

Strategic Spatial Priorities

Addressing the Duty to Cooperate across Cambridgeshire & Peterborough

January 2014

Strategic Spatial Priorities: Addressing the Duty to Co-operate across Cambridgeshire & Peterborough has been developed by the following organisations:



This document is supported by the organisations shown below. A full list of contributing organisations is set out at [Appendix 1](#).



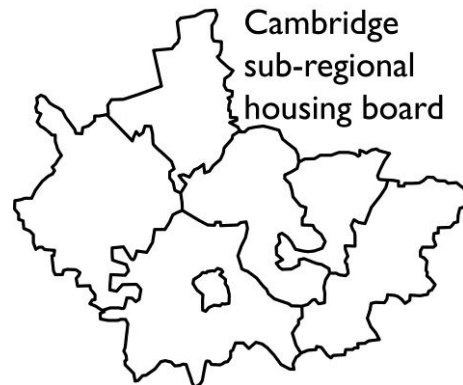
Cambridgeshire and Peterborough Clinical Commissioning Group



ENTERPRISE PARTNERSHIP

GCPLNP

Greater Cambridgeshire & Peterborough Local Nature Partnership



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Introducing *Strategic Spatial Priorities: Addressing the Duty to Co-operate across Cambridgeshire & Peterborough.*

Why was it produced?

This document is intended to supplement the *Cambridgeshire & Peterborough Memorandum of Co-operation: Supporting the Spatial Approach 2011-2031*, published in May 2013. This was produced by the local authorities to support the development of a coherent and comprehensive growth strategy across Cambridgeshire & Peterborough. It sets out the vision and objectives for the long-term development of the area, an overview of the evidence for future levels of growth, the agreed levels of additional housing and the broad spatial approach that will help realise the vision and the area's growth needs.

Both the Memorandum of Co-operation and this *Strategic Spatial Priorities* document provide substantive evidence that the statutory duty to co-operate has been addressed. This document achieves this by highlighting how the local authorities have addressed the duty across a number of strategic spatial priorities. As such, it provides a broad context to complement the more detailed Local Plans developed by the individual authorities.

What does it do and who contributed to it?

Strategic Spatial Priorities: Addressing the Duty to Co-operate across Cambridgeshire & Peterborough provides an overview of strategic spatial issues as they apply to Cambridgeshire and Peterborough as a whole. It reflects input from a range of stakeholders within the public and private sectors¹ and provides a basis for further collaboration across strategic priorities, in accordance with the on-going nature of the duty to co-operate.

The document addresses the main strategic planning priorities identified in the National Planning Policy Framework, which also form objectives² to support the area-wide spatial vision in the Memorandum of Co-operation. A similar structure is used for each strategic topic, covering the following:

- The legislative and policy context, where relevant;³
- The key strategic issues for the area; and
- High level spatial responses to the identified issues.

Joint evidence and policy agreements that address the duty to co-operate are highlighted in **dark blue bold text**. Relevant documents are also listed at the end of each section.

¹ See Appendix 1.

² This document includes three additional topics that were not included as individual objectives in the Memorandum of Co-operation: Design, Energy and Broadband. Design is included as an additional topic in response to its integral role to planning as set out in the NPPF, and in emerging Local Plans. The Memorandum addresses broadband and energy issues under a single objective titled "Other infrastructure"; here these topics have been addressed separately, in order to fully address relevant spatial issues relating to each. Despite being referred to in an objective, the historic environment is not addressed as an individual topic in this document because the local authorities, while recognising its significance, do not consider that it has the same cross-boundary implications as the other identified priorities.

³ In accordance with Government guidance, national planning policy is not repeated.

What doesn't it do?

In keeping with the principles of localism, this document respects the sovereignty of emerging Local Plans. It does not set levels or locations for development, nor does it include prescriptive policies. Ultimately, it is for the local authorities to determine the appropriate policy responses to the relevant strategic issues.

Design

Objective

Ensure that all development can be provided to a high level of architectural and urban design quality with a distinct sense of place. Development will respect and complement the traditional characters of Cambridgeshire and Peterborough, including the historic environment and a logical, coherent settlement structure. The approach to new development will include:

- mixed, balanced and cohesive communities
- mixed uses and types and tenures of home
- appropriate densities to reflect local character and efficient land use
- high quality, distinctive design
- highest standards of environmental construction and performance
- safe walking and cycling
- good public transport access
- reduced opportunities for crime
- new habitats and landscapes
- encouragement of healthy lifestyles
- encouragement of social and community interaction

Background

- The definition of design in national planning policy goes beyond the visual aesthetic of new buildings, to include all aspects of spatial planning that support healthy, cohesive, sustainable and locally distinctive communities. Design is therefore relevant to all the topics included in this Strategic Spatial Priorities document;
- Good design is relevant to all development, but establishing and maintaining a comprehensive approach to the design of large developments such as urban extensions and new settlements is particularly important;
- Good design is highly valued by the Cambridgeshire and Peterborough authorities, as evidenced by existing development plans, the use of master-plans, the retention of dedicated urban design skills supporting large-scale new development, and the adoption of the **Cambridgeshire Quality Charter for Growth**;
- The Charter sets out a series of basic principles for achieving higher quality development. Structured under four “Cs” of Community, Connectivity, Climate and Character, the document goes beyond design principles to include consideration of all factors needed to create a sustainable community. The Quality Charter is used by the local planning authorities as a material consideration in their decision-making.
- The Cambridgeshire Quality Panel provides independent reviews and advice relating to strategic development proposals, against the principles in the Quality Charter.

Strategic Issues

- The Cambridgeshire and Peterborough authorities are planning for around 98,000 new homes to be built between 2011 and 2031. Many of the allocated locations are large urban extensions and new settlements, each of which requires a strong design-led vision and approach. The largest growth sites are listed within the Housing section of this document;

- The Cambridgeshire Quality Charter for Growth was adopted before the publication of the National Planning Policy Framework. However, the all of the NPPF's design principles are strongly reflected in the Charter's four "Cs" approach.

Delivering the Objective

The principal spatial planning response to the issues identified above is to use the Cambridgeshire Quality Charter as a key set of principles to inform more specific local planning policies.

In addition, as noted above, design is a cross-cutting topic; many of the design issues raised in the NPPF and Quality Charter for Growth are addressed elsewhere in this document.

Documents

- [Cambridgeshire Horizons et. al., 2010. Cambridgeshire Quality Charter for Growth](#)

Housing

Objective

Provide for a level and quality of housing growth to support the economic prospects and aspirations of local areas. Contribute to sustainable patterns of development across Cambridgeshire and Peterborough, including improving the alignment between homes and jobs, and to the health and well-being of communities.

Support the delivery of a high proportion of affordable homes, including homes of various sizes, types, tenures and costs to provide for the diversity of the area's housing and economic needs. The aim is to support the creation of mixed, balanced and cohesive communities.

Background

- The Cambridge and Peterborough Housing Market Areas have a strong inter-relationship. In particular, parts of Huntingdonshire and Fenland have strong functional economic links with Peterborough;
- The 2011 Census established that Cambridgeshire and Peterborough had a total population of around 808,000. By 2031 the area is forecast to have a population of around 999,000, an increase of some 191,000 people;¹ and
- The area's population between 2011 and 2031 is forecast to grow at a faster rate than both the region and nationally. Of this additional population, the majority arises from national and international migration, which will be an important driver of continued economic growth and prosperity in the area.

Strategic Issues

Evidence from the relevant **Strategic Housing Market Assessments**, district Housing Strategies² and emerging Local Plans highlight the following strategic issues:

Delivery to date

- As in all areas in the UK, economic recession affected housing delivery in the Cambridgeshire and Peterborough area, with completions being lower since the economic downturn than at the "peak" reached in 2007/8. However, despite the recession the area has continued to deliver significant growth: a total of more than 13,500 houses were built between 2008/9 and 2011/12, and in Huntingdonshire and Peterborough in particular, housing completions figures have remained relatively buoyant.

Housing demand and need

- An objective assessment of the necessary level of housing to meet the forecast population increase results in a need for some 75,000 additional homes across Cambridgeshire between 2011 and 2031;³
- Across the sub-region as a whole, when measured using median house price to earnings ratios, housing is less affordable than the national average ratio of 6.74.

¹ Cambridgeshire County Council Research and Performance Team, May 2013. Population, Housing and Employment Forecasts Technical Report

² Cambridge sub-region SHMA, Peterborough sub-region SHMA, Cambridge Housing Strategy 2012-15, Peterborough Housing Strategy 2011-15, South Cambridgeshire Housing Strategy 2012-16

³ Cambridge sub-region SHMA. An indicative dwelling figure for Peterborough is not included as it already has a development strategy to 2026.

Acute affordability issues in the south of Cambridgeshire are centred upon Cambridge itself, where median house prices are around 8.7 times median earnings. Housing is relatively more affordable in Fenland (5.9) and in Peterborough (5.1), where prices are considerably lower;⁴

- Long term affordability pressures drive high levels of affordable need across the area: current and newly arising need for affordable housing between 2011 and 2031 amounts to just over 53,000 additional homes.⁵ Need is highest in Cambridge and South Cambridgeshire, and has increased in recent years. Tackling this need through delivery of affordable housing is becoming increasingly challenging due to a reduction in government grant available.

Housing size and design

- The overwhelming majority of projected household change in Cambridgeshire and Peterborough between 2011 and 2031 is accounted for by households headed by those aged over 65, at over 63%. This trend is seen most strongly in the rural districts.⁶ Given the area's increasingly aging population, and priorities for future healthcare aiming to support people's needs within their own homes, new homes must be accessible and adaptable. To date, this has been addressed in part through requirements for new houses and neighbourhoods to meet nationally recognised standards such as Lifetime Homes and Building for Life;⁷
- Based upon current living patterns and projected household growth, the greatest proportion of housing demand between 2011 and 2031 will be for housing with two or three bedrooms, although proportions vary between districts. As well as meeting demographic-led household size needs, new housing will also need to reflect the economic need for housing for all income profiles, such as larger 'executive' family homes or smaller homes for those downsizing. Welfare reforms affecting housing, such as capping the amount of housing benefit received, and the "spare room subsidy" benefit change, may lead to increased demand for one and two bedroom homes;
- Making new homes energy efficient can help prevent fuel poverty (a particular problem in rural wards in the far south and north of the area) and help mitigate climate change;⁸ and
- The allocation of large urban extensions and new settlements provides opportunities to develop comprehensive master-plans setting high housing and neighbourhood design standards, and providing funding for community development support to help deliver the overall aim of healthy and cohesive new communities.⁹

Delivering the objective

Under the duty to cooperate, **the authorities in the Cambridge housing sub-region and Peterborough City Council have agreed the levels of housing that each district will provide** to meet the objectively assessed housing demand.¹⁰

⁴ CLG, 2013. Ratio of median house price to median earnings by district

⁵ Cambridge sub-region SHMA Chapter 12, *Forecasts for homes of all tenures*. This level of housing need is part of the total requirement for 75,000 additional homes, not additional to it.

