

# Cambridgeshire IDP

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# Contents

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<b>Preface: The economic downturn and climate challenge.....</b>	<b>1</b>
<b>1: Executive Summary.....</b>	<b>7</b>
<b>2: Introduction .....</b>	<b>9</b>
<b>Part One: Evidence and Analysis.....</b>	<b>11</b>
<b>3: Vision, targets, and trajectories .....</b>	<b>12</b>
<b>4: Economic performance of the Cambridgeshire economy.....</b>	<b>22</b>
<b>5: Growth Opportunities and Constraints .....</b>	<b>32</b>
<b>6: Utilities and infrastructure .....</b>	<b>47</b>
<b>7: Summary assessment of challenges, opportunities, and the link to IDP Packages ..</b>	<b>52</b>
<b>8: Prioritisation Approach.....</b>	<b>54</b>
<b>Part Two: Thematic Packages .....</b>	<b>55</b>
<b>9: Introduction to the Thematic Packages.....</b>	<b>56</b>
<b>10: Strategic Transport.....</b>	<b>57</b>
<b>11: Climate Change Mitigation and Adaptation .....</b>	<b>64</b>
<b>12: Strategic Community Infrastructure .....</b>	<b>82</b>
<b>Part Three: Spatial Packages.....</b>	<b>88</b>
<b>13: Introduction to the Spatial Packages.....</b>	<b>89</b>
<b>14: CB1 &amp; Cambridge City Centre .....</b>	<b>90</b>
<b>15: Cambridge Southern Fringe .....</b>	<b>95</b>
<b>16: Cambridge North West.....</b>	<b>102</b>
<b>17: Cambridge East.....</b>	<b>108</b>
<b>18: Chesterton Strategic Interchange and Gateway.....</b>	<b>114</b>
<b>19: Northstowe .....</b>	<b>120</b>
<b>20: Strategic Market Towns .....</b>	<b>127</b>
<b>Annex A: Key economic development interventions that are outside the county of Cambridgeshire, within Greater Cambridge.....</b>	<b>138</b>

## **Preface: The economic downturn and climate challenge**

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The time at which this Integrated Development Programme is being prepared is one of unprecedented economic turmoil and environmental concern on a global and national scale. In the past year, concern about domestic inflation and oil prices has given way to swift macroeconomic contraction, rising unemployment and the risk of deflation. Credit markets have experienced unprecedented contraction and rationalisation, impacting on retail and housing with particular severity. The growth agenda for Cambridgeshire, anticipated to be challenging even during boom times, now appears more ambitious than ever.

### **Economic downturn**

Cambridgeshire Horizons and its partners, including the Greater Cambridge Partnership, have sought to understand the impacts of the current economic situation on the growth agenda in Cambridgeshire. With the banking and financial systems coming close to collapse during 2008, and the FTSE and other stock markets seeing huge losses, and huge volatility, it is clear that nowhere is immune.

In the midst of pessimism, however, it is vital to note that the economic and institutional structures in Cambridgeshire both offer opportunities to withstand the recession and to pioneer innovative new methods of driving forward growth. Public intervention to invest in infrastructure, boost the housing market and promote job creation is the Keynesian policy approach promoted by Government. Cambridgeshire Horizons and its partners remain committed to delivering sustainable housing growth, and a big increase in affordable housing, the need for which could be made even more acute by current conditions. In some ways, the current economic situation could represent as much an opportunity as a threat.

In the 1991 economic downturn, Cambridgeshire weathered difficult economic conditions comparatively well. The Work Foundation Ideopolis II report 'How can cities thrive in a changing economy' states that cities like Cambridge, with substantial public sector employment and knowledge intensive sectors, experience economic downturns less severely. The Centre for Cities report, Outlook 2009 reached similar conclusions.

A study by consultants PACEC (2008), commissioned by the Local Government Association, assumes that the economy will enter a recession that reduces GDP by 2.0% in 2009, recovering by 0.75% in 2010. The report then projects the likely local distribution of the overall impact of the recession, building on the data for what took place in the recessions of 1979-1982 and 1990-1992. The projected local variations for Cambridgeshire show it performing relatively well compared to other parts of the country.

Nonetheless, nowhere in the UK can escape the indirect impacts of lack of credit availability, which will be felt over the longer term. Recent figures show that in the first half of 2008 the East of England's economy held up well, with little indication of employment restructuring or

increases in unemployment. It is expected that falls in business confidence and reductions in orders for goods and services will start to have an impact on indicators throughout 2009.

With the expectation that economic conditions will be difficult in the short term, the growth partnership is seeking innovative solutions to deliver housing that might otherwise be stalled, both to meet the acute housing shortage and to stimulate economic activity. Considering the appropriate response to the changed economic environment, the Cambridgeshire Horizons Board has endorsed the following high-level objective:

*“In responding to changing economic circumstances, Cambridgeshire Horizons will work with its partners to develop flexible funding solutions which maintain the overall quality of developments, and will target available funds where they can deliver most value for money and be most effective at bringing housing or infrastructure projects forward”*

Whilst the economic situation necessitates a change in our realistic expectations of delivery, and suggests the need to look at different ways of delivering homes and infrastructure, it does not change the underlying arguments in favour of sustainable growth. Nor should it change the basic spatial philosophy of how to deliver that growth, as set out in the Structure Plan and confirmed in the Regional Spatial Strategy (RSS), with the focus on growing Cambridge and its fringes, the new town of Northstowe, and the market towns.

The Regional Economic Strategy (RES) makes reference to the importance of the growth agenda, setting out sub-regional economic ambitions and recognizing the Greater Cambridge area as a key ‘engine of growth’, but one whose future economic success depends to a large part on the successful delivery of additional homes and infrastructure. A flexible and skilled workforce is also crucial to businesses remaining competitive and profitable, which is even more important during the current economic downturn. It is therefore essential that education and training caters for the needs of business both currently and in expectation of improved and new business opportunities in the future. The new Sub-Regional Economic Strategy, covering the Greater Cambridge “engine of growth” and developed by the Greater Cambridge Partnership (GCP), recognises the issues caused by the economic downturn and details priorities for intervention to help the area build on its strengths and prepare for economic recovery.

