strategy.

### Strategic Spatial Objective 4:

Working with the local authorities and energy, water and digital utilities providers, the Combined Authority will develop a Memorandum of Understanding that will set out new, agreed ways of working to achieve more timely and effective delivery of utilities infrastructure.

# VIABILITY

The Combined Authority recognises that pursuing sustainable development requires careful attention to viability. Infrastructure planning and the delivery of mixed tenure housing is central to the plan-making process and creation of successful new communities.

The primary model to deliver affordable housing is through S106 agreements attached to planning permissions. More frequently authorities in the Combined Authority area are seeing viability assessments used to justify the reduction from the Local Authority policy position in the quantum of affordable housing and it is evident that while there are principles in common, the approach to viability can vary across the area.

This presents a real challenge to ensure the delivery of genuinely affordable housing, including affordable rented properties, in our area. In order to tackle the common challenge of delivering both infrastructure and affordable housing, and to ensure a consistent approach across the Combined Authority Area, it is proposed that a single viability approach is developed.

This will also give developers certainty of what is expected and can therefore be reflected in the consideration of land allocations and negotiations with willing landowners.

## Strategic Spatial Objective 5:

Through the development of this Strategic Spatial Framework the Combined Authority will support Local Planning Authorities in their viability discussions with developers to ensure a consistent and fair approach is adopted.

## AFFORDABLE HOUSING

The Government has provided £170 million additional funding for at least 2,500 new affordable homes, in recognition of the high levels of growth and exceptional housing market conditions across the area.

A programme for delivering this new housing is in development and will be reflected in the Combined Authority's first Housing Strategy.

The Authority will work closely with partners including planning authorities, housing authorities, developers, Community Land Trusts and registered providers to ensure an integrated and effective approach to providing these new homes.

## HEALTH AND CARE

The Combined Authority recognises the need for a more co-ordinated and proactive approach to providing health and care services.

The levels of planned growth to 2036 provide the opportunity to engage more effectively on public health issues and ensure that the necessary services and facilities are provided for new and growing communities.

## Strategic Spatial Objective 6:

The Combined Authority will work with the local authorities, and health and care organisations, and other partners to ensure the effective delivery of health-related infrastructure and services where the need for this arises from planned growth.

# ACCESS TO A GOOD JOB WITHIN EASY REACH OF HOME

Better connecting the whole of Cambridgeshire and Peterborough has the potential to reduce congestion and journey times, provide greater travel choice, as well as providing access to new or expanding growth locations.

## CURRENT CHALLENGES

Travel demand is expected to grow by 28% in Cambridge and 30% in Peterborough to 2031<sup>1</sup>. Further growth will, therefore, need to be accompanied by investment in necessary infrastructure improvements.

Some of our main transport corridors are:

- The A14, which is strategically significant in connecting the east coast ports to the midlands and beyond, as well as for the delivery of strategic developments at Northstowe and Alconbury Weald. Major improvements to address capacity constraints are underway with completion expected in 2020.

- The A428, which has seen a 43% increase in traffic since 2001. The stretch between the A1 and A1198 is the only section of the strategic east-west route between Cambridge and Milton Keynes that is single carriageway. Highways England have consulted on dual carriageway options; if consented the scheme is expected to commence in 2020 and provide additional road capacity, reduce congestion and delays and facilitate more reliable journey times.

- The A47 is the most important east-west route in the north of the area, carrying up to 42,000 vehicles a day around Peterborough and 22,000 vehicles a day on the single carriageway stretch around Wisbech. Significant levels of growth on the route at Wisbech and King's Lynn require improvements to this strategic route.

- The A10 is a strategic north-south route with significant capacity constraints. It serves Cambridge, the proposed new town at Waterbeach and significant growth north of Ely and at King's Lynn.

There has been strong growth in rail travel in recent years. Consequently, enhanced frequency of trains and greater track and carrying capacity is needed, including enhanced frequency between Cambridge and Peterborough and London, increased track capacity at Ely and in the Cambridge area, and improved frequencies on cross-country routes.

Road and rail challenges facing our area are also compounded by issues around public transport infrastructure, with many communities suffering from poor accessibility to public transport. A strategic approach needs to be taken to address this across the Combined Authority area.

The lack of high speed fibre-optic broadband access has been a constraint in recent years on economic growth, particularly in rural areas.

<sup>1</sup> Modelled forecasts informed by growth and Department for Transport TEMPRO data.

# ADDRESSING THE CHALLENGES

In early recognition of these challenges, the Combined Authority has commissioned a number of possible strategic transport projects which it believes have the potential to deliver significant benefit to the area.

These typically cover a large geography and have been identified as:

- A10 upgrade
- Strategic rail study
- M11 extension
- A47 dualling
- A505 corridor study
- Oxford to Cambridge Expressway
- East-West rail
- Huntingdonshire third river crossing
- Wisbech Rail Connectivity and Wisbech Garden Town
- Ely North rail junction improvements
- Mass Rapid Transit
- Cambridge South Station

The outputs of these studies will be considered as part of the Authority's on-going work to address strategic transport and infrastructure solutions. In tandem with this the Authority has developed a programme of transport studies and projects.

The intention is that this approach will develop into a long-term investment programme that will enable improved connectivity and as a key enabler for job creation, economic and housing growth.

In September 2017 the Combined Authority adopted the first version of the Cambridgeshire and Peterborough Local Transport Plan (LTP).

A more comprehensive, longer-term LTP will be produced during 2018 and 2019, alongside the development of the spatial framework.

At the core of this relationship will be the need for the LTP to guide the investment in transport infrastructure that is needed to meet the area's growth ambitions.

## Strategic Spatial Objective 7:

The Combined Authority will develop and maintain a long-term investment programme of infrastructure projects, including projects it seeks national support to deliver.

It will work with the highway authorities and national agencies to ensure timely and effective interventions to deliver strategic transport solutions.

This includes investment in strategic infrastructure; facilitating grant bids; feasibility studies and business case development; and working with government for timely delivery of committed infrastructure projects.

## GOVERNMENT INVESTMENT

The Government has announced investment in strategic transport infrastructure to support its ambitions for the Cambridge, Milton Keynes and Oxford corridor. In its vision for the corridor<sup>1</sup> the Government:

- Commits to developing an Expressway of high-quality east-west roads between Oxford and Cambridge, key elements of which will be built in the second Roads Investment Strategy period, from 2020 to 2025.
- Will establish an independent East West Rail Company, which will seek opportunities to accelerate delivery of the central section of East West rail between Bedford and Cambridge, with the aim for passenger services to begin by the mid-2020s.
- Announces match-funding of up to £5 million of contributions for the development of plans for a Cambridge South station, with possible construction from the early 2020s.
- Is commissioning Network Rail to report by summer 2018 on rail growth in Cambridgeshire up to 2043.