⁶ Ibid.

⁷ See also Health, Community & Cultural Infrastructure section. Lifetime Homes standards are included in the on-going Housing Standards Review (see Design section for more details).

⁸ See also Climate Change section

⁹ See also Design section and Health, Community & Cultural Infrastructure section

¹⁰ As recorded in appendix 1 to Part 1 of this document.

To meet the agreed levels of housing provision, the authorities are proposing development in sustainable locations, following the principles set out in the **Joint Development Statement (July 2012)**.¹¹ Adopted Local Plans therefore allocate a significant element of future housing growth at the following large urban extensions and new settlements:

- Peterborough city centre, urban area and urban extensions;
- Northstowe new town;
- Urban extensions around the edge of Cambridge;
- Urban extensions at Ely, St Neots, Huntingdon and Soham

Additionally, draft Local Plans propose development at the following locations:

- Waterbeach new town;
- Alconbury Weald;
- Bourn new village;
- Cambourne West extension;
- Wyton airfield; and
- Urban extensions at March, Wisbech, Ely, Chatteris, Soham and Littleport.

Policies relating to all of these housing allocations aim to support sustainable development, including planning for a mix of uses and ensuring access to sustainable transport modes.

In addition to the above, spatial planning responses to the housing issues identified include:

- Provision of affordable housing, balanced against the financial viability of individual schemes, including exploring alternative funding models;
- Design requirements, addressed elsewhere in this document- in particular in the Design and Health, Community & Cultural Infrastructure sections. This includes measures to address the needs of particular parts of the community, particularly older people.

Documents

- [Cambridgeshire County Council Research and Performance Team, May 2013. Population, Housing and Employment Forecasts Technical Report](#)
- [Cambridge sub-region Strategic Housing Market Assessment](#)
- [Peterborough sub-region Strategic Housing Market Assessment](#)

¹¹ See Part 1 Appendix 2 of the Memorandum of Cooperation.

Economic development

Objective

Economic prosperity will be promoted throughout the area. New development will be encouraged that:

- supports the growth of a sustainable low carbon economy in Cambridgeshire and Peterborough;
- strengthens Peterborough's environment cluster, and both areas' high technology and knowledge-based clusters; and
- is in locations that improve the alignment between homes and jobs.

Background

- The Cambridgeshire and Peterborough economy, centred around the area's two cities, has diverse sectoral strengths. Cambridge is particularly known for its high-tech cluster, while Peterborough is known for its low carbon environmental goods and services cluster;¹
- Despite a rise in unemployment in recent years, the overall relative strength of the area's economy continues to attract a high number of economic migrants.² The Cambridge area's high value economy attracts large numbers of highly specialised, highly skilled migrants; the lower value economy centred on Peterborough attracts a large number of lower skilled migrants in sectors such as food processing, retail, and some manufacturing;³
- There is a clear geographical pattern to deprivation in Cambridgeshire and Peterborough, which reflects their differing economies. More deprived areas cluster to the north and east of the county, and of Peterborough and Cambridge's urban areas. Less deprived areas cluster to the south and west of Cambridgeshire. Peterborough (13) and Fenland (3) each contain areas among the 10% most deprived nationally;⁴ and
- The majority of land in the area is used for commercial agriculture, making use of the highly fertile land.⁵ Building on this asset, the area's agri-food and agri-tech⁶ sectors provide a substantial amount of employment in food production and associated sectors, including Research & Development, engineering and manufacturing.

Legislation/policy

The Greater Cambridge Greater Peterborough Enterprise Partnership (GCGPEP) covers twelve local authority areas including all of the Cambridgeshire and Peterborough authorities. Its Growth Prospectus identifies economic priorities for the area, of which the following relate to spatial planning and land use:

- Transport - ensure that a greater share of national transport funding goes to the area to support investment in economic growth and regeneration;

¹ [GCGP LEP, 2012. Greater Cambridge Greater Peterborough Growth Prospectus](#)

² CCC Research & Performance Team, 2013. Population, Housing & Employment Forecasts Technical Report

³ Standard Occupational Classifications data show that Cambridge has a high proportion of jobs in higher skilled occupations, while Peterborough has a high proportion of jobs in lower skilled occupations.

⁴ CLG, 2010. Indices of Multiple Deprivation

⁵ Land use evidence from Cambridgeshire Land Use Analysis 2010 and Peterborough Local Economic Assessment 2011. See Natural Environment section for further discussion of agricultural land.

⁶ Agricultural technologies

- Broadband - have the best superfast broadband network and connected society in Europe by 2015;
- Housing - Ensure new housing developments are appropriately located for local business, and achieve higher rates of house building by helping the construction industry restore the skills base and supply chains that have been depleted in the economic downturn;
- Alconbury Enterprise Zone - Support the delivery of an exemplar Enterprise Campus on Alconbury Enterprise Zone with high quality accommodation for start-up, grow-on and new space; and
- Place - enhance the competitiveness and success of key clusters and ensure more residents can benefit from growth, whilst maintaining the quality of life and natural heritage of the area.

Building on the priorities listed above, GCGPEP is working with a wide range of partners, including all constituent local authorities, to develop a **Strategic Economic Plan for the LEP area**. Focusing on the principal themes of housing, transport and skills, the Strategy will aim to address some of the spatial issues raised in this document.

Strategic Issues

Local economic assessments and strategies⁷ highlight a number of spatial economic issues for the area:

Jobs and sectors

- Employment rates across the area are generally high, and have remained relatively resilient during the recession, relative to the national average. However, relative to the rest of the area, unemployment rates are high in Fenland and Peterborough, and the proportion of the population with higher qualifications is low. Peterborough employment rates in particular were hit hard by the recession;
- Cambridge and the surrounding area have key strengths in a broad range of high-tech firms,⁸ many of which have links to research at Cambridge University. Peterborough's key growth sectors include: advanced manufacturing / engineering, food and drink, financial services, media, print and publishing, and environmental goods and services, the last of which the City Council is promoting via its Environment Capital agenda. The rural districts have economic strengths in, among other sectors, high value engineering and manufacturing, agriculture and food processing, and equine related industries close to Newmarket;
- There is a good supply of employment land across the area.

Connectivity

- The area is well placed strategically on the road and rail network, with Peterborough, Ely and Cambridge in particular being well connected by rail. However, key transport connections such as the A14 and A1(M) require

⁷ Cambridgeshire Local Economic Assessments 2012 & 2013, Peterborough Local Economic Assessment 2011, The Peterborough Economy 2012, Cambridge Cluster at 50, East Cambridgeshire Jobs Growth Strategy 2012-2031, Fenland Economic Strategy 2012-31, Draft Huntingdonshire Growth Plan 2013-23, South Cambridgeshire Economic Development Strategy 2010-2015.

⁸ High-tech firms around Cambridge are working in drug discovery, bioinformatics, software, computer hardware, electronics, ink-jet printing, computer games, clean-tech and web-based new media.

improvement to prevent further growth exacerbating existing congestion problems (see Transport section);

- The strength of the Cambridge and Peterborough economies attract significant in-commuting, while a significant proportion of highly skilled residents from Huntingdonshire, East Cambridgeshire and Fenland out-commute. These rural districts aim to grow their own economies in order to reduce these trends;
- Due to the rural nature of Cambridgeshire, accessibility of jobs by public transport, cycling or walking is low across the county, and particularly so in Huntingdonshire, East Cambridgeshire and Fenland;
- High house prices, particularly around Cambridge, are a significant constraint for people wishing to move into the area to work or set up a business, and also influence the high levels of commuting from the rural areas to Cambridge in particular; and
- Current lack of fibre-optic broadband access away from the major settlements is a particular barrier to economic growth in these areas, although the Connecting Cambridgeshire project (see Telecommunications section) aims to deliver superfast broadband connection to 95% of Cambridgeshire premises by 2015.

Future growth

- Alconbury Enterprise Campus in Huntingdonshire will be the largest single employment allocation in the area, with capacity to accommodate 8,000 new jobs. The intention is to create additional jobs at the Enterprise Campus in target sectors, rather than displacing economic activity from elsewhere. The new town at Northstowe will also include significant employment land allocations;
- Cambridge has a particular challenge in enabling continued jobs growth in city locations that are accessible to London, despite the lack of available land, and while conserving the intrinsic physical character and assets of the city centre;
- As well as identifying a range of major employment allocations in the city centre and urban extensions, Peterborough City Council is promoting the continued growth of the area's environment cluster, and is promoting the development of a university presence in the city to drive up skills levels; and
- The rural Cambridgeshire districts are continuing to promote economic diversification into post-agricultural economies, building on the area's existing economic strengths and prioritising high-value sectors. In particular the various economic strategies focus on: developing links with the Cambridge universities and existing high-tech clusters, encouraging emerging 'green' technology and renewables businesses, and bolstering the tourism economy.

Delivering the objective

An overarching spatial planning response to the economic issues identified above is greater collaboration across the area to facilitate complementary and sustainable patterns of strategic employment locations and sectors. GCGPEP's strategic objectives and the Strategic Economic Plan will have an important role. Beyond this, a range of more specific spatial planning responses are defined below, some of which will be appropriate in different local areas.

Supporting future economic growth

- Support development proposals for businesses in identified priority sectors, including building on and making links with the established clusters of research

and development, high-tech, and green technology businesses, existing agricultural businesses wishing to diversify, and viable tourism development proposals; and

- Identify and facilitate physical regeneration projects in priority areas, involving the local community in the process.