The downturn does not detract from the Quality of Life agenda, nor the principles set out in Cambridgeshire’s Quality Charter for Growth<sup>1</sup> – it would be a mistake to sacrifice the quality and sustainability of developments which will be with us for decades for the sake of higher numbers of homes in the short-term. Rather, schemes will need to be adapted to recognise the short-term difficulties whilst remembering there are long-term benefits of investment, particularly in relation to lower-carbon solutions for the built environment, and with the whole growth programme being flexed in a way that holds onto long-term targets but is realistic about the likelihood of lower levels of housing delivery over the next few years. Within this is the increasingly urgent need to address the impacts of climate change. This cannot be put aside for the duration of the credit crunch, as scientific consensus already shows that the cost of mitigation will increase exponentially with delay.

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<sup>1</sup> Cambridgeshire Quality Charter for Growth, 2008:  
[http://www.cambridgeshirehorizons.co.uk/documents/publications/horizons/quality\\_charter.pdf](http://www.cambridgeshirehorizons.co.uk/documents/publications/horizons/quality_charter.pdf)

## **Climate change**

Arguably the environmental challenge of climate change is of deeper significance than the economic downturn. Consensus has grown that responding to climate change is no longer a choice; it is a necessity. Whilst the economic downturn has only become an issue in the last few years, climate change has been a global political concern for more than two decades, with a raft of global summits, agreements and treaties sparking much international debate, but too little action.

The last five years has seen climate change assume greater prominence on the national political agenda. The Stern Review on the Economics of Climate Change (2006) has brought focus to the debate in this country, making it clear that the benefits of urgent action on climate change far outweigh the short-term costs, and that failure to act could result in more than a 10% drop in global GDP<sup>2</sup>. Further momentum has been provided by the Climate Change Act (2008), which requires an 80% reduction in CO<sub>2</sub> emissions by 2050, an ambitious target that will require transformative change to the economy, society, technology and the built environment. This has been supported by a raft of regional and local targets and strategies, which all seek to reduce carbon emissions, however this enthusiasm for target setting has yet to be matched by decisive actions to mitigate the effects of climate change.

Climate change is more than just an immediate environmental concern, the substantial economic and social detriments require the same sense of urgency as has been shown for the recession. No country has yet been able to increase GDP without detrimental effects on the environment. Nonetheless, without urgent action now, the costs of living with climate change will prove a substantial inhibitor on future economic growth and development. Major upfront capital investment is therefore required now if countries are to avoid having to spend unsustainable amounts of money to merely delay the impacts of climate change. Financial models to support upfront investment in low carbon technologies and lifestyles are critical.

The growth agenda must be part of the solution to the problems of transition to a low carbon society. Not only must all growth be delivered as close to zero-carbon as possible, the partners in the Growth Agenda also agree that new developments must become exemplars for innovative technologies for responding to climate change that can be used in existing communities, and create a new green economy that others can learn from. To address climate change, we need to consider both mitigation and adaptation:

### ***Mitigation***

Pioneering the use of zero-carbon technologies in terms of site-wide renewable energy solutions, innovative construction methods and sustainable modes of transport must underpin every new community. The growth agenda can demonstrate the art of the possible in terms of low-carbon living and act as a test-bed for new technologies that can deliver significant carbon reductions. It is also important to understand the land use changes in Cambridgeshire

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<sup>2</sup> Stern Review, *The Economics of Climate Change – Executive Summary* (2006), p. ix

to help reduce additional CO<sub>2</sub> emissions and to consider how this can provide mechanisms for carbon capture.

### ***Adaptation***

Inevitably, total mitigation of the effects of CO<sub>2</sub> emissions will be impossible to achieve. Adaptation to unavoidable climate change is critical. This means we need to invest in new developments to ensure that flood risk is minimised, that homes are cool in the summer and insulated for the winter. The built environment must be resilient and future-proofed. This supports the drive in Cambridgeshire to invest in innovative design and green technologies.

In order to secure the investment needed to tackle these two challenges, a range of strategic opportunities are currently being explored; these are summarised below.

### ***Innovative use of Housing Growth Fund***

Cambridgeshire has been very successful in securing awards of Housing Growth Fund (HGF). For 2008/09 £14.9 million was made available, and in December 2008 the Department of Communities and Local Government confirmed a further sum of £28.8 million for 2009/10 and 2010/11. As HGF is a programme- rather than project-based scheme, these monies can be used with great flexibility across the growth agenda.

Delivering the major growth sites is recognised as a priority and a ‘flexible fund’ has been agreed for these sites. HGF could then be used to support the viability of development, in the manner most appropriate to the situation. This could involve grant, loan, or purchase of an equity or land stake, and would be tied to quality requirements. As an approach, this has the potential to generate assets that could be used as a precursor to, or roll into, a Local Asset-Backed Vehicle.

### ***Rolling Fund***

Consideration needs to be given as to how public funds can provide a genuine return. It is likely that public sector budgets are going to be tight for years to come, making it all the more important to use HGF as effectively as possible. In cases where viability concerns centre around current cashflow, rather than more serious doubts about profitability across the life of a scheme, a ‘Rolling Fund’ approach could be employed.

As well as payback clauses, this could involve the public sector taking an equity stake in developments. In this scenario, the public sector would take on more of the up-front risk of a project, including investing in infrastructure, but would then take a share of the proceeds from property development in the long run.

### ***Housing tenure flexibility***

In current market conditions, funding and delivery may be more certain for affordable housing than market housing, particularly given the recent creation of the Homes and Communities Agency (HCA). The need for affordable housing in Cambridgeshire is acute

and likely to deteriorate over coming months and years without significant intervention. It is therefore sensible to examine new methods of using the public funding available for social housing and working imaginatively with Housing Associations and the HCA.

There may be scope for widening the definition of affordable housing. Cambridgeshire Horizons is undertaking work with its partners to look at the full range of tenure options currently available, including new HCA products. There may also be the opportunity to pioneer 'tenure blind' communities, where the extent to which any household owns or rents their home is entirely flexible and down to their choice. Precedents for this are being investigated, as are co-operative and community equity models.

### ***Adopting a less rigid approach to section 106 contributions***

For large-scale developments, built out over a long time-period, it could be possible to adopt a more flexible approach to section 106 contributions with review periods set up at regular intervals, so that levels of contribution in terms of cash or other public benefits (including the percentage of affordable housing) could vary between different phases of the development.