This investment is welcomed by the Combined Authority and it will work proactively with government, local authorities,

<sup>1</sup> *Helping the Cambridge, Milton Keynes and Oxford corridor reach its potential. HM Government, November 2017.*

business and other partners in the corridor to ensure these infrastructure projects and related growth are delivered.

## LAND VALUE CAPTURE

The Mayor of Cambridgeshire and Peterborough is clear that addressing disparities in wealth and opportunities will only be achieved through bold and imaginative thinking.

This includes innovative approaches to funding in support of the infrastructure that existing and new communities need. Land Value Capture is a mechanism that has the potential, if designed in the right way, to unlock major infrastructure schemes of significant public benefit that otherwise would have had a prohibitive cost.

There are a wide range of options and tools under the banner of Land Value Capture and these will be carefully explored by the Combined Authority to understand the most appropriate application for our area.

## Strategic Spatial Objective 8:

Through the development of this Strategic Spatial Framework, the Combined Authority will explore and put forward proposals for Land Value Capture mechanisms to unlock otherwise unachievable development with the aim of spreading wealth and opportunity more widely.

## DIGITAL CONNECTIVITY

Connecting Cambridgeshire is an ambitious programme which is improving Cambridgeshire and Peterborough's broadband, mobile and Wi-Fi coverage, whilst supporting online skills, business growth and technological innovation to meet future digital challenges.

This is a coordinated approach to drive economic growth, help rural communities to thrive, improve health and well-being, and make it easier for people to get online and access public services.

The Connecting Cambridgeshire partnership is led by Cambridgeshire County Council, working with local councils in Cambridgeshire and Peterborough, BT, the Government's Broadband Delivery programme (BDUK) and partners in business, health and education to achieve its aim of becoming the best connected area in the country.

The programme has successfully completed the first phase of the superfast fibre broadband rollout and announced follow-on phases to reach as many homes and businesses as possible across Cambridgeshire and Peterborough by 2020.

The Combined Authority will support this important initiative as a major element of its aim of enhanced digital connectivity.

# ENVIRONMENTALLY SUSTAINABLE

There is now strong evidence for the benefits that the natural environment creates for people and places. It provides many key services for sustainable growth, including water quality, improved air quality, flood management, pollination, climate change mitigation and adaptation.

The physical characteristics of Cambridgeshire and Peterborough make the area vulnerable to climate change impacts. Water resources are particularly scarce with rainfall only around a third of the UK average. If, as predicted, summers become progressively warmer and drier, the large agricultural sector in the area may see an overall decrease in crop yields<sup>1</sup>.

Rivers and groundwater resources in much of the area are heavily utilised for public water supply, agriculture and other industry. Many of the rivers are over-licensed and this causes pressure on the natural environment.

This highlights the importance of ensuring future water supplies to business and

domestic users are considered in advance of further planned growth.

The Environment Agency estimates that 34.5% of the area is at high risk of flooding in the absence of flood defences. Increased incidences of heavy rainfall will make flood risk more likely, while rising sea levels may also contribute to flood risk, particularly affecting low-lying parts to the north of Cambridgeshire and eastern Peterborough<sup>1</sup>.

Although much of the area is below sea level, significant flood and drainage infrastructure that has evolved since the 1600s has enabled the area to grow and prosper. The Combined Authority will need to work with all organisations involved in flood risk management to identify the need and ensure the delivery of strategic flood and drainage infrastructure in the future.

Heat in the built environment is also a priority risk for action identified in the UK Climate Change Risk Assessment, with hotter

summers predicted to lead to an increase in heat related deaths<sup>1</sup>.

New development should be designed in a way that minimises the impact of our changing climate through the integration of green and blue infrastructure and through ensuring that the risk of overheating is designed out of our buildings in ways that do not increase reliance on energy and carbon intensive means of cooling.

## Strategic Spatial Objective 9:

Through the development of this Strategic Spatial Framework, the Combined Authority will work with the Environment Agency, water companies, local planning authorities and other delivery agencies to assess the need for and delivery of infrastructure to address future environmental sustainability. This includes responding to our changing climate, both in terms of mitigation and adaptation.

There are significant parts of the area with poor access to high quality greenspace where people can exercise and enjoy the environment thereby improving physical and mental health, which in turn will reduce health expenditure and improve personal well-being and labour productivity.

Existing wildlife sites are also under considerable pressure as a result of greater use by the public for recreational purposes and by development. With additional population growth and people's needs to visit and enjoy the natural environment, these impacts are expected to worsen.

Investment in strategic green infrastructure can address these issues, whilst helping to establish the county as a high quality environment in which to live and work.

The Greater Cambridgeshire Local Nature Partnership (LNP) is an important organisation for the Combined Authority to work with to address these issues.

It brings together the local authorities with a range of partner organisations which are key to the stewardship and enhancement of the natural environment.

The LNP's vision is to work to achieve a high quality natural environment in Cambridgeshire and Peterborough that will benefit business, communities and individuals.

A high level review of the current green infrastructure strategies is being led by the LNP. It is also promoting the concept of net gain in natural capital and biodiversity, which offers a means for ensuring that all development contributes towards an enhanced natural environment that meets future strategic needs, and provides multiple benefits for our economy and local people.

## Strategic Spatial Objective 10:

The Combined Authority will work with One Defra, the Local Nature Partnership, and local planning authorities to ensure that the updated green infrastructure strategies for the area and natural capital and biodiversity principles are reflected appropriately in the development of the Strategic Spatial Framework. This will include a particular focus on strategically important sites and sites with valued public access opportunities.

<sup>1</sup> *Climate Change & Environment Strategy. Cambridgeshire County Council, 2008; Climate Change Strategy. Peterborough City Council, 2007. Climate Change Strategy 2016-2021. Cambridge City Council, 2016.*

<sup>1</sup> *For further information see [www.gov.uk/government/organisations/environment-agency](http://www.gov.uk/government/organisations/environment-agency) and search for flood risk maps.*

<sup>1</sup> *Committee on Climate Change (2016). UK Climate Change Risk Assessment 2017. Synthesis Report: Priorities for the next five years.*