People and skills

- Support the creation, expansion and enhancement of education establishments, including 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 (see Housing section); and
- Protect and enhance the quality of the natural and built environment to ensure that the area remains attractive for its quality of life, and as a location for business.⁹

Connectivity¹⁰

- Locate primary employment allocations in locations that maximise the use of sustainable transport modes;
- Ensure that investment in strategic transport infrastructure demonstrably supports economic growth, and conversely, ensure that economic strategies and Local Plans support the case for investment in strategic transport infrastructure; and
- Support the provision of infrastructure to enable broadband connection that will facilitate economic growth outside of the main settlements.¹¹

Documents

- [Cambridgeshire County Council Research & Performance Team, 2012 & 2013. Cambridgeshire Local Economic Assessments 2012 & 2013](#)
- [Greater Cambridgeshire Greater Peterborough Enterprise Partnership 2012. Economic Growth Prospectus](#)
- [Peterborough City Council, 2011. Peterborough Local Economic Assessment](#)
- [Opportunity Peterborough, 2012. The Peterborough Economy](#)
- [East Cambridgeshire District Council, 2012. East Cambridgeshire Jobs Growth Strategy 2012-2031](#)
- [Fenland District Council, 2013. Fenland Economic Strategy 2012-31](#)
- [Huntingdonshire District Council, 2013. Draft Huntingdonshire Growth Plan 2013-23](#)
- [South Cambridgeshire District Council, 2010. South Cambridgeshire Economic Development Strategy 2010-2015](#)

⁹ See Natural Environment section.

¹⁰ For major transport interventions see Transport section.

¹¹ See Telecommunications section.

Health, Community & Cultural Infrastructure

Objective

Development should facilitate healthy lifestyles and promote opportunities for a high quality of community life, including access to work opportunities, community facilities, safe walkable streets and a network of open spaces and green infrastructure.

Cultural diversity, recreation and the arts are an integral part of existing and new communities and relevant facilities should be provided through new development.

Priority will be given to regeneration and renewal in disadvantaged or declining communities.

Community involvement will be essential to the design and implementation of all new communities and major developments.

Background

Health and wellbeing is a broad concept that recognises that all aspects of everyday life influence the physical and mental health of communities and individuals. These 'wider determinants' range from individual characteristics and lifestyle choices, to environmental factors such as the strength of social connections, availability of suitable and affordable housing, and access to cultural facilities, green-spaces, learning opportunities and employment. This model of health and wellbeing is used in the current Cambridgeshire and Peterborough Health and Wellbeing strategies (see Figure 1: Model of health and wellbeing below).

Figure 1: Model of health and wellbeing



Source: Cambridgeshire Health and Wellbeing Strategy 2012-2017 (adopted 2012)

Given the role the wider environment plays in the model of health and wellbeing, high quality community and cultural infrastructure is essential to the development of healthy, cohesive and vibrant communities. Such infrastructure includes: arts provision (e.g. public art and cinemas); museums, libraries and archives; heritage (e.g. buildings, landscapes and townscapes); sport and leisure (e.g. swimming pools and outdoor pitches); and play and community provision (e.g. play areas, places of worship, and Public Rights of Way). Providing this infrastructure generates a variety of benefits including attracting visitors, creating places that people want to live in, enabling social contact and physical activity, and supporting education, skills and lifelong learning.¹ Intelligent spatial planning therefore contributes to health and wellbeing through the location and design of new development (e.g. by building homes accessible to those with disabilities, or by designing neighbourhoods that enable active travel), as well as through providing high quality community and cultural infrastructure.

Legislation/policy

At a county level, priority 5 of the **Cambridgeshire Health & Wellbeing Strategy 2012-2017** focuses on creating a sustainable environment in which communities can flourish, identifying the following initial actions to address the priority:

- Develop and maintain effective, accessible and affordable transport links and networks, within and between communities, which ensure access to services and amenities and reduce road traffic accidents.
- Ensure that housing, land-use planning and development strategies for new and existing communities consider the health and wellbeing impacts for residents in the short and long term.
- Encourage the use of green, open spaces, including public rights of way and activities such as walking and cycling.
- Seek the views of local people and build on the strengths of local communities, including the local voluntary sector, to enhance social cohesion and promote social inclusion of marginalised groups and individuals.

Peterborough's Draft Health & Wellbeing Strategy 2012-2015 does not explicitly refer to the role of the wider environment in supporting health outcomes. However, its priorities ii) and iii) focus on health themes that can be positively affected by spatial planning:

- ii) Preventing and treating avoidable illness - Narrow the gap between those neighbourhoods and communities with the best and the worst health outcomes, whilst improving the health of all.
- iii) Healthier older people who maintain their independence for longer - Enable older people to stay independent and safe and enjoying the best possible quality of life.

Strategic issues

Current and future trends with implications for healthcare² include:

- An increasingly ageing population, with associated health and social care needs:
 - The number of people in Cambridgeshire and Peterborough aged over 65 is set to grow by 65% between 2011 and 2031;³

¹ TCPA, 2013. Improving Culture, Arts and Sporting Opportunities through Planning. A Good Practice Guide. See p9 for a full typology of cultural, arts, and sporting infrastructure.

² Cabe, 2009. Future Health & Wellbeing, and Cambridgeshire County Council, 2013. Cambridgeshire Health & Wellbeing Strategy 2012-17

- Increasing problems of obesity among all age groups, linked to inactivity:
 - Nearly a third of the UK's population is obese, and if current trends continue nearly 60 per cent are predicted to be obese by 2050;
 - In 2009/10, physical inactivity cost local healthcare authorities in England on average £6.2 million per year;⁴
- Increasing and new patterns of health problems caused by climate change;
- Currently, routine diagnostic procedures and simple treatments are undertaken in community locations, and many chronic diseases are now managed in GP surgeries and at home. Due to technological advances, and where it is clinically safe and appropriate, more healthcare will be able to be provided in the community.

A Joint Strategic Needs Assessment (JSNA) is the means by which Clinical Commissioning Groups and local authorities describe the future health, care and wellbeing needs of the local populations and are enabled to identify the strategic direction of service delivery to meet those needs.

Peterborough's JSNA references the wider determinants of health model, and identifies, among others, the following health factors relating to the physical environment:

- People from minority ethnic communities, who make up a substantial proportion of Peterborough's population, and those from other groups with protected characteristics, may find it more difficult to find employment or adopt a healthier lifestyle due to the inaccessibility of employment support, lifestyle and preventative services; and
- Research has shown that where people have good access to green space they are 27% more likely to be physically active.⁵

For Cambridgeshire, **topic-specific JSNAs for New Communities and for Health & Housing** highlight the following key issues:

- New communities have a young demographic that may be different to the surrounding area. Building dwellings for specific social groups can therefore help create a better demographic mix;
- Designing Lifetime homes and neighbourhoods from the start is important so that people are not excluded as they grow frailer;⁶
- Cambridgeshire Quality Charter (see design section) is a useful mechanism for ensuring good design, meeting sustainability and community principles;
- Community cohesion and health and wellbeing can be promoted by:
 - Providing physical community and cultural infrastructure from the start;
 - Building in community support in order to create a sense of belonging for people, as well as "built environment" issues in the planning process;
 - Factoring in funding for community development workers through the planning process;
- Green space is central to supporting mental and physical wellbeing;

³ ONS Sub-National Population Projections 2010-base

⁴ British Heart Foundation, 2013. Economic costs of physical inactivity

⁵ Coombs, E., et al, 2004

⁶ Lifetime Homes standards are included in the on-going Housing Standards Review.

- Inadequately heated homes can cause health issues such as respiratory problems; requiring energy efficient homes can help to reduce the likelihood of households struggling to afford to heat their home;
- Combining minimum standards of physical security and well-tested principles of natural surveillance and defensible space (known as Secured by Design principles) has proven to reduce the risk of crime by up to 75%.

Delivering the objective

A range of spatial planning responses to the issues identified are defined below, some or most of which will be appropriate in different local areas:

- Plan new communities collaboratively, ensuring that health and wellbeing, community and cultural needs are integral to the overall vision for the development;
- Assess forecasted needs, plan for, and protect appropriate and flexible healthcare, community and cultural facilities in accessible locations, including co-locating facilities where appropriate; identifying funding requirements using relevant national and local guidance as appropriate;⁷
- Plan for, protect and enhance a network of accessible formal and informal green spaces, including around homes and gardens. Such spaces should be suitable for a variety of uses including sport and play, and should provide opportunities to experience wildlife;
- Locate employment, community, cultural and housing development in sustainable and accessible locations close to one another;
- Create neighbourhoods that promote physical activity and social contact by prioritising active travel modes such as cycling and walking;
- New development to be accessible to all including older people and those with disabilities, including a proportion meeting [Lifetime Homes](#) and [Building for Life](#) standards;⁸
- New development to meet community safety principles, including [Secured by Design](#) principles;
- Include high energy efficiency standards in new development;⁹
- Identify specific areas for regeneration and prioritise development in areas of disadvantage;
- Involve all sections of the community in shaping their local area, including facilitating community-led development proposals;
- In new communities, ensure community development support is in place to support community cohesion, factoring in funding via the planning process;
- Require that adverse impacts on health caused by development are minimised and mitigated, requiring Health Impact Assessments (HIA) where appropriate (e.g. for strategic developments).

Given the cross-cutting nature of health and cultural infrastructure issues, the table below shows where the identified spatial planning responses to health and community issues are addressed elsewhere in this document.

⁷ For example, Museums, Libraries & Archives, 2010, Public Libraries, Archives and New Development: A Standard Charge Approach; Arts Council England, 2010. Arts, Museums and New Development: A Standard Charge Approach.

⁸ See footnote 6 above.

⁹ See Energy and Climate Change sections for more detail.