### ***A Local Asset-Backed Vehicle (LABV)***

Another option, similar to the equity share model, is an asset-backed vehicle approach. This could involve moving towards a co-funding, co-decision arrangement in which public sector assets such as land, revenue streams and cash are put into a joint venture company with matched funding from the private sector (most likely to be in the form of institutional investors such as pension funds or mutual building societies). This is known as a Local Asset-Backed Vehicle. The LABV could, for example, assemble land for redevelopment and sell it on as serviced 'development platforms' to house builders, but with conditions on quality of development written into the sell-on contract.

Cambridgeshire does not have large amounts of local authority land identified in statutory plans for development, but does have significant local authority land holdings elsewhere. Therefore a creative approach, appropriate for Cambridgeshire, would need to be developed. Although the Cambridgeshire Horizons Board has taken the view in March 2009 that a LABV is not currently a priority to explore, it has not been ruled out as an approach to try in the future.

### ***Tax Increment Finance***

Tax Increment Finance is a method of borrowing funds to pay for infrastructure, on the basis that additional housing requiring that infrastructure will increase tax revenues. Although this system is widely used in America, it has not been tried yet in the UK, in part because the US has a wider range of local tax instruments, such as property tax, whereas the UK tax system is more centralised.

The use of this approach was mooted in the 2009 budget. Cambridgeshire Horizons has written to the Department of Communities and Local Government suggesting that a pilot project could be taken forward in Cambridgeshire, perhaps using business rate income, which could be returned to local control.



# 1: Executive Summary

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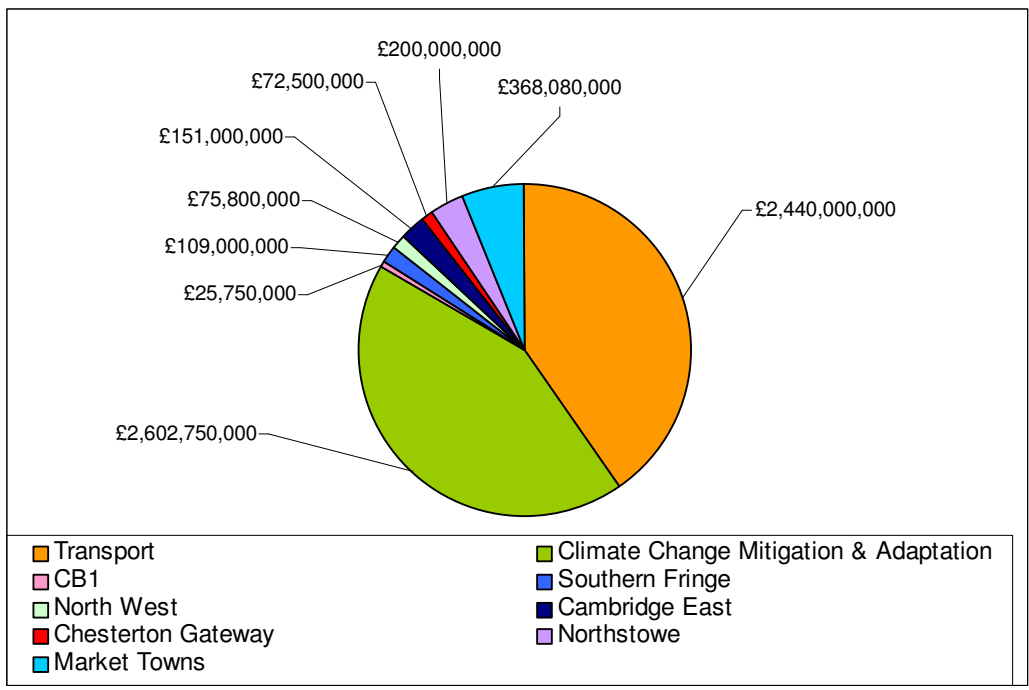
- 1.1 The object of the Integrated Development Programme for Cambridgeshire is to holistically consider the goals for the county articulated in the Regional Spatial Strategy (RSS) and Regional Economic Strategy (RES) and to identify and cost, where possible, project-level interventions needed to achieve them. The IDP formally covers Cambridgeshire, but also relates to the wider Greater Cambridge functional economic area throughout. This document is structured into three main Parts, each of which is sub-divided into a number of Chapters.
- 1.2 **Part One** presents the evidence and analysis underpinning the IDP. It is concerned with the vision and aspirations for sustainable economic and housing growth in Cambridgeshire, and the challenges that must be addressed (and the opportunities that need to be realised) if these are to be achieved. Chapter 3 sets out trajectories relating to both housing and jobs growth, comment on the relationship between these, and the ambitions that are summarised in strategy and to which local partners have committed.
- 1.3 The key quantified targets relating to the IDP are:
- As set out in RSS, Cambridgeshire is to build at least **73,300 net additional dwellings** over the plan period (2001-2021), across the five districts. This is just under 15% of the regional total.
  - Also set out in the RSS is the creation of an additional **75,000 jobs** by 2021, across the five districts. This is approximately 17% of the regional total.
  - The national target for reducing CO2 emissions **80% by 2050**, which is reflected in a range of documents for Cambridgeshire, and which is extremely pertinent to the delivery of the homes and jobs targets, as well as for a much wider set of activities across the county.
- 1.4 Chapter 4 then analyses the performance of the Cambridgeshire economy in relation to the Treasury-defined drivers of productivity; this provides an important insight into economic growth prospects. Chapter 5 examines the particular character of four distinctive functional economies within the county:
- Cambridge,
  - Ouse Valley,
  - The Fens,
  - Vicinity of the Newmarket equine cluster.
- 1.5 Although of different scales, each of these has quite distinctive attributes, opportunities and challenges to which appropriate responses need to be made.
- 1.6 **Parts Two and Three** then focus on implementation priorities defined in response. Parts Two and Three are structured around the identification of investment packages: these are

groups of linked interventions which together contribute in a substantive way to the delivery of economic and/or housing growth in a manner that is aligned with the requirements of the Regional Spatial Strategy and/or Regional Economic Strategy.

1.7 In total, nine packages are identified: two thematic (Part Two) and seven spatial (Part Three), comprising an overall infrastructure investment need of approximately £6 billion to 2021. This is divided across the packages as follows.

