

CAMBRIDGESHIRE INTEGRATED DEVELOPMENT PROGRAMME

To: **Cabinet**

Date: **24th November 2009**

From: **Executive Director: Environment Services**

Electoral division(s): **All**

Forward Plan ref: **2009/034** *Key decision:* **Yes**

Purpose: **To inform Cabinet of the Cambridgeshire Integrated Development Programme and its importance for the future funding of County Council infrastructure.**

Recommendation: **Members are asked to:**

- i) Consider and endorse the draft final version of the Cambridgeshire Integrated Development Programme;**
- ii) Delegate to the Cabinet Member for Growth, Infrastructure and Strategic Planning the authority to make any minor textual changes to the document prior to it being considered formally by the Horizons Board.**

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|--------------------------------|--|------------------------------|--|
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1. BACKGROUND

- 1.1 The Cambridgeshire Integrated Development Programme (IDP) brings together existing spatial and economic strategies to show the overall strategic picture of infrastructure and investment needed to support housing and economic growth in Cambridgeshire to 2021. It identifies the strategic interventions and infrastructure that are required to achieve the housing and economic targets as set out in the Regional Spatial Strategy (RSS) and Regional Economic Strategy (RES).
- 1.2 The IDP has been developed by Cambridgeshire Horizons and the Greater Cambridgeshire Partnership (GCP), with support from the East of England Development Agency (EEDA). The Boards of the GCP and Cambridgeshire Horizons have steered the progress of the IDP thus far with the County Council actively involved in its development through the Variable Tariff and IDP Steering Group.
- 1.3 The following documents have been used to provide the evidence base for the IDP:
 - Long Term Transport Strategy (2005);
 - Transport Innovation Fund proposal (October 2007);
 - Long Term Delivery Plan (August 2007);
 - Carbon Appraisal of the Long Term Delivery Plan (May 2008).
- 1.4 The development of the document has involved the following steps:
 - Draft IDP went to Growth and Environment PDG (13 March 2009) – Members indicated support for IDP and did not have any major concerns with the draft document;
 - Draft IDP went to Cambridgeshire Horizons Board (25 March 2009);
 - Officer comments on successive drafts sent June – Aug 2009.
- 1.5 A Member Briefing took place on 2 November 2009. Officers believe that this was a helpful session at which Members acknowledged the importance of the IDP in terms of the scale of issues covered by the document. A number of interesting issues and questions were also raised by Members. A key discussion point was whether the role of the IDP would change if National Government changed and CIL was possibly abolished. Members were advised that the IDP is essential in allowing the objectives of PPS12 to be met. This would ensure that development strategies were supported by the relevant evidence base and that infrastructure was provided in the right quantum and location at the right time.
- 1.6 The discussion confirmed that the IDP is a framework to bring together investment and infrastructure that is already known and already secured in policy (e.g. the Growth Agenda in the previous Cambridgeshire and Peterborough 2003 Structure Plan) and concluded that a change of Government will therefore not fundamentally affect the IDP and the document is not required to go to Full Council.
- 1.7 It is anticipated that the document will be finalised by the end of the year, through formal sign-off and approval from the Cambridgeshire Horizons Board

(9 Dec 2009). In preparation for this meeting, Cambridgeshire County Council Members are asked, in this report, to consider and endorse the draft final version of the document. The draft final version of the IDP can be found at the following website –

http://www.cambridgeshirehorizons.co.uk/documents/publications/horizons/cambs_idp_draft_v17.pdf

Other Councils are going through a similar approvals process.

2. THE IDP

2.1 The purposes of the Cambridgeshire IDP include:

- To act as the strategic evidence base for the Variable Tariff/ Community Infrastructure Levy (CIL), by updating and widening the scope of estimates of infrastructure need indicated in the Long Term Delivery Plan;
- To help forge a stronger connection between economic ambitions and spatial development processes (as set out in the RSS, Cambridgeshire Horizons Business Plan and District Councils Local Development Frameworks), and ensure they are developed in a co-ordinated, sustainable and efficient manner;
- To offer a coordinated and prioritised programme of project delivery to support new development in the county;
- To provide a shared and robust evidence base for investment in the key infrastructure priorities up to 2021, including climate change mitigation and adaptation, and to influence EEDA spending decisions in relation to the Single Programme, any future rounds of Housing Growth Fund, and other National funding bids;
- To inform the Cambridgeshire elements of the East of England Implementation Plan (EEIP), the Joint Implementation Plan for the RSS and RES.