Table 1: Matrix of spatial planning responses to health & community issues, and strategic spatial planning topics

		Strategic spatial planning topics									
		Design	Housing	Economic development	Health, community & cultural	Energy infrastructure	Water	Climate change	Natural Environment	Transport	Telecommunications
Spatial planning responses	Ensure health & wellbeing is integral to the vision for development	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Provide appropriate & flexible healthcare, community & cultural facilities in accessible locations	✓			✓			✓	✓	✓	
	Provide network of green spaces	✓			✓			✓	✓		
	Locate development in sustainable and accessible locations	✓	✓	✓	✓			✓		✓	✓
	Create neighbourhoods that promote active travel & social contact	✓	✓	✓	✓					✓	
	New development designed to be accessible to all	✓	✓		✓					✓	
	Require community safety design principles	✓	✓		✓						
	Require energy efficient new development	✓	✓	✓	✓	✓		✓			
	Identify specific areas for regeneration		✓	✓	✓						
	Involve all sections of the community in shaping their local area	✓	✓		✓			✓	✓		
	Factor in community support funding		✓		✓						
	Minimise adverse impacts on health, using HIA where appropriate	✓	✓	✓	✓					✓	✓

Documents

- [NHS Healthy Urban Development Unit, 2009. Integrating Health into the Core Strategy](#)
- [CABE, 2009. Future Health: Sustainable places for health & well-being](#)
- [Cambridgeshire NHS and Cambridgeshire County Council, 2010. Joint Strategic Needs Assessment: New Communities](#)
- [Peterborough NHS & Peterborough City Council. 2010. Joint Strategic Needs Assessment](#)
- [Cambridgeshire County Council, 2012. Cambridgeshire Health & Wellbeing Strategy 2012-2017](#)
- [Peterborough NHS and City Council, 2012. Peterborough Draft Health & Wellbeing Strategy 2012-2015](#)

Energy

Objective

Take a coordinated and forward-looking approach to energy, including generation, distribution and use. Renewable energy opportunities will be proactively identified and delivered. New development will achieve high energy efficiency standards, and opportunities for on-site energy generation will be considered where relevant.

Background

- Around a fifth of UK power stations operating in 2011 have to close over this decade. To replace this electricity infrastructure, thereby maintaining secure energy supplies, the sector will need to make around £110 billion of capital investment over the next decade;¹
- The UK has committed to reduce its Green House Gas emissions by 80% by 2050, based on 1990 levels (see Climate Change topic). By this time, the three sources of UK electricity are likely to be renewables; coal, biomass or gas-fired power stations fitted with Carbon Capture & Storage technology; and nuclear power;²
- A recent study concluded that there is the technical potential for renewable energy to provide at least 28% of Cambridgeshire's energy needs by 2031, and even higher if there is a supportive policy context;³
- Cambridgeshire & Peterborough are well placed for growth in the renewable energy sector: Cambridge is one of the most important technology centres in Europe;⁴ Peterborough's Environment Cluster is home to 335 companies and organisations with 6,000 jobs and a £600m turnover.⁵

Legislation/policy

- The 2009 EU Renewable Energy Directive sets a target for the UK to achieve 15% of its energy consumption⁶ from renewable sources by 2020. This compares to 3% in 2009.
- The Carbon Plan, published in December 2011, sets out the Government's plans for achieving the emissions reductions committed to under the Climate Change Act 2008. Under the Carbon Plan, current and proposed energy policies include:
 - The Renewables Obligation, which places a mandatory requirement on licensed UK electricity suppliers to source a specified and annually increasing proportion of electricity they supply to customers from eligible renewable sources or pay a penalty; and
 - The Government's Clean Energy Cashback scheme, including the Renewable Heat Incentive, Feed-In Tariff, and the Green Deal. These schemes in different ways provide loans and incentives for installing renewable heat energy generation and small-scale renewable and low

¹ UK Government, 2012. Annual Energy Statement 2012

² UK Government, 2011. Fourth Carbon Budget Level: Impact Assessment (final)

³ Verco, 2012. Cambridgeshire Renewables Infrastructure Framework

⁴ Verco, 2012. Cambridgeshire Renewables Infrastructure Framework

⁵ Greater Cambridge Greater Peterborough Enterprise Partnership, 2012. Growth Prospectus

⁶ 15% of the UK's energy consumption translates into delivering 30% of all electricity used from renewables, 15% of all heat from renewables and 10% of all transport fuels from renewables.

carbon energy generation infrastructure, as well as energy efficiency improvements.

- The Planning & Energy Act 2008 enables local planning authorities to require:
 - A proportion of energy used by development in their area to be from renewable sources or low carbon energy sources in the locality of the development; and
 - Development in their area to comply with energy efficiency standards that exceed the energy requirements of building regulations.
- Changes are proposed for Building Regulations in 2014 which will provide a stepping stone towards the 'Zero Carbon' Standards for new development. The 2016 Regulations will require net zero carbon emissions from regulated energy use⁷ in new homes; the equivalent standards for other development will become law in 2019.⁸

Strategic Issues

The **Cambridgeshire Renewables Infrastructure Framework (CRIF)** brought together a wide range of evidence to help Cambridgeshire make choices on how to deliver increased renewable energy. The work included an assessment of renewable energy opportunities, a financial analysis of the opportunities, and consideration of approaches for delivery. The CRIF report identified the following findings:

- Deployment potential for renewable energy was identified, including 344MW solar PV, 42MW solar water heating, 219MW ground and air source heat pumps, 130MW small wind parks, 375MW larger wind farms and 41MW biomass Combined Heat & Power;
- 11% of the potential resides in the public sector, 36% in households and communities and 53% in the commercial sector;
- Over £2.3bn of investment in projects was identified giving a return on investment over 7%;
- Up to 11,500 employment opportunities are associated with this level of deployment; this supports an argument for developing a major CleanTech cluster in Cambridgeshire;
- There are a wide range of opportunities in the county for developing offsite 'allowable solutions' that enable property developers to meet their carbon obligations in a cost-effective way. This, in turn, helps to improve the viability of new build development and supports continued growth in the country; and
- Setting up a Community Energy Fund (CEF) as part of 'allowable solutions' will help deliver energy infrastructure (retrofitting and energy generation) to existing buildings.⁹

Cambridgeshire 'Mobilising Local Energy Investment' project is supporting the local authorities to deliver the renewables potential identified in the Cambridgeshire Renewables Infrastructure Framework (CRIF). A finance and delivery framework has been designed to attract the significant investment needed into local energy

⁷ Regulated energy use includes water heating and lighting of homes, but excludes cooking and electrical appliances.

⁸ The Code for Sustainable Homes is included in the on-going Housing Standards Review (see Design section for more details).

⁹ 'Allowable Solutions' are included in the on-going [Zero Carbon Homes – Allowable Solutions consultation](#), and its future status is therefore somewhat uncertain.

infrastructure; spatial and corporate policy support will be critical if the project is to succeed.

Under its Environment Capital initiative, Peterborough City Council is progressing plans to develop three Renewable Energy Parks on Council owned agricultural sites, generating significant amounts of renewable energy for the area. Early assessments suggest the schemes could generate in excess of £100 million in net income, which would be reinvested locally to improve Council Services to meet the needs of a growing population.

There is also a need to improve the energy efficiency of existing buildings; an issue which spatial planning can only address partially.¹⁰

Delivering the objective

Possible spatial planning responses to the energy issues identified are:

- Using nationally described standards, require all development proposals to aim for zero carbon development, using a hierarchical approach: first maximising energy efficiency and then incorporating renewable or low carbon energy sources onsite as far as is practicable;
- Design criteria-based renewable energy policies to support renewable and low carbon energy developments, providing appropriate safeguards, but do not preclude the development of specific technologies other than in the most exceptional circumstances;
- Set out the decentralised energy opportunities that can supply new and existing developments and, where appropriate, develop policies that encourage new developments to connect and become customers for local energy suppliers;
- Support opportunities for community-led renewable and low-carbon energy developments;
- Include the option of “allowable solutions”, enabling developers, where appropriate, to meet renewables/efficiency requirements off-site via payment to a proposed Community Energy Fund.

Documents

- UK Government. Annual Energy Statement 2012
- Verco, 2012. Cambridgeshire Renewables Infrastructure Framework
- TCPA, 2012. Planning for Climate Change- Guidance for local authorities

¹⁰ Out of the 282,000 homes in Cambridgeshire and Peterborough in 2001, around 68,000, or 24%, were of solid wall construction, providing challenges to improve their energy efficiency through insulation. (Data modelled from 2005 Residata (property age), and 2001 English House Condition Survey (wall construction), in Centre for Sustainable Energy, 2006. Rural Fuel Poverty Research)

Water¹

Objective

Take a co-ordinated approach to water through water cycle studies to address water supply, quality, waste-water treatment and flood risk. High standards of water efficiency should be achieved in new development and flood risk assessments should be used effectively to ensure development is located appropriately.

Background

- Cambridgeshire and Peterborough face challenges around water supply: the area lies within one of the driest parts of the UK yet is also one of the fastest growing; planned growth in housing and employment will significantly increase water demand. The area's large agricultural sector is also heavily dependent on water availability in the summer;
- Rivers and groundwater resources in much of the Cambridgeshire and Peterborough 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 a balance between the local availability of water from the rivers and groundwater and the future demands for water by Anglian Water and Cambridge Water's customers;
- In Cambridgeshire and Peterborough 21.1% of rivers have been assessed as being poor or bad ecological status and 80% of the rivers that require assessment fail to meet good chemical status;²
- The Environment Agency estimates 32% of the area is currently at risk of 1 in 100 year flood events from rivers in the absence of flood defences;
- Much of the northern half of Cambridgeshire and the eastern half of Peterborough City Council's administrative area is fen land, much of which is pump-drained, and is reliant on flood defences to minimise flood risk to existing development. This area is assessed as being at high risk of flooding from rivers or tidal sources; and
- UK Government studies have concluded that climate change over the next 100 years could result in hotter, drier summers and warmer, wetter winters, with more extreme weather events including droughts, floods and sea level rise.³

Legislation/policy

In terms of water supply, Anglian Water and Cambridge Water, as the water providers for the Cambridgeshire and Peterborough area, have a statutory duty to provide water to homes and businesses. In addition, they are required to submit a Water Resources Management Plan (WRMP) to OFWAT every five years, setting out how they will supply water over the next twenty five years.