Package	Estimated Total Cost to 2021
Strategic Transport	£2,440 million
Climate Change Mitigation and Adaptation (including zero carbon buildings, renewable energy, green space & water infrastructure)	£2,602.75 million
CB1 and City Centre	£25.75 million
Cambridge Southern Fringe	£109 million
Cambridge North West	£75.8 million
Cambridge East	£151 million
Chesterton Strategic Interchange and Gateway	£72.5 million
Northstowe	£200 million
Market Towns	£368.08 million
<b>TOTAL</b>	<b>£6044.88 million</b>

1.8 The chart below shows this cost breakdown.



## 2: Introduction

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- 2.1 This document presents the tenth draft of the Cambridgeshire Integrated Development Programme (IDP). It has been developed over recent months by Cambridgeshire Horizons (CH) and the Greater Cambridge Partnership (GCP), with support from the East of England Development Agency (EEDA) and input from the organisations involved in the Cambridgeshire growth agenda.

### Background and purpose: IDPs

- 2.2 Partners within Cambridgeshire took the decision to embark on the development of the IDP for a number of different reasons. One important factor was the need to inform the evidence base being developed by CH linked to the planned introduction – across Cambridgeshire – of the variable rate tariff for new developments, as a replacement for negotiated section 106 contributions for local and strategic infrastructure. The second was a genuine desire to forge a stronger connection between the economic ambitions for the Cambridge sub-region (as articulated in Local Authority Economic Development Strategies, by GCP in the Sub-regional Economic strategy, and confirmed in the Regional Economic Strategy (RES)) and the spatial development process (articulated through the Regional Spatial Strategy (RSS) and district-level Local Development Frameworks), linked in particular to the provision of new housing and supporting infrastructure.
- 2.3 In the past, there has been general conformity between these two domains, but alignment at the level of strategy has struggled to find expression in co-ordinated and appropriately sequenced and prioritised programmes of project delivery. The emerging East of England Implementation Plan is seeking to do this at a regional level, supported by sub-regional IDPs.
- 2.4 A third factor was a strong indication from EEDA and other key funding partners – following the preparation of four pilot IDPs in other parts of the East of England – that a robust and well-evidenced IDP would be treated seriously in shaping spending decisions, including in relation to EEDA’s Single Programme and any future rounds of Housing Growth Funding. The IDP may also act as evidence to support the Single Conversation with the Homes and Communities Agency.
- 2.5 In general terms, the purpose of IDPs is set out in the Toolkit that was commissioned by EEDA to guide their preparation. In essence, the purpose of an IDP is to *plan and manage social, economic and environmental growth holistically and sustainably, based on a single investment delivery plan which focuses on capital spend and will allow for appropriately phased development*. IDPs are essentially evidenced, phased, costed and prioritised implementation plans, relating to economically coherent territories of sub-regional scale. They are a key mechanism in seeking to ensure that the aspirations of both the Regional Economic Strategy and Regional Spatial Strategy are delivered in a co-ordinated, sustained, efficient and desirable manner.

## Cambridgeshire IDP

- 2.6 The Cambridgeshire IDP draws substantially on pre-existing material, which has been prepared by or for GCP, Cambridgeshire Horizons and other partners, notably the local authorities. It seeks to distil and synthesise this information into a shared evidence base. Using this evidence – and in the context of the area’s agreed vision and ambition for sustainable economic and housing growth – the IDP pinpoints the principal investment priorities, and the rationale for them. These priorities reflect the specific challenges and opportunities that face Cambridgeshire as it gears up for substantial medium-long term growth.

## Geography

- 2.7 Geographically, the IDP relates to the administrative county of Cambridgeshire. As such it is wholly aligned with partners’ thinking with regard to the spatial basis of the proposed variable rate tariff.
- 2.8 This geography is different from that of the GCP’s definition of Greater Cambridge, which extends into west Suffolk, north Essex and the northern parts of Hertfordshire. The geography of the GCP area is very important in terms of understanding fully “how the Cambridge area works” and in many respects, it approximates to the area’s functional economic geography; for example, large numbers of people commute from Haverhill (St Edmundsbury) to work in Cambridge, while the economy of East Cambridgeshire has important links into the equine cluster, the geographical core of which is in Newmarket (Forest Heath). All the interventions identified in the IDP are consistent with ambitions relating to the sustainable growth of this wider Greater Cambridge sub-region. In the course of the IDP, references are made to some major capital investments that are critical to the area’s growth but are located outside of the county of Cambridgeshire<sup>3</sup>. However in investment planning terms, it is for partners in Suffolk, Essex and Hertfordshire to work on the detail of these capital investments, through their IDP – or equivalent – processes; GCP and Cambridgeshire Horizons (CH) will seek to work actively with their non-Cambridgeshire partners to further these ambitions, recognising their catalytic importance in relation to the Greater Cambridge area as a whole.
- 2.9 It is worth noting that the geography of the IDP is also different from that of the Cambridge Sub-Region as described in the RSS. In the RSS, the Cambridge Sub-Region is defined in a way that omits the northern and north-western parts of the county (north of Chatteris, and the area south of Peterborough) and it includes reference to Royston, Newmarket, Haverhill, etc. However, CH has always bid for capital resources from Government on behalf of the county as a whole, and recently, it has extended its remit to cover Cambridgeshire in its entirety. Horizons was originally constituted to deliver housing and infrastructure primarily for those parts of the Cambridge sub-region that fell within the county boundary. The process for the review of the RSS is looking at Cambridgeshire as a whole, and recognising the interface with adjoining counties.

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<sup>3</sup> Note that an annex is provided containing key economic development interventions that are critical to the development of the economy of the Greater Cambridge area but are geographically outside of the county of Cambridgeshire, see page 126.

## **Part One: Evidence and Analysis**

### 3: Vision, targets, and trajectories

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#### Vision for Cambridgeshire

- 3.1 Across Cambridgeshire there are a number of visions that have been developed at different times, for different purposes, with different foci, and relating to slightly different geographies.