# SECTION 4

# INCLUSIVE GROWTH

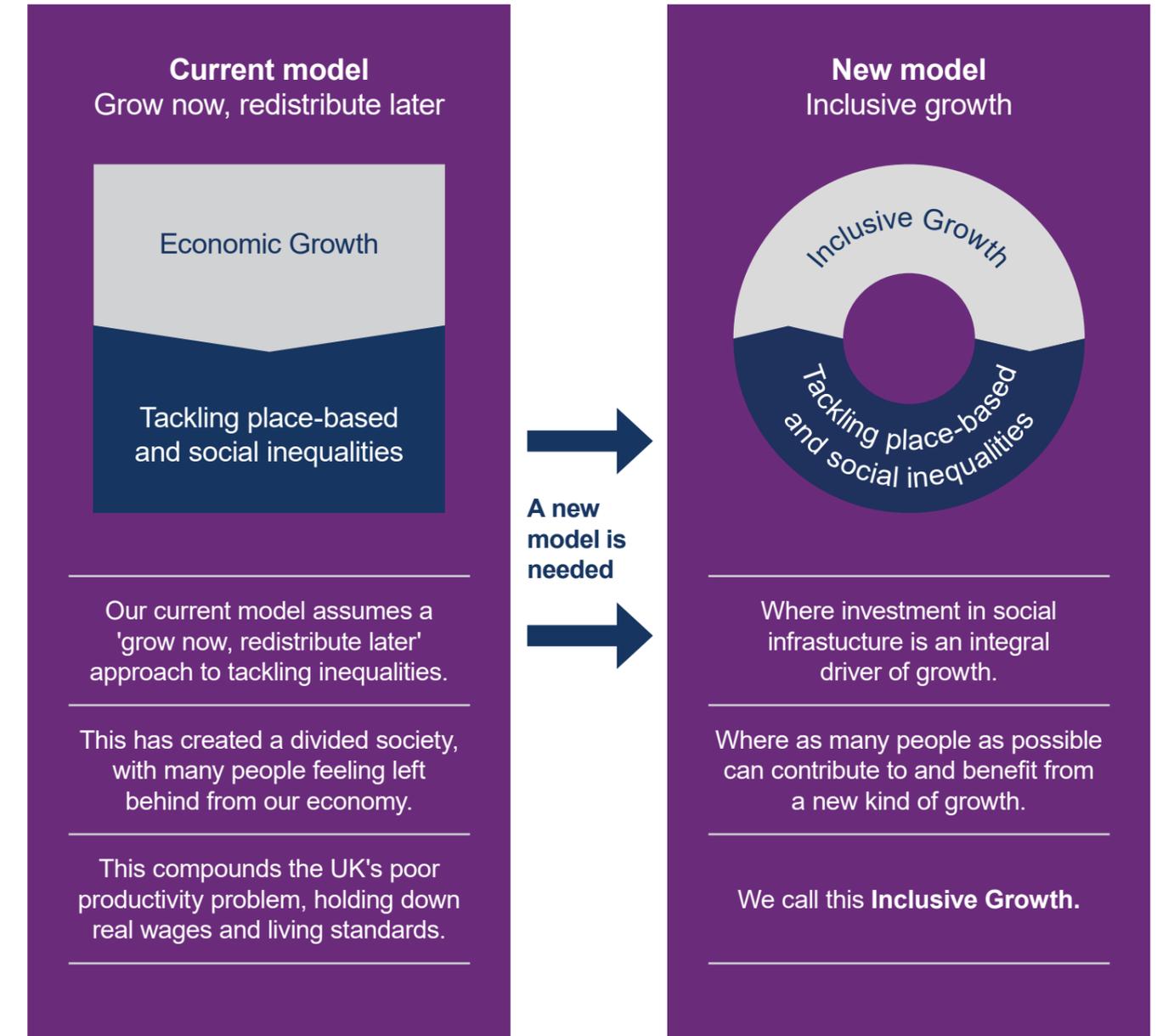
Doing more to ensure that all our communities are healthy, thriving and prosperous places is at the heart of the Combined Authority's ambitions.

The Combined Authority will, therefore, promote policies and approaches that positively support inclusion and fairness of opportunity.

'Inclusive Growth' seeks to address assumptions that the benefits of growth will 'trickle down' to the most deprived communities. The alternative is to take a more proactive approach to identifying opportunities through growth that will benefit lower income households.

This requires a holistic approach that ranges across access to labour markets, social mobility, learning and skills, health and wellbeing, and provision of infrastructure and services.

Addressing these issues often requires long-term solutions that cannot be addressed by spatial planning alone. However, identifying those areas that are in greatest need of intervention and support enables a place-based focus to the issues, including how growth can be used as an effective tool to address some aspects of deprivation and inequality of opportunity.



# UNDERSTANDING DEPRIVATION IN CAMBRIDGESHIRE AND PETERBOROUGH

The factors that contribute to disadvantage for local communities are well-documented<sup>1</sup>; these include:

- A narrow and relatively low economic base dominated by declining or slow growth sectors.
- Low economic participation and lower than average incomes.
- An uncompetitive skills base with too few people with entry level qualifications (NVQ2) and too few with higher level qualifications (NVQ4).
- Underperforming market towns or local centres and a lack of quality employment space.
- Relatively poor transport infrastructure.
- High housing costs.

Understanding and tackling deprivation relies upon an understanding of each and every place that makes up Cambridgeshire and Peterborough.

The characteristics of local communities which are significant in understanding deprivation are poverty thresholds, income and benefits levels, and the extent of multiple deprivation<sup>1</sup>.

The spatial implications of different levels of household incomes across the area can be seen in the map on page 35, with the darker blue reflecting those on the lowest incomes.

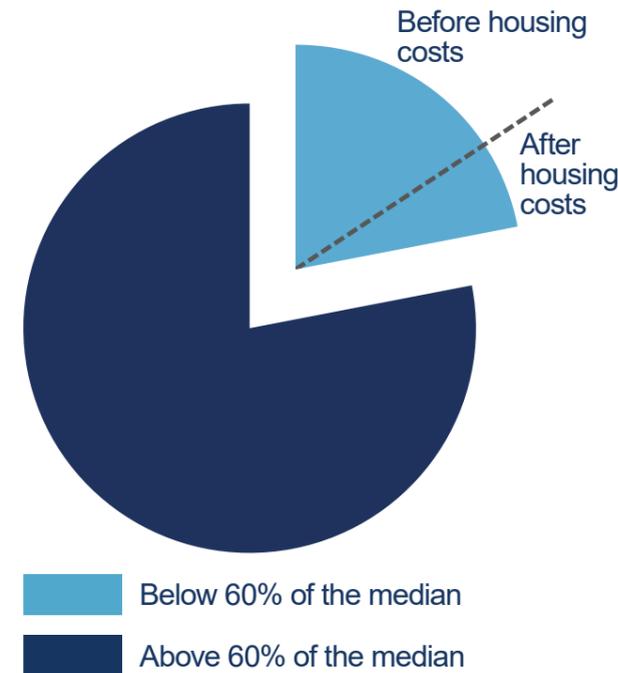
Other characteristics can also highlight the nature of inclusivity or exclusion, for example the map to the right shows the differences in participation of young people in higher education across Cambridgeshire and Peterborough.