To address water efficiency, Building Regulations Part G (2010) require measures to ensure that water use in all new homes is no more than 125 litres per head per day. In addition, the Code for Sustainable Homes (CSH) and BREEAM are non-mandatory "nationally described standards"⁴ which enable Local Planning Authorities

¹ This topic addresses water supply, efficiency, quality, wastewater and flooding.

² As assessed under the EU Water Framework Directive

³ See Climate Change section for more details.

⁴ The Code for Sustainable Homes is included in the Housing Standards Review (see Design section for more detail).

to require widely understood and supported efficiency measures in new homes and other buildings. Where affordable housing is funded by the Homes and Community Agency (HCA), homes are required to be built to CSH Level 3, (105 litres per head per day).

The EU Water Framework Directive (WFD, 2000) sets out the need to protect and improve the overall water environment. Its two main objectives are for there to be no deterioration in the current status of all water bodies, including water dependent habitats, and for all water-bodies to achieve “good status” by 2015.

The Environment Agency has a statutory role in protecting and enhancing, among other things, water resources. The Agency’s work includes providing evidence and guidance on how spatial planning can help meet obligations under the WFD, and to support production of water cycle strategies. The EA also has a role in managing navigable waterways which have an economic benefit in terms of recreation, angling and the visitor economy.⁵

Internal Drainage Boards manage drainage and water levels in the pump-drained fenlands area. These organisations have a key role in managing flood risk and are consulted on relevant planning applications.

All public bodies, including the Environment Agency and local authorities, promote a holistic approach to addressing flooding, identifying opportunities for upstream land management practices that can reduce downstream flood risk. This follows the approach first set out in the Government’s Making Space for Water programme (2004) and which is supported by the WFD and Defra’s Water Strategy. In order to deliver this integrated approach to flood-risk management at a local level, Cambridgeshire County Council and Peterborough City Council are designated the 'Lead Local Flood Authorities' for their respective areas.⁶ Part of their role involves determining applications for sustainable drainage systems (SuDS), which mimic natural drainage to manage surface water run-off from development.

Strategic issues

Water Cycle Strategies (WCSs)⁷ and the water companies’ draft Water Resource Management Plans (WRMPs)⁸ highlight the following strategic issues for the area.

Supply

- Despite the strain on water supply referred to above, across most of Cambridgeshire & Peterborough existing water resources are sufficient to supply proposed development. The exceptions to this are in northern parts of Fenland, eastern parts of East Cambridgeshire, and western parts of Huntingdonshire (see Water Resources map below);
- Abstracting water from rivers can reduce water quality due to concentration of pollutants. In drought conditions this problem can be exacerbated, affecting the WFD status of the watercourse. Potential future drought caused by

⁵ See Natural Environment Section for further discussion of waterways.

⁶ Under the Flood and Water Management Act (2010)

⁷ Water Cycle Studies are based on the best available information at the time of production.

⁸ The draft WRMPs were published for consultation in May 2013; final WRMPs will be published in 2014.

climate change poses a particular risk for the watercourse quality in Peterborough, Fenland and western Huntingdonshire;

- In order to address supply and supply-related water quality issues, Anglian Water has proposed actions that will ensure that enough water is available, including transfer of surplus water from other planning zones and developing new resources;
- In addition, given anticipated development levels and predicted effects of climate change in further reducing available water sources, the WRMPs propose continuation of existing water saving measures including increasing water-metering, reducing leakages and promoting water efficiency, in order to manage water demand.

Waste-water & water quality

- Overall forecast demand across the area can be met through existing waste-water infrastructure, and through extending and creating new waste-water infrastructure where needed. Increasing the capacity of Waste-water Treatment Works (WwTW) requires revised water discharge consents, and on-going discussion will be required between the relevant partners to enable future growth while maintaining the WFD status of receiving water bodies (see Water Quality map below), given the potential negative effect on these caused by discharge flows of treated effluent from WwTW. Some developments, particularly in Peterborough, Fenland, East Cambridgeshire and Huntingdonshire, may need to be phased to enable new waste-water infrastructure to be built beforehand.

Flood-risk and surface water runoff

- Strategic Flood Risk Assessments identify that parts of Cambridge, Peterborough, Fenland and East Cambridgeshire are at particular risk of flooding from rivers or tidal sources (see Flood Risk map below);
- As urban areas, Cambridge and Peterborough in particular are at risk of pluvial surface water flooding, whereby rainfall is unable to drain away through impermeable man-made surfaces;
- Given the existing high flood risks noted above, it is essential that the high levels of planned new development do not add to future flood risk, and that opportunities are taken to reduce overall flood risk in the catchment area; and
- Conflicts between flood storage and wildlife continue to be pronounced on the Ouse Washes and elsewhere. The Environment Agency is leading the creation of replacement habitat for those bird species adversely affected, though other ecological consequences (e.g. impact on wash land vegetation) remain to be tackled.

Delivering the objective

Emerging and adopted local plans already address a number of the issues outlined above, in accordance with national policy, as follows:

- Ensure there is sufficient capacity in existing infrastructure to meet the additional requirements arising from the new development, or where suitable arrangements have been put in place for necessary improvements;

- Apply nationally prescribed tests to development proposals, notably concerning flood risk. Decisions are informed by Strategic Flood Risk Assessments for each district; and
- Refer to the use of SuDS as per national requirements.

In addition, given the stresses on water infrastructure predicted into the future, there is a clear need for local planning authorities, water companies and the Environment Agency to work together to address the following priorities:

Water supply and efficiency

- Work towards water neutrality⁹ in new and existing development;
- Work towards high levels of water efficiency in new development in line with CSH Levels, beyond the levels required by Building Regulations, where sufficient evidence exists and development viability will not be undermined.

Waste-water & water quality

- Deliver timely sewerage and waste water treatment infrastructure whilst ensuring that additional created capacity will not adversely affect the WFD status of receiving watercourses and aquifers in the interim;

Flood-risk and surface water runoff

- Prioritise natural (rather than engineered) solutions for reducing flood risk;
- Identify and protect locations for potential flood storage areas;
- Ensure foul and surface water¹⁰ from new development and redevelopment are kept separate;
- Achieve above ground surface water drainage in future developments, where feasible (i.e. SuDS); and
- Where possible, discharges of surface water run-off from new development should be designed to deliver water quality improvements in the receiving watercourse or aquifer.

In relation to all the above water themes, there is a need for partners to work collectively to:

- Secure funding for water infrastructure that is unlikely to be wholly funded through Central or Local government funds, including through developer contributions, accounting for WFD requirements;
- Monitor the implementation of water infrastructure schemes, and update key evidence sources as necessary, to support a continued evidence based approach.

Documents

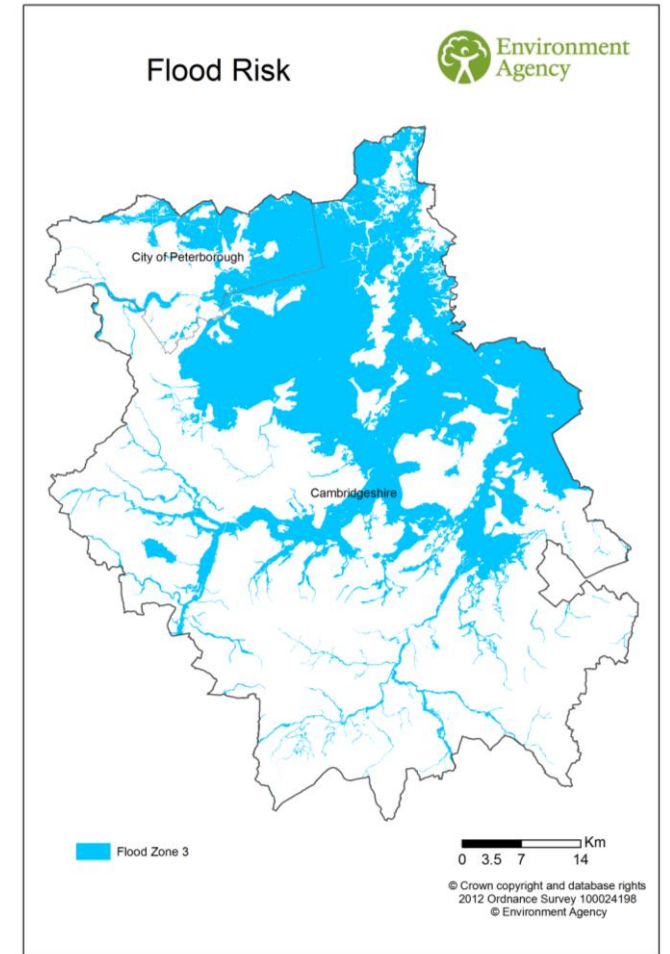
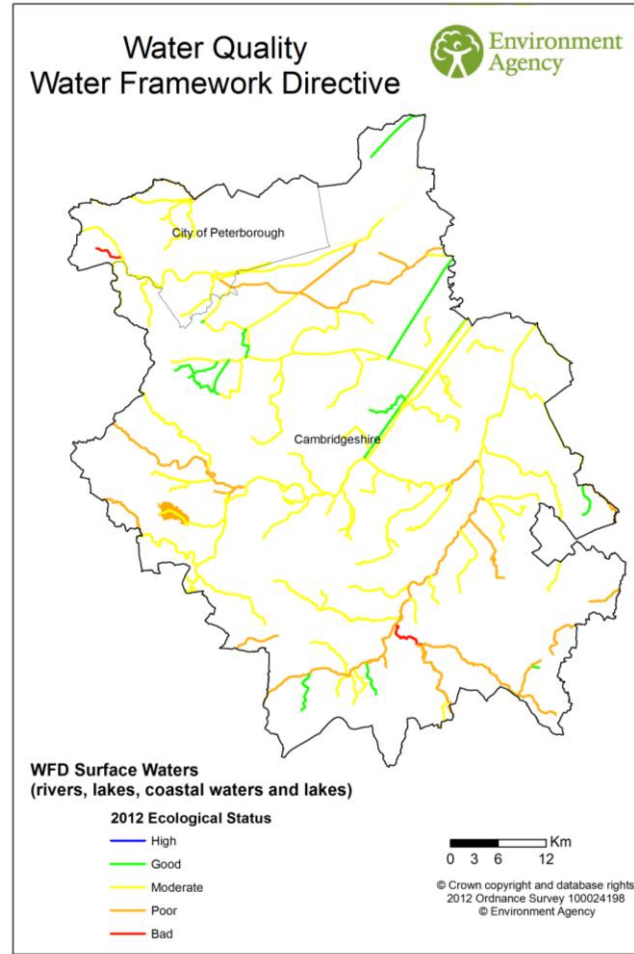
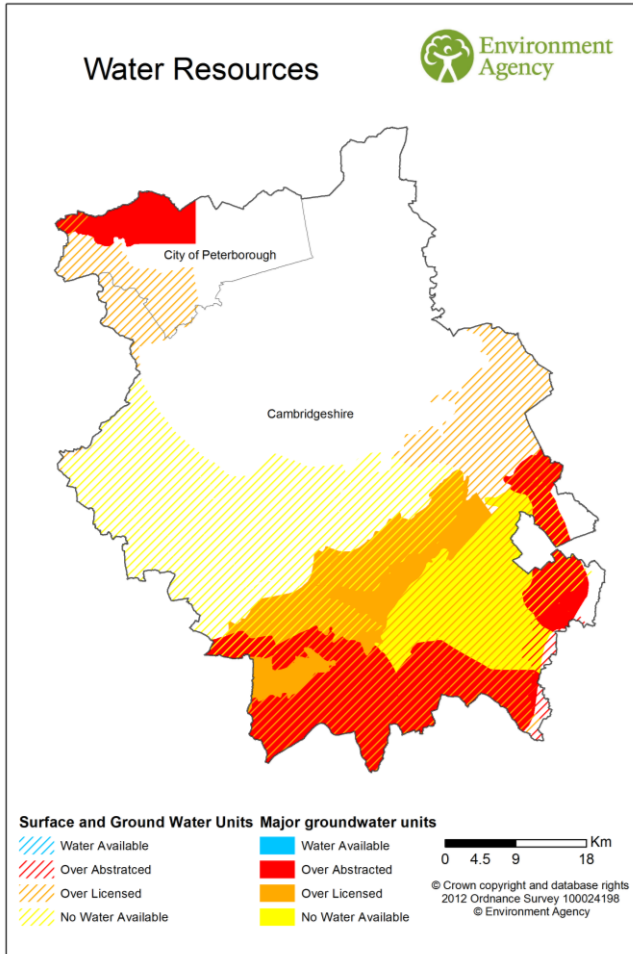
- [Cambridge Water Company's draft Water Resources Management Plan \(2013\)](#)
- [Anglian Water Company's draft Water Resources Management Plan \(2013\)](#)