#### ***Economic Visions***

- 3.2 The vision developed by the Greater Cambridge Partnership is that *Greater Cambridge should be a world leader in the knowledge-based economy that combines business success with a high quality of life for all*. Underpinning this vision are four goals: a world-class, knowledge based, low carbon economy; resource efficient business growth across the Greater Cambridge area; a strong skills base and high levels of economic participation; and sustainable infrastructure and high quality of life.
- 3.3 This vision predates that set out for the East of England as a whole in the current Regional Economic Strategy, *Inventing our Future*. However the two are wholly consistent. The RES's vision for the East of England is that by 2031 – as well as being known for exceptional landscapes, vibrant places and quality of life; and being a confident, outward-looking region with strong leadership and where communities actively shape their future – the East of England will be:
- Internationally competitive with a global reputation for innovation and business growth
  - A region that harnesses and develops the talents and creativity of all
  - At the forefront of the low-carbon and resource-efficient economy.
- 3.4 Within the RES, the Greater Cambridge Sub-Region is identified as one of the “Engines of Growth” and it is recognised specifically as a “global centre for learning, technology and life sciences”. The RES identifies a series of strategic ambitions for the Greater Cambridge Sub-Region. These are reasonably detailed, but they have been important in informing this IDP are set out in Box 2-1 below.

**Box 2-1: Strategic ambitions for the Greater Cambridge Sub-Region, as identified in the new Regional Economic Strategy**

- Maintain the University of Cambridge as a top-five global university and deepen the local and regional impact of the university
- Increase the interaction between local SMEs and the applied research capability of the University of Cambridge and Anglia Ruskin University through increased access to academics, departmental facilities and libraries
- Increase collaboration between the University of Cambridge and Anglia Ruskin University to ensure the complementarity of the research and skills offer for the local and regional economy
- Support the expansion and growth of Anglia Ruskin University to be a recognised international force in specialist research, creative and technical areas
- Deliver major new applied research and innovation facilities at East Forum and Addenbrooke's, and ensure a long-term supply of high-quality sites for R&D and commercial activity

- Develop a comprehensive suite of financial products to support start-up, early-stage and mature company growth
- Develop comprehensive support packages to enable renewal through emerging clusters such as plasronics, display technologies, bio-informatics, semi-conductor design and environmental technologies
- Develop a stronger creative quarter in Cambridge and harness the potential of the area to be a leader in the interface between the arts, media and new technologies
- Diversify and improve performance of the economy of market towns within the sub-region
- Overcome shortages of affordable housing and other infrastructure by establishing high-quality, sustainable new communities, including Northstowe
- Address the major infrastructure deficit and, in particular, key strategic routes connecting Cambridge to regional and national markets, such as the A14 and rail routes to London, Stansted and other regional cities
- To continually upgrade the skills of local communities and ensure an increased supply of soft and technical skills into the local labour market
- Deliver major environmental enhancement of Cambridge, surrounding settlements and create new habitats of international importance through a coherent programme and marketing of the Great Fen, Wicken Fen, the Ouse Washes, Needingworth and Fen Drayton initiatives
- Preserve the unique character of the historic core of Cambridge and the distinctiveness of the sub-region's market towns

### ***Spatial Visions***

- 3.5 Within the East of England Plan (RSS), the Cambridge Sub-Region is one of only four areas identified for which “*the coherence and particular nature of the issues and responses justifies sub-area treatment*”; separately, in Policy SS3, Cambridge is also identified as a Key Centre for Development and Change.
- 3.6 A vision for the Cambridge Sub-Region is set out in the East of England Plan. This is more spatial in focus but it is essentially consistent with the economic vision, and stems from the 2003 Cambridgeshire and Peterborough Structure Plan;

*The vision for the Cambridge Sub-Region to 2021 and beyond is to continue to develop as a centre of excellence and world leader in higher education and research, fostering the dynamism, prosperity and further expansion of the knowledge-based economy spreading outwards from Cambridge. The historic character and setting of Cambridge should be protected and enhanced, together with the character and setting of the market towns and other settlements and the important environmental qualities of the surrounding area.*

- 3.7 In the context of the RSS review, work led by Cambridgeshire County Council is currently underway to update the vision statement in the East of England Plan, extending its time horizon to 2031. This has not yet been formally adopted and is subject to discussion. Early indications are that the new vision will signal broad continuity of the current strategy, but also greater definition in relation to new imperatives. Some of these are the product of a spatial focus encompassing the whole of the county (i.e. not just the Cambridge Sub-Region as defined in RSS). These additional dimensions include, in particular, responding to the impacts of climate change; the wider challenges of sustainability (including in relation to commuting patterns and making the best use of existing public transport corridors); and the importance of achieving vibrant urban centres (in both Cambridge and the market towns). Particular emphasis is being made on the delivery of the current strategy to 2021 and the development of market towns with sustainable infrastructure links, subject to economic imperatives.

## **Cambridgeshire Together**

- 3.8 The Cambridgeshire Community Strategy, Cambridgeshire Together, includes a statement setting out a shared vision for the future of Cambridgeshire, which brings together the regional and local aspirations for the county.

*Our vision is for Cambridgeshire to be a county of strong, growing, prosperous and inclusive communities supported by excellent services where people can fulfil their potential; live longer, healthier lifestyles; and influence decision-making.*

- 3.9 This vision will be delivered by focusing on five key goals, as follows:
- Growth – accommodating growth, creating flagship communities and ensuring the benefits of growth and infrastructure are enjoyed by all communities.
  - Economic Prosperity – supporting the special role of Cambridgeshire as a centre of knowledge and innovation, especially in low carbon technologies.
  - Environmental Sustainability – meeting the challenges of climate change while maintaining a high quality environment.
  - Equality and Inclusion – supporting vulnerable groups and enabling them to participate fully in community life, and encouraging healthier and more sustainable lifestyles.
  - Safer and Stronger Communities – engaging citizens in service planning and improvement and ensuring our communities enjoy good quality of life and health, with low crime, low unemployment, and free from discrimination and inequalities.
- 3.10 The first three goals are central to the purposes of the IDP, and the latter two can be promoted by the growth agenda through high quality design, public engagement, and intelligent spatial planning.