<sup>1</sup> Indices of Multiple Deprivation or IMD 2015. The Indices are based on 37 separate indicators which are combined (using appropriate weighting) to form a general picture of the spread of multiple deprivation at a small area level.

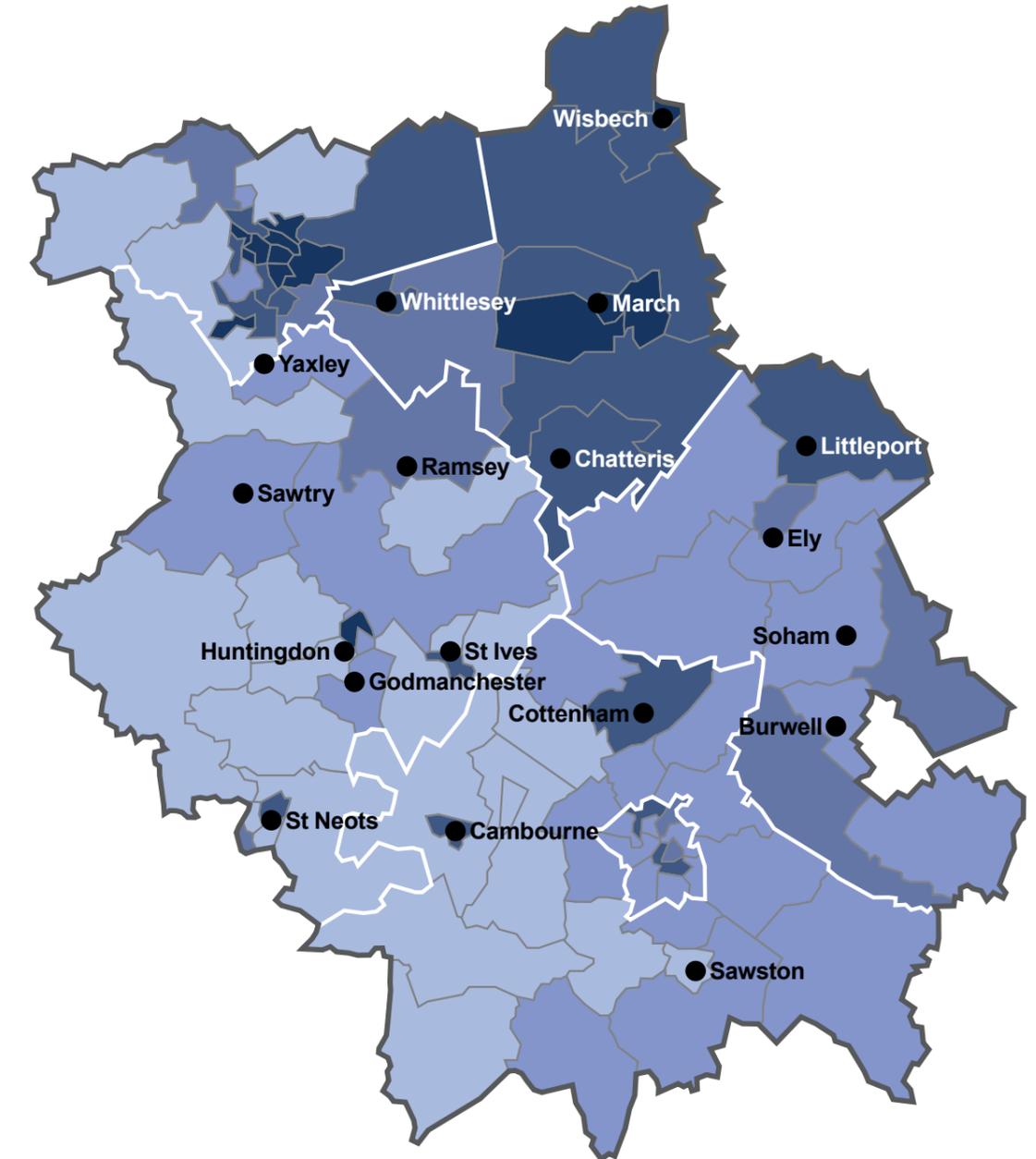
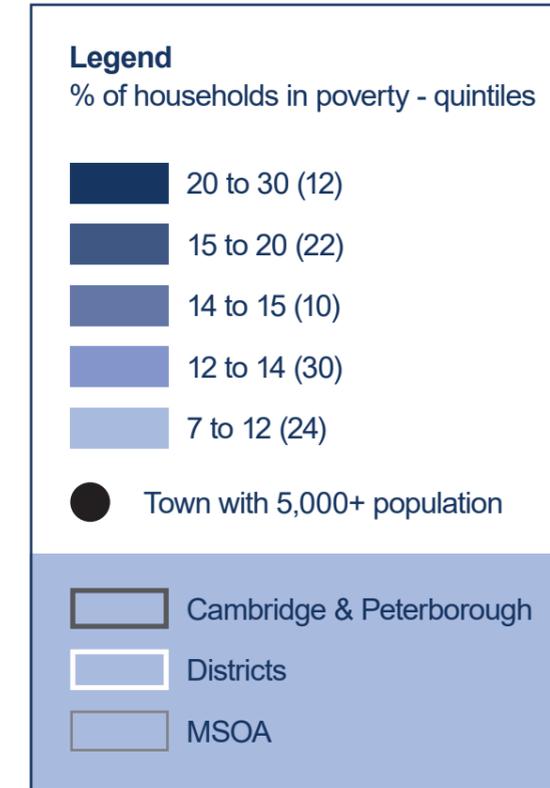
<sup>1</sup> For example, as set out in the Fenland Neighbourhood Planning Vision. AECOM, October 2010.

## HOUSING COSTS

Of particular resonance for certain parts of Cambridgeshire and Peterborough is the impact that housing costs places on the levels of deprivation that are experienced. Nationally this impact is significant, which is played out in particular around Cambridge.