2.2 The document is split into three sections. The first section provides background analysis and conclusions on the currently proposed levels of housing and economic growth, and how these relate to the following targets in the RSS and RES. These are:

- 73,300 net additional dwellings in Cambridgeshire (2001-2021).
- 75,000 jobs in 'Greater Cambridgeshire' by 2021 (the GCP definition of 'economic Cambridgeshire' extends into west Suffolk, north Essex and northern parts of Hertfordshire).

2.3 Section One also evaluates the economic performance of Cambridgeshire, taking into account the context of the current economic climate. It concludes that in the north of the county the challenges of a relatively low skilled workforce and lower economic participation will remain. In contrast, the south of the county retains its relatively high level of economic competitiveness although steps must be taken to ensure that the potential that exists is encouraged to flourish.

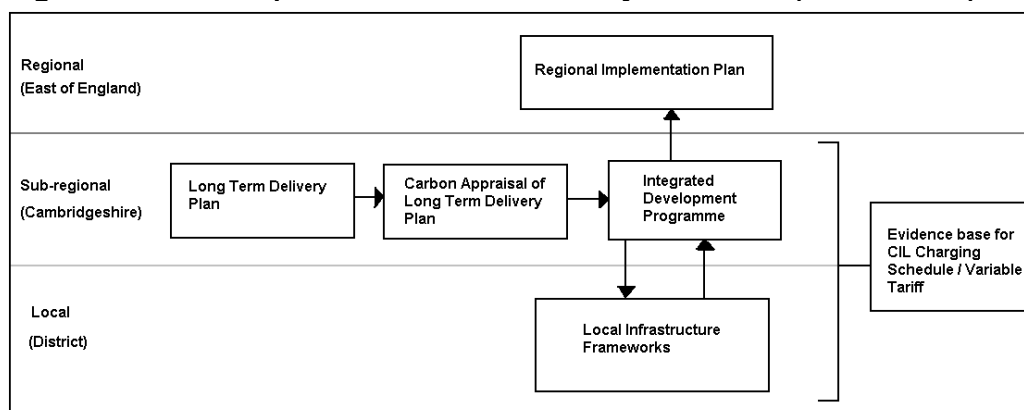
- 2.4 Section One concludes with the identification of 13 key opportunities and challenges for growth in the County (see Appendix A). It examines how the IDP responds to the particular opportunities and challenges, in terms of the various investment packages identified in sections Two and Three.
- 2.5 The challenges/opportunities include:
- Positive steps need to be taken to ensure that growth in Cambridgeshire is consistent with a lower carbon future;
 - The Cambridge area has outstanding strengths linked to biomedicine and its global centre of excellence;
 - There is a need to support the continuing growth of the high tech cluster, recognising that recent progress has been slower than expected;
 - The Fens area is performing weakly economically, and its economic growth prospects are not strong;
 - There is a need for some rebalancing of housing and employment growth in the Ouse Valley in order to effect higher levels of sustainability;
 - The severe transport constraints facing both Cambridge and the wider Cambridgeshire area are stifling economic growth;
- 2.6 Sections Two and Three of the IDP focus on strategic level interventions and infrastructure that are needed to deliver the economic and housing growth required by the RSS and RES. These interventions seek to respond to the specific challenges and opportunities facing Cambridgeshire (see Appendix A). In total the following ten investment packages (three thematic and seven spatial) are identified and costed:
- Strategic Transport
 - Climate Change Mitigation and Adaptation
 - Strategic Community infrastructure
 - CB1 and Cambridge City Centre
 - Cambridge Southern Fringe
 - Cambridge North West
 - Cambridge East
 - Chesterton Strategic Interchange and Gateway
 - Northstowe
 - Strategic Market Towns
- 2.7 Each package is assessed in terms of its background, key issues and previous work undertaken on it. Overall strategic costs and risks are also identified, together with the proposed Outcome of the package and a list of the individual projects which make up the package. Details of these individual projects include a description, justification and an assessment of its carbon impact. Lastly the phasing and interdependencies of the package are identified together with a proposed timetable.

3. IDP AND COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 3.1 One of the initial purposes of the IDP was to act as the strategic evidence base for the Variable Tariff. Details of local infrastructure requirements (such as schools and libraries) will be provided through the emerging suite of Local

Infrastructure Frameworks. The District Councils have a statutory requirement, through *Planning Policy Statement 12: Local Spatial Planning*, to produce these documents. The relationship between the various levels of infrastructure planning can be seen in Figure 1 below. This information has been added to the IDP as a direct result of comments made on previous versions by the County Council, regarding the requirement for a clearer relationship between the various documents to be included.