## **Targets**

- 3.11 These vision statements have been given quantified expression through the definition of targets. Although these are very partial in relation to the scope of the different visions, they do provide some indication of the level of aspiration or “stretch”. They are important also in providing some sense of the contribution that Cambridgeshire’s ambitions can make to wider regional imperatives as set out in the Regional Spatial Strategy and Regional Economic Strategy, both of which were published within the last year.
- 3.12 Key quantified targets in relation to the IDP include the following:
- As set out in RSS, the intention is that Cambridgeshire should provide at least **73,300 net additional dwellings** over the plan period (2001-2021). The county figure is distributed across the five districts: the scale of planned growth is greatest in South Cambridgeshire (+23,500) and least in East Cambridgeshire (+8,600). The figure for Cambridgeshire as a whole is just under 15% of the regional total.
  - RSS also provides a jobs growth target for the county: an increment of **75,000 jobs** by 2021. The regional target is an increment of 452,000 jobs and hence the intention

is that Cambridgeshire should contribute around 17% of the total. In the published RSS, the jobs target is not apportioned between districts, however it is linked into the Employment Land Reviews prepared by each Cambridgeshire district. The 75,000 value is also treated slightly opaquely in terms of targetry: although clearly set out as an aspiration in Policy E1, it is described as a “reference value” for monitoring purposes in recognition of the fact that the location of jobs, unlike houses, is very difficult to prescribe precisely, given the increasingly tenuous link between the designation of employment land and the creation of jobs.

- Regionally, the East of England’s Regional Economic Strategy, prepared by EEDA and supported by GO East, supports the national targets for CO2 emission reductions, and is supplemented by a target of **60% CO2 reduction by 2031**. This is further bolstered by targets around renewable energy that would see 20% of the region’s energy originating from renewables by 2020, with the region as the national leader by 2031.
- Adapting to and mitigating the effects of climate change is a major strand of Cambridgeshire’s Sustainable Communities Strategy (2007-2021), this is supported by the Local Area Agreement, which sets targets for carbon reduction over a three-year period. The headline target is for **an 11% reduction in CO2 in Cambridgeshire between 2008 – 2011**. These targets are baselined against Defra’s 2005 figures, which saw Cambridgeshire’s annual CO2 emissions at 9.6 tonnes per capita (6.5 million tonnes per year), with the base line disaggregated for each district. If these targets are hit, Cambridgeshire’s CO2 emissions in 2001 will be reduced to 8.544 tonnes per capita by 2011.

3.13 Headline regional ambition targets have been set in the RES and RSS in relation to a number of other key indicators. None of these have been translated into quantified targets at a sub-regional scale, but the expectation is that all sub-regions – and particularly the Engines of Growth (from RES) and Key Centres for Development and Change (from RSS) – will contribute significantly to achieving them. Hence although not quantified, these additional targets are important in defining the wider ambitions of the IDP. A summary statement is provided in Table 3-1 below.

Table 3-1: High level regional targets from RES and RSS

Headline Indicator	Region-wide target
GVA per capita / per worker	Annual growth in real workplace-based GVA per capita of 2.3 per cent and GVA per worker of 2.1 per cent between 2008 and 2031
Employment rate	Employment rate for the working population of 80 per cent and for the 16-74 population of 70 per cent by 2031
Earnings inequality	A rise in lower-quartile earnings to 60 per cent of average earnings by 2031
Water consumption	Per capita consumption of water by households in 2030 that is 20 per cent below 2008 levels, or 120 litres/head/day
CO <sub>2</sub> emissions	End-user CO <sub>2</sub> emissions in 2031 that are 60 per cent below 1990 levels
Skills – Leitch targets	Over 40 per cent of adults qualified to at least level 4, 68 per cent of adults qualified to at least level 3 and over 90 per cent of adults qualified to at least level 2 by 2020

Headline Indicator	Region-wide target
	and maintained to 2031
Net additional dwellings	508,000 (2001-21)
Jobs growth	452,000 (2001-21)
Affordable Housing	35% of new houses with planning permission granted after May 2008 are affordable

Source: RES and RSS

### **Trajectories**

- 3.14 Given the visions set out above, and their expression as quantified targets, it is important to understand the extent to which the area is on course to achieve its ambitions and/or the scale of any step change that might be required in the period to 2021 (RSS) or 2031 (RES). Establishing the scale of the “ask” is easier on some indicators than others, but it is important: it provides some sense of the magnitude of the challenge that the interventions identified in the IDP are being asked to respond to. This is also addressed in the emerging East of England Implementation Plan, which asks ‘Where are we likely to get to on current trajectories?’ for each target.
- 3.15 Trajectories themselves however need to be interpreted with a good deal of care. Crucially, there is a need to be absolutely clear as to their timing and – in the current context – the extent to which account has been taken of the impact of the credit crunch and the subsequent economic down-turn. Particularly with regard to housing, but also jobs, targets that a year ago were considered to be achievable must now be more challenging and the expected trajectories different: visual inspection suggests that building has all but stopped on a number of major sites and if dwellings are not being constructed, progress towards the cumulative target (to 2021) is not being made. This has been recognised through the LAA refresh process, which led to the Government office agreeing lower targets for housing delivery over the 3 year LAA period (2008-11). The emerging Implementation Plan also notes that, on a regional scale, ‘Average annual net dwelling completions required to meeting the...target are likely to increase substantially post-2010 – ie a significant uplift in new house building rates’.

### **Housing**

- 3.16 Table 3-2 shows the progress of districts within Cambridgeshire over the first 7 years of the plan period with regard to the delivery of housing. Over the period, just over 23,000 dwellings (net) were completed – just under one-third of the overall H1 target. On average, over the seven years, the annual build rate was 90% of that required by Policy H1. However it varied year-on-year and was generally higher towards the end of the period. There were also major differences across the five districts. In absolute terms, the largest number of new dwelling completions was in South Cambridgeshire and the smallest in Cambridge City. However compared to the target, the strongest performing area was East Cambridgeshire, followed by Fenland and Huntingdonshire.

Table 3-2: Net dwellings completion, 2001/02-2006/07, compared to Policy H1 targets

Policy H1 areas	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	Total	Av. achieved pa (2001-2007)	Av. req'd by Policy H1 (2001-2021)	Total req'd by Policy H1 (2001-2021)	% of H1 achieved by end 07/08
Camb. City	159	336	503	601	730	669	523	<b>3,521</b>	503	950	19000	18.5%
East Cambs	799	589	606	401	796	688	753	<b>4,632</b>	661	430	8600	53.8%
Fenland	500	695	736	636	781	759	934	<b>5,041</b>	720	550	11000	45.8%
Hunts	334	582	577	698	742	649	755	<b>4,337</b>	619	560	11200	38.7%
South Cambs	514	655	972	561	877	923	1,291	<b>5,793</b>	828	1,175	23500	24.7%
<b>Cambs</b>	<b>2,306</b>	<b>2,857</b>	<b>3,394</b>	<b>2,897</b>	<b>3,926</b>	<b>3,688</b>	<b>4,256</b>	<b>23,324</b>	<b>3,332</b>	<b>3,665</b>	<b>73,300</b>	<b>31.8%</b>

Source: AMR; Cambridgeshire County Council - March 2008

- 3.17 Looking to the future – and based on data provided by each of the local authorities in December 2008 through annual monitoring returns. Table 3-3 provides a future trajectory for net new housing development. The trajectory represents a broad overview of expected dwelling construction, taking into account sites allocated in local development frameworks, known development proposals and – in some cases – extant planning permissions. It suggests an annual average build rate of 4,257 dwellings per annum – notably higher than that achieved in the first six years of the plan. However, net completions in 2007/08 were consistent with this target.