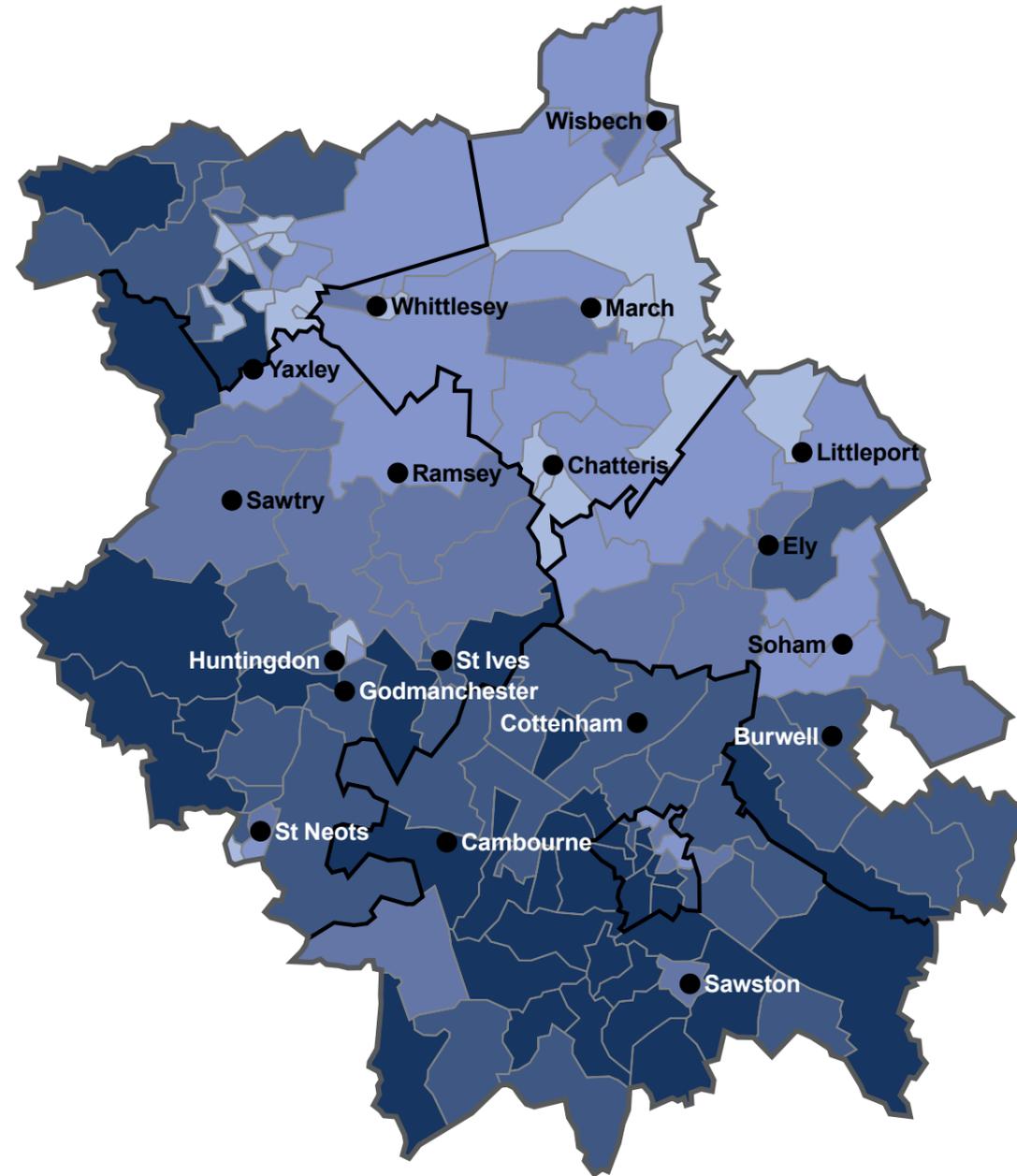
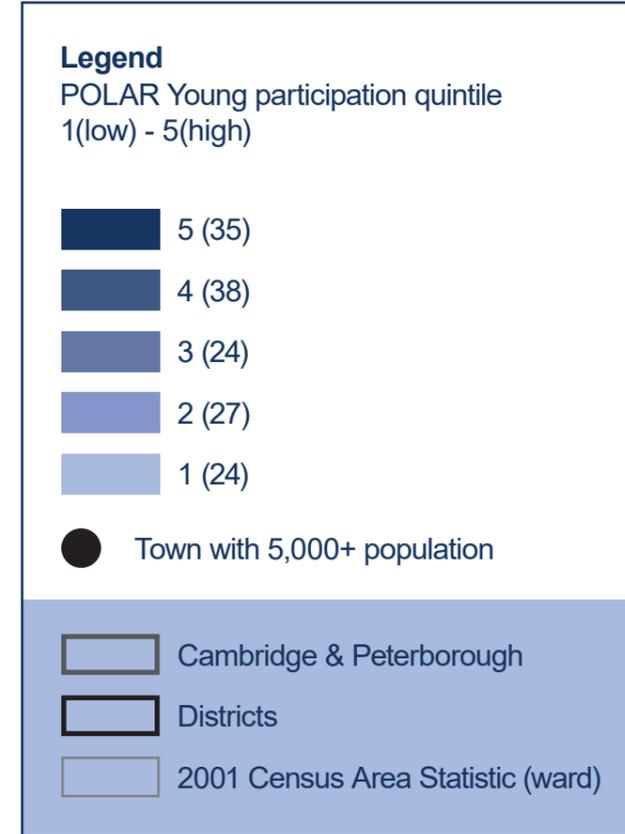


Percentage of households in poverty (earning <60% of median income) before housing costs in Cambridgeshire and Peterborough MSOAs, in 2013/14.



Source: ONS Households in poverty estimates for middle layer super output areas in England and Wales, FYE 2014.

## Participation of Local Areas (POLAR) quintile rating for the participation by young people in higher education, Cambridgeshire & Peterborough in 2012.