⁹ A development is classed as being water neutral when total water use after development does not exceed total water use before development. Water companies strive for greater efficiency, but also have a duty to ensure sufficient supply.

¹⁰ Including associated surface drainage (e.g. paved areas and roads).

- [Major growth sites in and around Cambridge Water Cycle Strategy Phases 1 & 2 \(October 2008 & July 2011\)](#)
- [East Cambridgeshire & Fenland Stage 1 Water Cycle Strategy \(2011\)](#)
- [East Cambridgeshire Detailed Stage 2a Water Cycle Study \(2011\)](#)
- [Fenland Detailed Stage 2a Water Cycle Study \(2011\)](#)
- [Huntingdonshire Detailed Stage 2a Water Cycle Study \(2012\)](#)
- [Peterborough Water Strategy Phase 1 & 2 \(2009 & 2010\)](#)
- [Peterborough Flood and Water Management Supplementary Planning Document](#)
- [Cambridgeshire Flood Risk Management Strategy 2013-15](#)

Figure 2: Cambridgeshire & Peterborough water constraints



Climate change

Objective

Ensure that the overriding need to meet the challenge of climate change is recognised through the location and design of new development, ensuring that it is designed and constructed to take account of the current and predicted future effects of climate change. This includes achieving the highest possible standards in reducing CO₂ emissions in the built environment and transport choices

Background

Nationally, current baseline estimates suggest that in the 2080s, relative to now:

- Average regional summer temperature rise may be between 3 and 4°C;
- Average regional summer precipitation change may be between -17% to -23%; and
- Average regional winter precipitation change may be around +14% to +23%.¹

Without action to mitigate these predicted climate changes, the following primary impacts are likely to occur:

- Given the low-lying fenland character of much of the Cambridgeshire and Peterborough area, increased and unpredictable patterns of rainfall, accompanying river flows and surface water, may make instances of flooding more frequent and sustained across all seasons;
- Being one of the warmer parts of the UK, temperature increases in the East of England may lead to increased levels of mortality and morbidity due to heat;² and
- A reduction in water availability for abstraction poses a particularly significant risk to the large number of agricultural and horticultural businesses in the locality, where the availability and reliability of water resources are already under severe pressure.³

Legislation and policy

The Climate Change Act 2008 commits the UK government to reducing its Green House Gas emissions by at least 34% by 2020, and at least 80% by 2050, relative to 1990 levels. The Act requires Parliament to agree four five-year carbon budgets, which set the level of emissions reductions needed to achieve these overall targets.

The Climate Change Act also introduces a number of measures to promote the management of climate change risks. The UK Climate Change Risk Assessment 2012, which will be updated every five years, presents detailed evidence on the risks and opportunities of climate change for the UK to 2100. In response to the Risk Assessment, the National Adaptation Programme prioritises responses to the identified risks under a number of cross-cutting themes.⁴ At a local level the Act requires public bodies and utilities to report on the steps they are taking to address climate change risks to their work.

¹ UK Government, 2009. Adapting to Climate Change – UK Climate Projections

² Climate UK, 2012. A Summary of Climate Change Risks for the East of England

³ Ibid.

⁴ The National Adaptation Programme identifies responses to Climate Change risks under the following themes: the built environment, infrastructure, healthy & resilient communities, agriculture & forestry, natural environment, business, and local government.

The Planning Act 2008 introduced a duty on local authorities to include in their development plans policies that make a contribution to both climate change mitigation and adaptation.

Strategic Issues

District environment and climate change strategies highlight a range of issues in relation to climate change:

The existing characteristics of Cambridgeshire and Peterborough make the area vulnerable to particular climate change impacts:

- Water resources are particularly scarce in the area with average 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. This may lead farmers to grow different crops such as maize, sunflowers and vines;⁵ and
- The Environment Agency estimate that 32% of the area is currently at risk of 1 in 100 year flood events from rivers in the absence of flood defences. Increased incidences of heavy rainfall will make such flooding more likely. Rising sea levels may also contribute to flooding, particularly affecting low-lying parts to the North of Cambridgeshire and eastern Peterborough.⁶

The high levels of planned development in the area will serve to exacerbate the potential human and economic impacts of water scarcity, flooding, and extreme weather events. In particular, climate change impacts may have the following knock-on spatial impacts on businesses and residents in the area:

- Higher summer temperatures may increase the need for cooling in all developments and in particular create heat island effects in urban areas, bring in more tourists and create water shortages;
- Extreme weather events may affect build times and techniques, interrupt transport infrastructure and damage buildings, interrupt water and electricity supplies, disrupt commuting and travelling, and disrupt the running of schools, health provision and businesses; and
- Increased flooding and storms may require better drainage systems for new developments, make the existing drainage system unable to cope in winter and during flash flooding events, cause instability of the water network from subsidence or soil erosion, damage power networks and damage buildings.⁷

Climate change may also impact negatively on the natural environment. For example, flooding may damage important habitats that lie within floodplains; drought will particularly affect species that depend on water bodies and wetlands for feeding.

Delivering the objective

Based on the issues identified, a number of spatial planning responses to climate change are identified below. Climate change actions cut across all spatial planning

⁵ Huntingdonshire District Council, 2009. Growing Awareness- A Plan for our Environment; Cambridgeshire County Council, 2008. Climate Change & Environment Strategy; Peterborough City Council, 2007. Climate Change Strategy

⁶ Cambridgeshire County Council, 2008. Climate Change & Environment Strategy; Peterborough City Council, 2007. Climate Change Strategy

⁷ Peterborough City Council, 2007. Climate Change Strategy.

topics, and can be grouped into mitigation and adaptation: reducing Green House Gas emissions that contribute to climate change, and planning for the predicted climate change impacts noted above. Such mitigation and adaptation measures can sometimes complement or conflict, and it is important to promote synergies between them where possible⁸ (e.g. planning for green infrastructure can reduce flood risk, reduce heat island effects, and increase biodiversity).⁹

Climate change mitigation actions:

- Reduce the need to travel, through the location of new development and/or enabling active travel/public transport, and requiring the provision of infrastructure to support high quality telecommunications infrastructure;
- Increased energy and water efficiency in new development;
- Facilitate the development of appropriately sited and designed renewable, low carbon and decentralised energy generation;
- Reduce the carbon embodied in construction, through selection of recycled or local materials and less energy intensive construction methods; and
- Ensure climate change related infrastructure requirements are met via appropriate planning funding mechanisms.

Climate change adaptation actions:

- Locate new development in areas of least flood risk;
- Design new development to be resilient to flooding, extreme cold and heat stress;
- Plan for, protect and enhance multi-functional green infrastructure, to promote biodiversity, reduce flood risk, and reduce heat island effects in urban areas; and
- Design new developments to enable access to decentralised low carbon heat, cooling and power.

Table 2: Matrix of spatial planning responses to climate change issues, and strategic spatial planning topics below shows where the spatial planning responses to climate change identified above are addressed elsewhere in this document.

⁸ Davoudi, S., 2009. Framing the role of spatial planning in climate change

⁹ Where habitat creation for green infrastructure protects peat soils, significant reductions in carbon emissions can be achieved compared to other land uses. See Natural Environment section for further discussion of green infrastructure.