Table 3-3: Trajectory of planned net new housing development 2008 to 2021

District	Total 2008/21	2008/11	2011/14	2014/19	2019/21	Annual average 2008/21	% of county
Cambridge City	14,150	2,014	5,582	5,354	1,200	1,088	26%
East Cambridgeshire	5,308	1,521	1,510	1,957	408	385	10%
Fenland	6,931	1,807	1,554	2,550	1,020	533	13%
Huntingdonshire	9,458	2,414	2,308	3,709	1,027	728	18%
South Cambridgeshire	17,659	2,543	5,321	7,895	1,900	1,358	33%
<b>Cambridgeshire</b>	<b>53,506</b>	<b>10,299</b>	<b>16,275</b>	<b>21,465</b>	<b>5,467</b>	<b>4,116</b>	<b>100%</b>

Source: District AMRS Dec 2008

- 3.18 Taking the trajectory together with the past pattern of dwelling completion suggests that the H1 target for Cambridgeshire ought to be achievable by 2021. However, this assessment needs to be treated with some caution in the context for the Cambridgeshire IDP:
- Even without the current recession, the delivery of many of the larger schemes (which are crucial in relation to the overall target, especially in South Cambridgeshire) was contingent on some form of public sector intervention, linked – for example – to the provision of access roads. Hence interventions are required to achieve the trajectory; these are captured in sections 2 and 3 of the IDP.

- House prices and transaction levels have been falling recently, meaning that the viability of some housing developments is declining, with pace of development slowing concurrently, and hence, the target is looking more challenging. In the Cambridgeshire context, this is all the more problematic because some of the schemes are very large and complex: it is not just development at the margins that is threatened, but potentially also the viability of whole schemes.

### **Affordable Housing**

- 3.19 Over the period 2001/02-2007/08, the number of net affordable housing units delivered across the county was about 4,300; the highest numbers were achieved in South Cambridgeshire and Cambridge. In the RSS, the regional target for the delivery of affordable housing is expressed as a proportion of new housing development on land granted planning permission after May 2008 and the indicative figure is 35%; there is no separate sub-regional or local statement. Hence affordable housing delivered before May 2008 is not – technically – contributing to the delivery of the RSS target. Past achievements however, as a proportion of overall housing delivery, provide some indication of performance in relation to RSS aspirations. At district level, affordable housing delivered as a percentage of the total ranged from 25% in both Cambridge City and South Cambridgeshire to 10% in Fenland; hence across the county as a whole – as just about everywhere else in the East of England – it was well below the aspiration set out in the RSS.
- 3.20 Looking ahead, Table 2-4 provides a future trajectory. It suggests that county-wide, plans with regard to the delivery of affordable housing are aligned with the RSS but that within Cambridgeshire, provision will be greatest (relatively and absolutely) in South Cambridgeshire and Cambridge City.

Table 3-4: Trajectory of planned net new affordable housing development 2009 to 2021

District	Total 2009/21	2009/11	2011/14	2014/19	2019/21	Annual average 2009/21	% of total dev.	AH as % of county
Cambridge City	5,523	668	2,233	2,142	480	460	40.0%	29.7%
East Cambridgeshire	1,293	320	342	535	96	108	28.0%	7.0%
Fenland	2,088	348	522	870	348	174	34.1%	11.2%
Huntingdonshire	2,848	585	833	1,173	257	237	30.0%	15.3%
South Cambs	6,814	767	2,128	3,159	760	568	40.0%	36.7%
Cambridgeshire	18,566	2,688	6,058	7,879	1,941	1,547	36.3%	100.0%

Source: RFA 2008 survey, Annex 1

- 3.21 Again though, these numbers need to be interpreted carefully. Roughly 70% of affordable housing is currently funded through developer contributions as part of the wider planning process. So if houses for private sale are not being built (because of the housing market slump), then on this model, new affordable homes will not be provided. Moreover, affordable houses are mainly provided through larger developments. As argued above, these are very complex and – given current conditions – it is quite possible that a number may be stalled for some time. Hence delivering the 1,500 or so affordable dwellings per annum (which is broadly consistent with the target set out in RSS) will be quite a challenge. However, a new

and different approach to delivery may be possible, with the new Homes and Communities Agency (HCA) needing to forge effective relationships with local areas to make the best use of combined public sector resources.

- 3.22 Cambridgeshire Horizons have prepared a Prospectus, in partnership with Local Authorities and housing organisations, to present the HCA with an attractive investment proposition. This draft document contains evidence of progress on the growth agenda to date, describes the challenge caused by the economic downturn, outlines the methods by which the partnership proposed to progress growth, and ask for support from the HCA in nine specific areas. The draft Prospectus has been presented to the Eastern Regional Director of the HCA to inform future discussions.