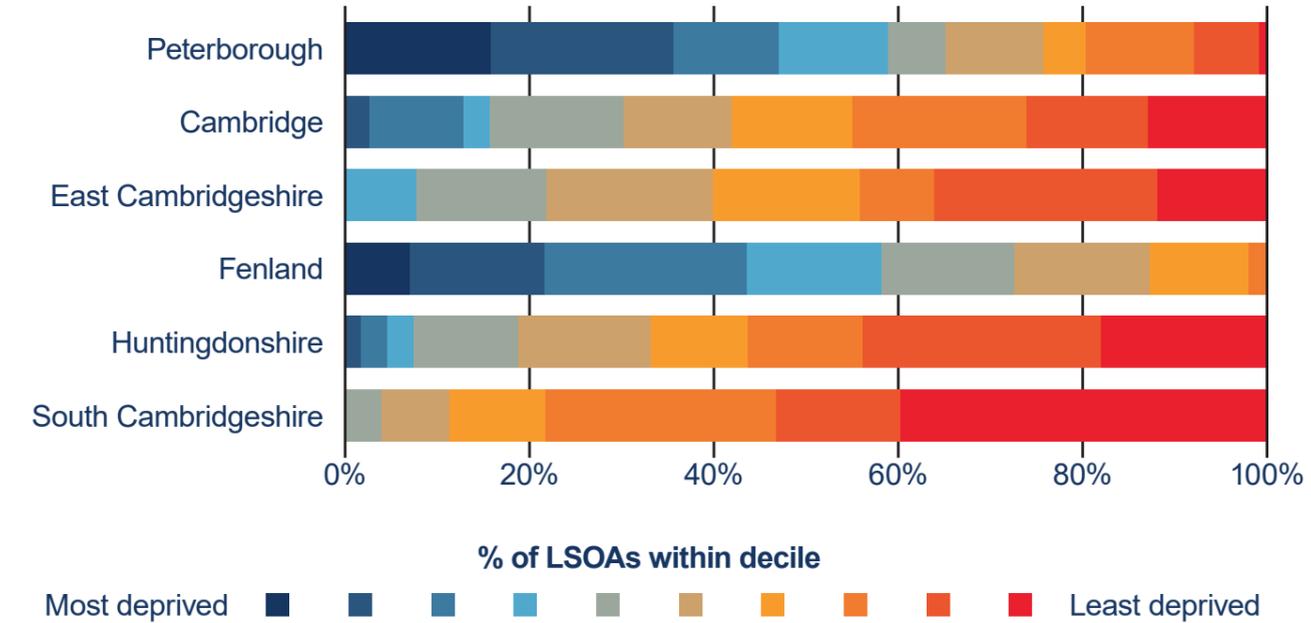


Source: Higher Education Funding Council for England: POLAR3 dataset 2012 (most recent)

## MULTIPLE DEPRIVATION

The figure below visualises the district outcomes from the Indices of Multiple Deprivation (IMD) 2015. Fenland and Peterborough have a similar spread of deprived areas (coloured dark blue), followed by Cambridge and to a lesser extent, Huntingdonshire and East Cambridgeshire. South Cambridgeshire is the least deprived district.

## DECILE FROM IMD 2015



Taking these measures collectively the main areas (by size of population<sup>1</sup>) of deprivation and disadvantage in Cambridgeshire and Peterborough are:

- Central and north-east areas of Peterborough.
- North and eastern areas of Cambridge.
- Northern Fenland (centred on Wisbech).
- The Oxmoor area of Huntingdon.

A DNA chart depicting the percentage of LSOAs per district. This allows a comparison of the spread of multiple deprivation between districts.

<sup>1</sup> Based on the top 15 most deprived MSOA, populations are: 79,496 in Peterborough, 35,999 in Cambridge, 24,350 in Fenland and 8,877 in the Oxmoor area of Huntingdon.

# ADDRESSING DEPRIVATION

For the purposes of this framework, it is important to understand where the Combined Authority's and its partners' actions can have a direct or indirect influence on addressing deprivation.

The most obvious issues in this regard relate to improvements in education, skills and training; provision of good quality, affordable housing; provision of employment space and opportunities through regeneration and growth; and connectivity through transport infrastructure, public transport services and high-speed broadband.

It is important to recognise the significance that 'soft infrastructure' also plays – the delivery of high quality schools at all age levels through to 16 to 19 year education, community infrastructure and facilities, and good public services also play a key role in tackling disadvantage and particularly in communities not sharing in overall prosperity levels. That is why the following strategic spatial objectives (11 & 12) reference the need to make investments that tackle deprivation, whatever form of infrastructure that be, and in ensuring that 'community' and 'cohesion' are integral in the design and delivery of new communities, and maximise the benefit from wider Combined Authority infrastructure delivery.

Furthermore, the quality of local environments and particularly provision of greenspace can have positive benefits for physical and mental health and wellbeing. Initiatives set out elsewhere in this framework will address a number of these issues, for example investment in affordable housing across the area and the work of the Connecting Cambridgeshire broadband programme.

The Combined Authority will, however, ensure that its investment decisions are informed by the need to address inequalities and tackle deprivation.

It has signalled this intent through recent strategic investment decisions, including:

- Developing the funding and business case for bringing forward a new university for Peterborough.
- Providing £6.5m funding for further feasibility work on the Wisbech Garden Town project.
- Funding studies to look into the feasibility of reopening the Wisbech to March rail line.
- Undertaking a strategic bus review across Cambridgeshire and Peterborough.
- Establishing a £7.2m "Health and Care Sector Progression Academy" in areas of deprivation.

The work of the Independent Economic Commission during 2017 and 2018 will provide a focal point for how economic growth can support greater equality.

Also, the Market Towns Masterplan initiative, piloted in St Neots, provides the opportunity for place-based initiatives to address economic and social disadvantage.

The market towns initiative will be rolled out to other towns in the area beginning in 2018.

## Strategic Spatial Objective 11:

With regard to the spatial priorities identified in this plan, the Combined Authority will take a positive view of, and prioritise, investment that tackles deprivation and which increases sustainable, inclusive growth in disadvantaged areas of Cambridgeshire and Peterborough.

## QUALITY CHARTER FOR GROWTH

The Cambridgeshire Quality Charter for Growth, developed by Cambridgeshire local authorities and partners, sets out the key principles that should form the basis of all new development<sup>1</sup>.

It has proved a valuable tool for improving the quality of development outcomes throughout Cambridgeshire when its input has been sought. The Quality Charter is founded on the concept of four 'Cs':

- **Community** - Places where people live out of choice and not necessity, creating healthy communities with a good quality of life.
- **Climate** - Places that anticipate climate change in ways that enhance the desirability of the development and minimise environmental impact.
- **Connectivity** - Places that are well-connected enable easy access for all to jobs and services using sustainable modes.
- **Character** - Places with distinctive neighbourhoods and where people create 'pride of place'.

<sup>1</sup> The Charter can be found here: <http://urbed.coop/projects/quality-charter-growth-cambridgeshire>.

The Combined Authority fully endorses these core principles of good development, not least because they reflect its own vision and spatial priorities for growth.

The Authority wishes, therefore, to ensure that the Quality Charter principles are embedded in new development across the area; and that there is a more explicit recognition of the need for growth to be inclusive.

Accordingly, the Authority is committed to reviewing the Charter to extend across Cambridgeshire and Peterborough.

The revised Charter will include a fifth 'C', Cohesion, to demonstrate how the existing principles will encompass inclusive growth.

## Strategic Spatial Objective 12:

The Combined Authority will undertake a review of the Cambridgeshire Quality Charter for Growth so that it covers the whole of Cambridgeshire and Peterborough and addresses more fully the principles of cohesion and inclusive growth. It will seek the support of the local planning authorities to adopt the charter as guidance to inform current development and as an integral part of future local plans.

The issues and measures set out in this section will be reviewed as part of the development of this framework. In particular, further consideration will be given to how spatial planning can best address deprivation as part of a comprehensive strategy for inclusive growth.