Figure 1: Relationship between IDP and other key documents (Source – IDP)



- 3.2 However, the Government is currently proposing the introduction of a Community Infrastructure Levy (CIL). This has therefore moved the focus of work from the Variable Tariff onto preparing for CIL.
- 3.3 Cabinet on the 8 September 2009 considered the proposed CIL regulations, generally endorsed the officers suggested response and supported the preparation of a joint countywide response from all Cambridgeshire authorities. A joint consultation response on CIL was submitted on 22 October 2009. This process was led by Cambridgeshire Horizons.
- 3.4 The IDP will therefore form the evidence base for the strategic elements of either the Variable Tariff or CIL. These elements will need to include a number of County Council strategic schemes and infrastructure. Only infrastructure contained in the IDP and Local Infrastructure Frameworks will receive money from the Variable Tariff or CIL. It is therefore essential that the County Council, through supporting and being proactive in the development of the document, gets the evidence base correct and includes all relevant infrastructure.
- 3.5 Another of the key purposes of the IDP is to inform funding bids at regional and national level as it will contain information on capital-led investment for strategic infrastructure in the county. This includes EEDA's spending decisions in relation to the Single Programme, future rounds of Housing Growth Fund and other National funding bids. Its existence will therefore enable those involved to attract future funding as it will demonstrate a cohesive strategy for delivering and meeting the targets for growth set by Government.
- 3.6 It is therefore crucial that the County Council continues to be actively involved in the development of the IDP to ensure that all relevant strategic County Council infrastructure is included in the document, and that any possible

funding is obtained. This is particularly important in light of the economic downturn and possible cuts in public spending that may occur in the future, which have made the issue of funding infrastructure even more difficult and uncertain.

- 3.7 The IDP is proposed to be an ongoing process with further iterations produced containing up to date information. The Variable Tariff and IDP Steering Group will continue to oversee the development of the document and this process.

4. SIGNIFICANT IMPLICATIONS

Resources and Performance

- 4.1 The IDP has implications for resources and performance as it will guide the funding for the County Councils strategic infrastructure in the future. It is important that the County Councils priorities are fully reflected in the IDP to therefore secure money from CIL/Variable Tariff and other available funding.

Statutory Requirements and Partnership Working

- 4.2 The IDP is a joint document being development by a number of authorities. Effective partnership working is therefore required to ensure that all relevant infrastructure is included. This should aid more effective delivery and implementation of development in the county.

Climate Change

- 4.3 Key parts of the IDP are aimed at mitigating or adapting to climate change. This includes a section on the strategic climate change mitigation and adaption, and an assessment of the carbon impact of each project.

Access and Inclusion

- 4.4 The IDP includes details of investment priorities in the market towns in order to overcome the challenge of a relatively low skilled workforce (e.g. Wisbech Innovation Park). Provision of skills development and training in these areas will be important in improving access and inclusion for the population.
- 4.5 In addition, the IDP contains details of strategic transport schemes which are likely to have significant implications on access within the County. Funding is required for these projects and therefore they need to be included in the IDP.

Engagement and Consultation

- 4.6 There are currently no significant implications for any of the headings within this category.

| Source Documents | Location |
|---|---|
| <p>Cambridgeshire Integrated Development Programme – Draft Final Version http://www.cambridgeshirehorizons.co.uk/documents/publications/horizons/cambs_idp_draft_v17.pdf</p> <p>The Community Infrastructure Levy – Consultation http://www.communities.gov.uk/documents/planningandbuilding/pdf/communityinfrastructurelevy.pdf</p> <p>The Community Infrastructure Levy – Cabinet Decision http://cccs086/db/council2.nsf/5ab34f2e192705578025680a00489dd0/214b164e5871bf908025761f005507a4?OpenDocument</p> | <p>Environment Services A2 Castle Court</p> |