Table 2: Matrix of spatial planning responses to climate change issues, and strategic spatial planning topics

		Strategic spatial planning topics									
		Design	Housing	Economic development	Health, community & cultural	Energy infrastructure	Water	Climate change	Natural Environment	Transport	Telecommunications
Spatial planning responses	Reduce need to travel through location of new development	✓	✓	✓	✓		✓	✓	✓	✓	
	Active travel / public transport / telecommunications	✓	✓	✓	✓			✓		✓	✓
	Energy / water efficiency	✓	✓	✓		✓	✓	✓		✓	
	Renewable, low carbon and decentralised energy	✓	✓	✓	✓	✓		✓	✓		
	Reduce embodied carbon	✓	✓	✓				✓			
	Climate change related infrastructure requirements	✓	✓	✓	✓	✓	✓	✓			
	Development in areas of least flood risk	✓	✓	✓	✓		✓	✓			
	Resilient to both flooding and heat stress	✓	✓	✓	✓		✓	✓			
	Multi-functional green space				✓			✓	✓		
	Designed to access decentralised low carbon heat, cooling and power	✓	✓	✓	✓	✓			✓		

Documents

- [HM Government, 2011. The Carbon Plan: Delivering our Low Carbon Future](#)
- [Climate UK, 2012. A Summary of Climate Change Risks for the East of England](#)
- [Defra, 2012. The UK Climate Change Risk Impact Assessment 2012](#)
- [HM Government, 2013. The National Adaptation Programme](#)
- [Cambridgeshire County Council, 2008. Climate Change & Environment Strategy](#)
- [Cambridge City Council, 2012. Climate Change Strategy 2012-16](#)
- [Huntingdonshire District Council, 2009. Growing Awareness- A Plan for our Environment](#)
- Peterborough City Council, 2007. Climate Change Strategy
- [South Cambridgeshire District Council, 2011. Climate Change Action Plan 2011-13](#)

The Natural Environment

Objective

To conserve and enhance the environment of Cambridgeshire and Peterborough in relation to:

- landscape and water resources (including the Cam, the Great Ouse and Nene and associated Washes);
- habitats and species (biodiversity);
- public access to and enjoyment of the County's environmental assets in urban and rural areas (green infrastructure); and
- minimising waste and pollution.

Background

- The majority of Cambridgeshire and Peterborough's land area is used for agriculture- the sub-region includes large areas of Best and Most Versatile Land (Agricultural Land Classification);
- 60% of 3,148 UK species assessed in a recent study have declined over the last 50 years, with 31% declining strongly;¹
- In 2010, the ecological quality of around 95% rivers in Cambridgeshire and Peterborough was moderate, with less than 10% being high or good quality;²
- Economic valuations of the Rivers Great Ouse and Nene show that boating and other recreational activities alone generate approximately £61 million per annum;³ and
- There are almost 2500km of public rights of way in the area.⁴

Legislation/policy

The UK Biodiversity 2020 Strategy, published in 2012, sets out a medium term action plan to deliver international and national strategic biodiversity goals, including the global Aichi biodiversity targets, the European Union Biodiversity Strategy, and the UK post-2010 Biodiversity Framework.⁵

Beneath four broad areas of work, the 2020 Strategy identifies several actions that relate directly to spatial planning:

- Establish more coherent and resilient ecological networks on land that safeguard ecosystem services for the benefit of wildlife and people;
- Promote taking better account of the values of biodiversity in public and private sector decision-making, including by providing tools to help consider a wider range of ecosystem services;
- Through reforms of the planning system, take a strategic approach to planning for nature within and across local areas, including guiding development to the

¹ RSPB et al, 2013. State of Nature

² See Water section for further discussion of water quality.

³ Environment Agency. Economic Valuations of the Great Ouse and River Nene

⁴ Cambridgeshire & Peterborough Biodiversity Partnership, 2010. Our natural Environment

⁵ The document also builds upon the findings of the 2011 Lawton Report, which completed a review of England's wildlife sites and ecological network; the Government's 2011 Natural Environment White Paper, which provided a response to the Lawton report; and the 2011 National Ecosystem Assessment, which for the first time undertook a comprehensive assessment of the benefits that nature provides to man.

best locations, encouraging greener design and enabling development to enhance natural networks;

- Align measures to protect the water environment with action for biodiversity, including through the river basin planning approach under the EU Water Framework Directive; and
- Continue to promote approaches to flood and erosion management which conserve the natural environment and improve biodiversity.

In addition, the Strategy develops a proposal to fund a competition to support the creation of Nature Improvement Areas; opportunity areas to restore and connect nature on a significant scale. One of the initial areas designated is the Nene Valley, which runs into the centre of Peterborough.

At a local level, the Greater Cambridgeshire Local Nature Partnership (LNP) was granted LNP status in autumn 2012. Building upon the work of the green infrastructure partnerships that previously existed in Cambridgeshire and Peterborough, its emerging vision is to work to achieve a high quality natural environment in Cambridgeshire and Peterborough that will benefit business, communities and individuals.

Strategic Issues

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.⁶ The **Peterborough Green Grid Strategy** and **Cambridgeshire Green Infrastructure Strategy** identify existing green infrastructure assets (reflecting landscape, biodiversity, and public access priorities) in their respective areas. The Strategies identify the following issues for the area:

- Intensive modern agriculture has resulted in the removal of many hedgerows and the drainage of wetland creating largely open landscapes of large fields, reducing biodiversity habitats and fragmenting the remaining links between them;
- Cambridgeshire has a smaller proportion of natural habitats than most counties in Britain. Many species have already been lost, and some of those that remain are isolated and declining;
- Within the fenlands area, woodland cover is very sparse and fragmented, however many drainage ditches have been identified as important wetland habitats;
- Changes in weather patterns such as summer conditions are likely to exacerbate potential drought problems with widespread impacts on native woodlands, habitat persistence and agricultural productivity. By contrast, much of the north of Cambridgeshire and the East of Peterborough is low lying and at risk of flooding. Growth and development will serve to further exacerbate the potential human and economic impacts; and
- Analysis of land-based countryside access in the north of the county shows a lack of accessible open space and countryside access in and around principal settlements in Fenland and East Cambridgeshire, and in many of the villages to the north, north west, and north east of Peterborough.

⁶ Town & Country Planning Association, 2004. Biodiversity by Design

The Strategies identify the following strategic areas and projects for enhancing, expanding, and linking up existing green infrastructure areas, and for creating new ones:

- In Cambridgeshire: River Nene; Huntingdonshire Fens and Woods; Great Ouse; Eastern Fens and Towns; Chippenham Fen; and Cambridge and surrounding areas.
- In Peterborough: Ferry Meadows Country Park; Peterborough Green Wheel; South Peterborough Green Parks, including the Hamptons township; and Flag Fen.

The **Fens for the Future Strategic Plan** aims to facilitate an enhanced ecological network across the 'inland Fens' within the Fens National Character Area, which includes the northern part of Cambridgeshire and some of the Peterborough administrative area. The Plan identifies that only 1.4% (4,800ha) of the inland fens remains as wetland habitat, and recommends a restoration target of 20,000ha by 2062. The Plan also discusses the challenges and opportunities for the area's water resources,⁷ including the River Great Ouse and its tributaries, (which include the Cam), and the River Nene. The [Fens Waterways Link](#), referenced in the Plan, will open up access to 240km of waterways, including significant stretches in Peterborough, Fenland and East Cambridgeshire.

Delivering the Objective

Via a **Statement of Cooperation**,⁸ the Cambridgeshire and Peterborough Local Planning Authorities have committed to ensuring their Local Plans make appropriate policy support for the provision and protection of green infrastructure to achieve wider social and economic benefits. The LPAs and LNP have also committed to work together to ensure the evidence base for green infrastructure is kept up to date.

In addition, based on the issues above, the following spatial planning responses to natural environment issues have been identified:

- Prevent development where it will adversely impact on a site with an international, national or local environmental designation and require all development to minimize harm on habitats and/or populations of species of concern; if the need to develop outweighs protection then require mitigation or replacement;
- Maximize opportunities from development for creation, restoration, enhancement and connection of green infrastructure, actively contributing to priorities and projects set out in relevant Green Infrastructure strategies, Biodiversity Action Plans, and other relevant documents. Such provision should aim to maximize the multiple benefits that green infrastructure can bring, including, for example, net biodiversity gain;⁹
- Provide open space in accordance with standards¹⁰ for new development, ensuring that such open space is multi-functional: providing access and amenity benefits but also conserving and enhancing natural/semi-natural habitats and

⁷ Known as blue infrastructure.

⁸ Greater Cambridgeshire Local Nature Partnership and the Cambridgeshire & Peterborough Local Planning Authorities, April 2013. A Statement of Cooperation between the Greater Cambridgeshire Local Nature Partnership and the applicable local planning authorities

⁹ See Climate Change section.

¹⁰ Such as [Natural England's Accessible Natural Greenspace Standard \(ANGSt\)](#)

environmental features. Where appropriate, include funding obligations for the future management and maintenance of such open space;

- Minimize harm to and enhance landscape features of biodiversity and amenity value, such as trees and hedgerows; and
- Minimise, and where possible, reduce all emissions and other forms of pollution, including light and noise pollution, and ensure no deterioration in air and water quality.

Documents

- The Landscape Partnership, 2007. Peterborough Green Grid Strategy
- LDA Design, 2011. Cambridgeshire Green Infrastructure Strategy
- [Mere Oak Ecology, 2012. Fens for the Future](#)
- Cambridgeshire & Peterborough Biodiversity Partnership - Biodiversity Action Plans, and Our Natural Environment

Transport

Objective

Sustainable transport opportunities will be required as a key component of new development.

All growth and infrastructure investment is to be planned to minimise the need for unnecessary travel. Where travel and mobility is beneficial or essential, the use of public transport or cycling and walking is to be given priority.

Home working, remote working and IT developments that reduce the need to travel are to be facilitated, including through Broadband.