# SECTION 5

## WIDER SPATIAL CONTEXT AND WORKING WITH NEIGHBOURING AREAS

Cambridgeshire and Peterborough is bounded by county, district and unitary areas, each with its own unique characteristics. These include authorities in Lincolnshire, Norfolk, Suffolk, Essex, Hertfordshire, Bedfordshire and Northamptonshire.

More specifically, Peterborough has functional links with Lincolnshire and Rutland to the north, while a number of the market towns to the south and east, including Haverhill, Saffron Walden and Royston, have functional connections with Cambridge.

### STRATEGIC CORRIDORS

Strategic corridors are of particular importance in terms of connectivity and economic growth. These include the A14, M11, A10, A11, A47 and A428; with other important connections provided by the A505 and A1307, and the West Anglia and East Coast rail lines.

Many of these corridors are experiencing high growth and capacity constraints; but they also provide opportunities for establishing and growing economic connections between areas, including complementary approaches to growth sectors and clusters.

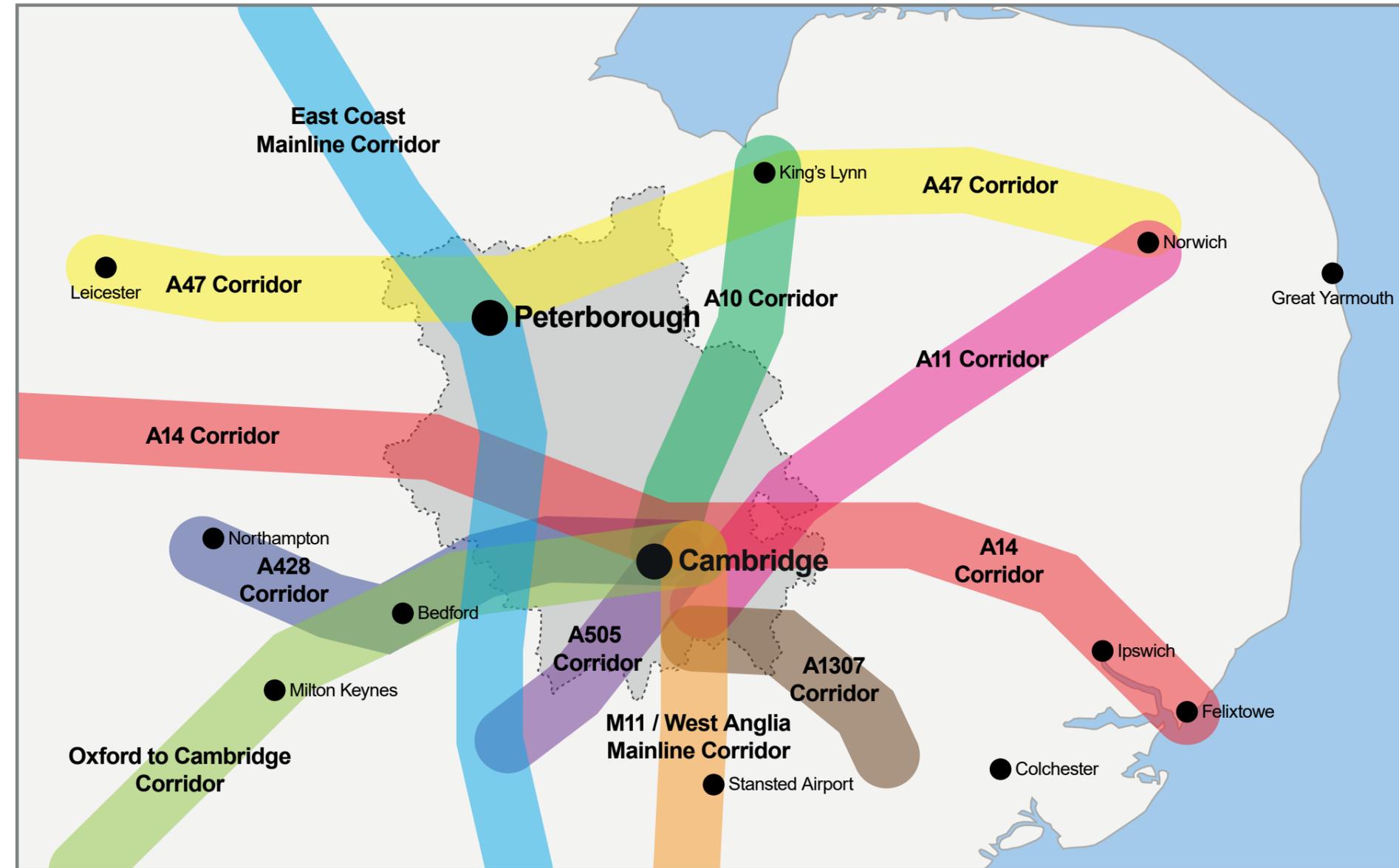
For example, the London Stansted Cambridge corridor is a strategic economic area with strong inter-connections through clusters of industries, supply chains and commuting patterns.

Industries range from high-tech digital and biomedical to logistical, resource recovery and food manufacturing. The area of over two million people is linked by the West Anglia rail line, the M11 and A10.

Other examples include the A11 corridor with opportunities for greater interaction between the agri-tech research at Norwich Research Park and the Cambridge biotech cluster.

Government support for the economic growth of the Cambridge, Milton Keynes and Oxford corridor through investment in strategic infrastructure and a collaborative approach provides significant opportunities for Cambridgeshire and Peterborough and its surrounding areas.

## STRATEGIC CORRIDORS



## HOUSING MARKET AREAS

The functional relationship between Cambridgeshire and Peterborough and its neighbouring areas is also recognised through Housing Market Areas (HMA).

Peterborough's HMA stretches north to encompass parts of Lincolnshire, whilst Cambridge's looks to the east and includes West Suffolk.

The Combined Authority, working with partners, will consider how these existing relationships can be developed, including better defining functional economic areas to inform the development of this framework.



## STRATEGIC PARTNERSHIPS

Strategic partnerships between local authorities and joint planning arrangements are being developed in neighbouring areas to Cambridgeshire and Peterborough in response to national objectives for additional homes, jobs and enhanced infrastructure.

The Norfolk local authorities have published a Strategic Planning Framework for the county. This includes recognition of the relationships with Cambridgeshire and Peterborough, particularly through strategic corridors.

As well as referring to the A11 corridor, the framework notes that the A47, directly or indirectly, affects all Norfolk's districts, parts of Suffolk, Cambridgeshire and Peterborough. The current limitations of the A47 act as a brake on economic growth, hindering investment, and adding to business and commuter costs.