APPENDIX A

Key challenges/opportunities and their links to IDP Packages

| Challenge Opportunity | Implications | How the Cambridgeshire IDP responds |
|---|---|---|
| 1. Positive steps need to be taken to ensure that growth in Cambridgeshire is consistent with a lower carbon economic future. | - Low carbon solutions – including in terms of renewable energy provision and building design and particularly, transport – need to be “designed in”. | - All of the spatial packages take these issues seriously, particularly those associated with substantial volumes of new development – e.g. Northstowe, East Cambridge. In addition the Climate Change Mitigation package considers the wider strategic investments needed to achieve low carbon outcomes. |
| 2. Cambridge as a whole needs to address substantial net in-commuting by increasing housing capacity. | - More housing is needed in the Cambridge area in locations that are appropriate in relation to the main employment sites. | - Several spatial packages are responding directly to this imperative by developing additional housing on the fringes of the city, and the Cambridgeshire Guided Busway is improving links to the larger employment areas (Science Park, city centre, Addenbrookes). |
| 3. Cambridge area has outstanding strengths linked to biomedicine and is a global centre of excellence in these terms. | - Steps need to be taken to ensure that the economic impacts linked to these assets are captured to the full. | - Cambridge Southern Fringe Spatial Package is key in this context and part of its rationale links strongly to nurturing the growth of this sector: the provision of housing appropriate to the needs of people who work on the Addenbrooke’s site is key to this. |
| 4. There is a need to invest to support the continuing growth of the high tech cluster, recognising that recent progress has been slower than expected. | - There is a need to recognise the wider needs of the cluster over the long term. In this context, provision for high tech manufacturing may be especially important. | - The need to make provision for high tech manufacturing is implicit within a number of packages, most notably the market towns packages. - In the longer term, the possible relocation of Marshall’s Aerospace could be key to this. Hence the Cambridge East package is related to this wider objective. |
| 5. The University of Cambridge needs to grow, to maintain its global positioning, and to ensure that economic impacts are captured locally. The University could also contribute more to the shaping of the growth for the city as a whole. | - The development plans of the University must be factored into the IDP and supported as appropriate. | - The North West Cambridge Spatial Package is key to this, making explicit provision for the expansion of university facilities and buildings. |
| 6. Cambridge has an important role as a sub-regional service centre and this role needs to continue to develop. | - Investment in Cambridge city centre and the station area is a continuing priority: the city centre must be consistent with the needs of a growing | - CB1 Package is a core element of the immediate response. - In the medium-long term, the packages associated with the new town at Northstowe and Chesterton strategic |

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| | population. | interchange/gateway will also have a critical role to play. |
| 7. The role of tourism in the local economy needs to be recognised. | - Tourism is seen as double-edged particularly in Cambridge itself, but it is an important contributor to economic growth. | - CB1 Package is a core element of the response, as is the markets town package. |
| 8. The Fens area is performing weakly economically, and its economic growth prospects are not strong. | - A long term regeneration strategy is needed for the area, recognising and responding to some of the underlying challenges. | - Regeneration priorities and economic development projects are identified in the Strategic Market Towns package, particularly for March and Wisbech. These projects will respond to the skills challenges in the Fens. |
| 9. There is a need for some rebalancing of housing and employment growth in the Ouse Valley in order to affect higher levels of sustainability. | - Role of market towns in Huntingdonshire needs to be developed. | - Key interventions are captured within the Market towns package and there are particular issues and opportunities in relation to St Neots and Huntingdon. |
| 10. Steps need to be taken to safeguard and enhance the provision of green infrastructure. | - Investing in green infrastructure both within urban areas and along key corridors, etc., needs to be a priority. | - The Climate Change Mitigation package includes a holistic range of interventions at a variety of spatial scales, including full consideration of the Cambridgeshire Green Infrastructure Strategy. |
| 11. The severe transport constraints facing both Cambridge and the wider Cambridgeshire area are stifling economic growth. | - Addressing transport constraints must remain a priority. | - Many of the spatial packages include a local transport component (e.g. access road to Addenbrooke's within the Southern Fringe). There is a need, in addition, to address strategic transport constraints and in this regard, the thematic transport package is key. |
| 12. Cambridgeshire has an acute shortage of affordable housing, as economic and population growth has outstripped housing growth, putting pressure on house prices. | - The Cambridgeshire Strategic Housing Market Assessment has examined in detail affordable housing needs, local planning policy have embedded requirements for affordable housing. | - All spatial packages include reference to levels of affordable housing appropriate to the relevant local planning policy. Delivery of this will allow new communities to be balanced and mixed, as well as reducing commuting distances. |
| 13. Issues relating to water supply and flood risk management need to be appropriately managed. | - These issues need to be embedded into all aspects of the IDP in order to be fully considered by the growth agenda. | - All of the spatial packages are informed by issues relating to water supply and the management of flood risk, and the Climate Change Mitigation package goes into more detail on the need for Water Cycle Strategies to embed water issues within the growth agenda. |