Background

- Commuting within the Cambridgeshire and Peterborough area is relatively self-contained- in the 2001 Census, 86.7% of Cambridgeshire and Peterborough's workers lived and worked within this area.¹ The majority of commuting within the area is to the two cities and surrounding business parks, which leads to heavy congestion on main routes at peak times;
- Given the rural nature of much of the area, the car is the dominant form of transport, with 63% of workers in the area travelling to work using this mode of transport;²
- The strategic road network in Cambridgeshire & Peterborough is extremely busy. In particular, the A14 in Cambridgeshire is very congested, especially at peak times, carrying approximately 86,000 vehicles per day.³ Other strategic routes, such as the A428, A10 and A1, similarly suffer heavy traffic congestion;
- The Cambridgeshire Guided Busway, which opened in 2011, has been a success. During 2012, there were 2.75 million bus passenger journeys on the Busway route;⁴
- The percentage of journeys made in Peterborough by foot, bicycle or public transport, has increased regularly since 2005;⁵
- Recent years have seen an increase in rail patronage- the number of Cambridgeshire and Peterborough residents travelling to work by train increased between 2001 and 2011 by 42% in Cambridgeshire and 16% in Peterborough.⁶

Legislation/policy

Peterborough has an adopted Long Term Transport Strategy to 2026 (LTTS) which forms part of the Peterborough Local Transport Plan 3 (LTP3). A new Long Term Transport Strategy for Cambridgeshire is close to being finalised, which, when complete, will similarly form a part of the Cambridgeshire LTP3 document. The Peterborough LTP3 and emerging Cambridgeshire LTTS set out strategic transport challenges and infrastructure priorities for their areas in order to support planned growth.

¹ Census 2001

² Ibid.

³ Cambridgeshire County Council, 2012. Traffic Monitoring Report 2012

⁴ Cambridgeshire County Council, 2012. Traffic Monitoring Report 2012

⁵ Peterborough City Council, 2011. Local Transport Plan 3

⁶ Census 2001 and 2011

Strategic Issues

The emerging Cambridgeshire LTTs and Peterborough's LTP3 identify the following current strategic transport issues and challenges specific to Cambridgeshire and Peterborough:

- With high house prices in and around Cambridge, Cambridgeshire workers are living further away from their place of work and commuting longer distances – double the national average. This leads to significant levels of commuting to Cambridge and South Cambridgeshire from across the county and neighbouring areas;
- Peterborough's parkway system of main roads enables quick access to and from the centre of the city. However, the system, and in particular certain junctions, is nearing capacity, compromising its ability to cater for future growth in trips and therefore support economic growth;
- A high proportion of Cambridgeshire residents live outside of the market towns in rural settlements, many of which have either limited or no services and facilities. This creates a need to travel, and combined with the limited public transport available creates a high level of car dependency. For those without access to a car this can lead to social exclusion, and therefore the location of services can have significant transport impacts;
- Peterborough is well situated for rail, and is about 45 minutes travel from London. Rail use in Peterborough for journeys to work increased by 14% between 2001 and 2011. Recent and ongoing investment in the station by Network rail has greatly improved capacity and passenger experience. However, access to the station and interchange with Peterborough's bus stations needs to be addressed. Cambridgeshire is well served by the strategic rail network, although the frequency of local rail services varies greatly. Rail use in Cambridgeshire for the journey to work increased by 42% between 2001 and 2011 and further growth in rail travel needs to be encouraged.
- Bus use in Cambridgeshire is increasing, with over 20 million journeys in 2011/12 compared to 15 million journeys in 2001/02, an increase of over 30%. However, bus travel only caters for 3.8% of the travel to work market in Cambridgeshire, and the overall increasing trend masks local differences with bus use increasing in and close to Cambridge, and falling significantly in East Cambridgeshire, Huntingdonshire and Fenland. In Peterborough, bus travel for work rose 14.4% between 2001-2011;
- As with bus use, cycling to work continues to increase in and around Cambridge, and this has been boosted by the opening of the Guided Busway cycle track between St Ives and Cambridge. Cycling for work in the more rural areas has fallen since 2001, and has also reduced in Peterborough where the cycle network, although extensive, is disjointed and focused on radial routes. However, there has been an increase in cycling as part of many rail trips i.e. for travel to and from railway stations.

The following future strategic transport challenges are also identified:

- Cambridgeshire and Peterborough's population is forecast to grow further over the coming years, with demand for new homes and employment in the area significantly increasing. This will add general pressure to the transport network, and create specific "hot-spots" where capacity of existing infrastructure will be compromised.

Given the need for planned growth, if existing traffic levels are to be maintained the car mode share for the journey to work must reduce significantly;

- These high levels of planned future growth need to be met while minimising negative environmental impacts of transport;
- With more jobs forecast than residents, Cambridge is expected to remain a key destination with a strong demand to travel into the city from the rest of the area, exacerbating commuting related congestion; and
- Alconbury Enterprise Zone will create new employment opportunities and provide a new economic hub in the area. This is likely to dramatically change travel patterns in the area and further afield.

Delivering the objective

The Long Term Transport Strategies outline a strategy approach to provide a high quality transport network that keeps pace with economic, housing and employment growth in the county.

Transport Strategy focus

The focus is on enhancing capacity between the major destinations and centres of employment and growth to enhance accessibility, reliability and reduce delays, conflicts and pinch points.

Transport Strategy approach

The aim is to address key barriers and capacity constraints on the strategic road network, as well as developing an integrated high quality passenger transport network of rail, guided bus and bus services between Cambridge, Peterborough and the Market towns and onto the district centres. This will be fed and complemented by comprehensive pedestrian and cycle networks between the key destinations. Capacity enhancements will facilitate sustainable modes of travel, and address key pinch points and barriers on the strategic road network to enhance accessibility to and between key employment destinations and growth locations, ensuring that traffic can move efficiently and without interfering with passenger transport corridors.

Transport Strategy interventions

The Strategies Action Plans set out a range of measures and interventions for delivering the strategy objectives over time which will be regularly reviewed. The interventions will be available at the following link <http://www.cambridgeshire.gov.uk/transport/strategies/>, once this has been finalised for consultation in spring 2014).

A further spatial planning response to transport issues not addressed in the Long Term Transport Strategies is to use new development to promote opportunities for new infrastructure supporting telecommunications, which helps reduce the need to travel (see Telecommunications section).

Documents

- Cambridgeshire County Council, 2013. Cambridgeshire Long Term Transport Strategy 2011-2050
- [Peterborough City Council, 2011. Peterborough Long Term Transport Strategy 2011-2026](#)

Telecommunications, including Broadband

Objective

Connecting Cambridgeshire is a co-ordinated and comprehensive approach to ensuring that the area is positioned for businesses, residents and public services to take full advantage of the opportunities offered by the digital age. By the end of 2015, the third of the county which was not due to benefit from superfast broadband under commercial rollout (90,000 additional premises) will have access to fibre-based connections, mobile services will be improved and wireless coverage increased.

Background

- In Cambridgeshire, about 30% of premises did not have access to superfast broadband (more than 24Mbps) in 2012.¹
- The knowledge economy accounts for 32% of employment in Cambridge but only 6% of employment in Fenland. Providing superfast broadband access to rural areas such as Fenland will be an essential tool in order to strengthen the economy;
- The Connecting Cambridgeshire Programme comprises projects to reduce the digital divide and increase fixed broadband, mobile and wireless digital connectivity across Cambridgeshire, with the superfast broadband project including Peterborough. It will build the solid infrastructure essential for our digital future;
- Improved digital connectivity will not only support economic growth in Cambridgeshire and Peterborough, but will also facilitate home working, remote working and IT developments that reduce the need to travel;
- It will also help to support the health, well-being and quality of life of residents by ensuring that the most deprived and the most isolated have access to digital services;
- Digital capabilities:
 - Improve education
 - Connect elderly and isolated to their communities more effectively
 - Help people back into work
 - Improve access to online education and life-long learning opportunities
 - Build social capital
 - Foster well-being
 - Support better health and social services.

Legislation/Policy

*Britain's Superfast Broadband Future*² sets out the government's intention to deliver the best superfast broadband network in Europe by 2015 with everyone in the UK able to access broadband speeds of at least 2 megabits per second (Mbps) and 90% of the UK receiving far greater speeds (at least 24Mbps). It also sets out improvements to the quality and coverage of mobile phone voice and data services,³ and designates super-connected cities to drive employment and GVA growth. The **Connecting Cambridgeshire programme** is delivering these ambitions locally.

¹ Connecting Cambridgeshire Open Market Research, 2012

² Britain's Superfast Broadband Future, BIS/DCMS December 2010

³ The UK Government has a [policy](#) of improving mobile phone coverage.

Strategic Issues

The Connecting Cambridgeshire infrastructure programmes will bring digital connectivity to parts of the county that would not otherwise be reached by the private sector and will deliver 98% fixed broadband with fibre coverage on completion.

The inclusion of provision for access to superfast broadband in new development, both residential and business, is currently discretionary. Private sector providers request notification of development of over 50 units in order to engage with developers regarding the inclusion of ducting to enable the installation of fibre to the cabinet (FTTC) or fibre to the premise (FTTP). Developments below this threshold are often overlooked by the private sector providers. If they are deemed to be commercially viable at a later date providers may retrospectively install fibre requiring disruptive street works and a visually degraded environment after completion.

Installation of ducting for the provision of fibre in new developments, to take place at the same time as more traditional infrastructure is provided, would mean that the benefits of the significant public sector investment through the Connecting Cambridgeshire projects could continue to be realised long after the initial intervention. Market forces would still determine which areas were commercially viable for the roll-out of fibre-based services, but consideration of viability and practicalities would not include the costs associated with extensive street works, and roll-out could take place quickly and efficiently with little disruption to businesses or communities.

Delivering the objective

Supporting the inclusion of broadband infrastructure in new development has not historically been a matter addressed through planning policy. The Connecting Cambridgeshire project provides clear justification for a different approach.

Therefore, as part of local plan reviews, authorities will wish to consider whether appropriate broadband infrastructure requirements for new developments should be included within their planning policies. The approach taken is likely to vary according to the nature of different areas and local circumstances

Documents

- Connecting Cambridgeshire Open Market Research, 2012
- Britain's Superfast Broadband Future, BIS/DCMS December 2010

Appendix 1: List of Contributing Organisations

Cambridge City Council
Cambridgeshire County Council
East Cambridgeshire District Council
Fenland District Council
Huntingdonshire District Council
Peterborough City Council
South Cambridgeshire District Council

Anglian Water
Cambridge Water
Cambridgeshire & Peterborough Local Nature Partnership
Cambridgeshire & Peterborough Transport Authorities
Cambridgeshire & Peterborough Clinical Commissioning Group
Cambridge sub-Regional Housing Board
Environment Agency
Forestry Commission
Greater Cambridge Greater Peterborough Enterprise Partnership
Highways Agency
Natural England