Improvements to the road will unlock jobs, increase GVA and attract additional private investment along its full length. The Combined Authority will work actively with neighbouring authorities to achieve these objectives.

In 2013 the Suffolk authorities and partners published the Suffolk Growth Strategy, and this has been updated through the recent publication of the new Economic Strategy for Norfolk & Suffolk. These documents set out economic growth opportunities for the county and the need for supporting infrastructure.

The Suffolk authorities and partners are now considering their strategic approach to delivering these opportunities and securing the investment required to provide for their long-term growth and infrastructure needs.

To the south of Cambridgeshire, the North Essex authorities have prepared a joint strategic section of their Local Plans in order to plan comprehensively for the future of area.

This includes a commitment to meet the sub-region's housing, jobs and infrastructure requirements, including through the planning and delivery of three new Garden Communities at Colchester Braintree Borders, Tendring Colchester Borders and West of Braintree.

As part of its vision for the Cambridge, Milton Keynes and Oxford corridor the government has asked the local authorities in the corridor and the Combined Authority to propose how they will work together to ensure that planning for business and housing is coordinated with the delivery of strategic and local infrastructure.

These and other strategic initiatives provide an important opportunity for the Combined Authority and its constituent local authorities to work proactively with neighbouring areas.

### Strategic Spatial Objective 13:

The Combined Authority will work with neighbouring authorities through their strategic partnerships and national initiatives to ensure a complementary, integrated approach to growth and to optimise investment opportunities to achieve mutually beneficial outcomes.

# SECTION 6 NEXT STEPS: OPPORTUNITIES FOR DEVELOPING THE STRATEGIC SPATIAL FRAMEWORK TO 2050

A key aim for the Cambridgeshire and Peterborough Combined Authority is that economic output will double over the next 25 years, with an uplift in GVA from £22bn to over £40bn<sup>1</sup>.

This is an ambitious target that will require a clear strategy, significant investment and an effective market response to ensure it is met. It will also require testing against the ability of the natural environment to accommodate this degree of growth. The Combined Authority has established an Independent Economic Commission, chaired by Dame Kate Barker, to advise on the baseline conditions and necessary measures to drive forward the achievement of this level of economic output.

Working through the Commission and with the new Business Board, government and other partners, during 2018 the Authority will develop a Local Industrial Strategy that will set out a comprehensive approach to how it would be possible to realise the agreed economic growth levels. This will be an important part of the evidence to inform the next version of this spatial framework, which will be developed during 2018.

Alongside this economic evidence, it is equally important to understand the demographic implications of future growth. Government proposals for a standard methodology for assessing housing need<sup>1</sup> are expected to be finalised and included in national guidance during 2018.

This, together with the necessary economic and environmental evidence, will be central to understanding the area's future growth needs and ambitions in terms of additional jobs, infrastructure and homes.

The Combined Authority is developing a range of other strategies which have a bearing on future growth outcomes. These include Housing and Investment strategies and a long-term Local Transport Plan.

It is particularly important that the spatial framework is developed alongside these plans and strategies to ensure a coherent and well-evidenced approach to future growth.

Working in partnership to secure sustainable growth outcomes will be critical to meeting the Combined Authority's ambitions. This includes through national initiatives such as the Cambridge, Milton Keynes and Oxford growth corridor and other strategic initiatives with neighbouring authorities.

This Phase 1 Cambridgeshire and Peterborough Strategic Spatial Framework provides a strong basis for delivering planned growth and moving to a longer-term development strategy for the area.

## BUILDING BLOCKS

The Combined Authority wishes to engage with its key partners and stakeholders in developing the strategic spatial framework to provide a longer term development strategy to 2050.

Set out below are some of the key principles for the area's future growth that could provide the building blocks for a spatial vision to 2050. These have been developed based upon engagement with stakeholders on the opportunities for the development of the framework to 2050, and will be subject to further engagement and discussion in the next phase of work.

- **Embrace positively the need to build new homes, create jobs, and improve infrastructure – offering attractive homes, jobs and a high quality of life in a range of distinctive communities.** The benefits of meeting the Combined Authority's ambitious economic growth target over this period will be apparent across the whole area, with a particular focus on improvements for the most deprived communities.
- **Accommodate growth by providing new homes in sustainable locations, such as close to main centres of employment and potentially along key dedicated public transport routes.** This will result in the development and enhancement of balanced and mixed communities with new homes of different sizes, types and affordability, as well as provision for specific groups, including older

people and people with disabilities. All development will reflect high quality architectural and urban design. The necessary infrastructure and community facilities and services will be provided as an integral element of new development.

- **Be acknowledged as a world-leader in innovation, new technologies, and knowledge-based business and research,** yet more diverse in its economy across the area, including the expansion of appropriate-scale manufacturing and low carbon technologies, within and close to the main urban areas and at existing and new Enterprise Zones.
- **Support the educational attainment and skills needed to realise the area's economic potential.** In particular, the established and new universities in Cambridge and Peterborough will have maintained and enhanced their reputations at national and international level as providers of high quality education and training.
- **Benefit from integrated transport networks, including being served by frequent high quality public transport.** There will be improved accessibility from homes to jobs and services by sustainable means, access to high quality routes for cycling and walking and good links to the countryside.

- **Work with neighbouring authorities, Government, and other partners to develop strategic connections between areas.** Through complementary economic and industrial strategies and approaches; and provision of new strategic infrastructure and improvements to existing strategic transport corridors.
- **Be an exemplar of low carbon living, efficient use of resources, sustainable development and green infrastructure.** Founded on Peterborough's eco-cluster and environment capital aspirations, Cambridge's clean-tech cluster, the development of planned urban extensions and new settlements, and the sustainable expansion of market towns and district centres with close links to village communities.
- **Be outstanding in the conservation and enhancement of its urban, rural and historic environment.** Including vibrant city centres, attractive market towns, spacious fen landscapes, river valleys and a high degree of biodiversity.
- **Be well prepared for the impact of environmental change and well adapted to its effects.** Through identifying the impact of growth and climate change on the area's natural capital, and so that investment in green and blue infrastructure, flood and water management, and water and energy efficiency seek to result in a net gain in natural capital.

<sup>1</sup> *Cambridgeshire and Peterborough Devolution Deal. March 2017.*

<sup>1</sup> *Planning for the right homes in the right places: consultation proposals. Department for Communities and Local Government, September 2017.*



**CAMBRIDGESHIRE  
& PETERBOROUGH**  
COMBINED AUTHORITY

[contactus@cambridgeshirepeterborough-ca.gov.uk](mailto:contactus@cambridgeshirepeterborough-ca.gov.uk)



**Turley Office**  
9 Colmore Row  
Birmingham  
B3 2BJ

T 0121 233 0902

**Turley**