### **Jobs**

- 3.23 In 2006, well before the current macro-economic difficulties, Roger Tym and Partners (RTP) completed an important study for Greater Cambridge Partnership. This sought to consider the interventions needed to deliver the employment growth target. At the time, the available projections (from Experian) suggested that the Greater Cambridge area (defined in this instance as the whole of Cambridgeshire plus two Suffolk districts and wards in both Uttlesford and North Hertfordshire) ought to be able to accommodate employment growth well in excess of the RSS target. However it should be noted that the conclusions of the report were subject to some challenge at the time of publication, and since 2006 the economic playing field has changed substantially.
- 3.24 Nonetheless, some relevant concerns were identified; most significantly the declining proportion of high tech employment. In order to enhance the quality, as well as quantity, of jobs created and to secure the area's global positioning, RTP recommended a number of interventions focusing on land and property, skills, and institutional and financial support. These interventions, in the main, were concerned with promoting all aspects of the high tech cluster (including in relation to high tech manufacturing); promoting entrepreneurship (in high tech activities and more generally); and providing key infrastructure (notably housing and transport) to facilitate wider aspects of economic growth. Over the recent past, progress has been made in respect to some of the priorities identified by RTP – most notably with regard to the provision of housing and plans for transport investment: the Cambridgeshire Guided Busway is now nearing completion, while plans for improvements to the A14 are included within the Highways Agency's roads programme. Both are extremely important in terms of medium-long term prospects for sustained and sustainable economic growth.
- 3.25 However, a new set of projections, prepared by Cambridge Econometrics as an input into the ongoing Cambridgeshire Development Study, tell a story that is much less sanguine. These projections are based on CE's *Regional Economic Prospects*, dating from November 2008. Some account is thus taken of the economic downturn, although even over the last few months views as to the severity and duration of the UK and global recession have hardened. The Cambridge Econometrics figures might therefore still represent an over-optimistic view, despite the expectation, so far borne out by experience, that the Cambridge area may be less adversely affected than other parts of the UK in the downturn. Additionally, some adjustments have been made to the CE modelled output to remedy known errors in the underlying official datasets, and to moderate projections in some sectors where local

knowledge has suggested that the modelled figures may be implausibly optimistic. On both counts, the projections are therefore reasonably cautious.

3.26 Crucially, the revised projections suggest for the first time that Cambridgeshire may seriously struggle to achieve its RSS jobs target. From

3.27 Table 3-5, it is apparent that projected jobs growth from 2001-2021 is about 63,000 jobs, well short of the RSS target (75,000). The fastest rates of jobs growth in the period 2001 to 2006 appear to have occurred in East Cambridgeshire and Fenland, with no increase in employment recorded in Cambridge City. Indeed, the Cambridge City Employment Land Review shows land is being lost from employment use. However, there are serious deficiencies in the underlying administrative and survey data sets and it is recommended that the county-level figures are more robust. Future employment growth from 2006 to 2021 is projected to be relatively strong in Cambridge City and South Cambridgeshire, although it would be useful to aggregate projections for the City/South Cambridgeshire area as many major employment sites straddle the administrative boundary. The lowest rate of job growth over the period 2006/21 is projected for Fenland.

3.28 Table 3-5: Employment projections, 1991-2020 ('000)

	2001	2006	2021	2001/06	2006/21
Cambridge	N/A	99	108.9	0.1	9.9
East Cambridgeshire	N/A	34.3	37.9	11.1	3.6
Fenland	N/A	41	41.8	8.5	0.8
Huntingdonshire	N/A	85	88.7	8.9	3.7
South Cambridgeshire	N/A	77.3	84.2	9.6	6.9
Cambridgeshire	298.4	336.6	361.5	38.2	24.9
East of England	2,684.6	2,806.1	3000.3	121.5	194.2
Cambs as % of EoE	11%	12%	12%	31%	13%

Source: Cambridge Econometrics, Revised baseline projection based on Regional Economic Prospects, November 2008

### **Other indicators**

3.29 The other regional targets set out in the two regional strategies are not broken down to a sub-regional scale. Hence it is not possible to quantify the contribution that Cambridgeshire is expected to make, or to chart progress in so doing. In later sections of this document, we do however comment on the character and performance of the county with regard to critical aspects of economic performance and prospects – notably skills, business start-up rates, etc. We also consider elements of the county's environmental performance. All of these are important in terms of the opportunities and challenges linked to achieving sustainable economic growth, particularly the Local Area Agreement climate change targets for CO<sub>2</sub> emission reductions.

## **Conclusions**

- 3.30 Cambridgeshire has an ambitious vision in relation to the growth of its economy, its international pre-eminence as a global high tech cluster and concomitantly the requisite investment in physical aspects of growth. At the same time, all of the different vision statements emphasise the importance of the area's quality of life and the need to ensure that Cambridgeshire remains its unique character as a particularly attractive place in which to live and work. Indeed, maintaining this is critical for retaining and attracting firms to the area, and enabling those firms to recruit footloose highly skilled employees. Reconciling all of these different aspirations will be a challenge, but partners are more alert to this as a result of the preparation of the IDP.
- 3.31 A number of targets have been set for Cambridgeshire, which represent quantified expressions of the local vision, but also the contribution that is expected of the county in relation to the wider ambitions of the East of England as a whole. An analysis of progress and prospects in relation to these targets suggests, particularly in the context of the severe economic downturn, that the county is going to have to work hard to achieve its aspirations.
- 3.32 Cambridgeshire cannot offset the impact of global economic meltdown, but it may be more resilient than some areas. Recent research published by the Centre for Cities, for example, suggests that Cambridge is likely to be hit less hard by recession than cities such as Reading and Edinburgh; the reasons cited were its relatively low dependence on banking and financial services and the high incidence of public sector jobs in the city and the very strong skills base within the local labour market<sup>4</sup>. Cambridgeshire can and must use the slow-down to position itself for recovery. In particular, it can ensure that the investments that are made are prioritised in response to clear and real market failures, and are catalytic in their impact. In this way the prospects for sustainable long-term growth will be maximised, both for the economy and built environment. The IDP has been prepared in response to these imperatives.

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<sup>4</sup> Cities Outlook, 2009 – Centre for Cities

## 4: Economic performance of the Cambridgeshire economy

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- 4.1 The Treasury's central analysis of economic growth points to two main determinants: high and stable levels of employment, and progressive increases in productivity. This is reflected in the RES, which includes raising the employment rate of the over-16 population and increasing the annual growth rate in GVA per employee and GVA per capita as two of its key regional outcome targets.
- 4.2 In the paragraphs below, we comment on these two factors in turn, and the headline performance of the Cambridgeshire economy in relation to both. In theory at least, this analysis should un-earth the problems/challenges that are driving the projections, and in turn provide the focus for investments included within the IDP.

### **Employment**

- 4.3 With regard to employment levels, two key metrics need to be considered: economic activity rates<sup>5</sup> and employment rates<sup>6</sup>. These data are presented in Table 3-1 – for Cambridgeshire and its constituent districts, and for the East of England. They suggest that 83% of the county's working age population is economically active and over 80% is in employment; these figures are higher than the regional averages. Although it is important to acknowledge the confidence intervals linked to them, at district level, Cambridge City performs worst (because of the large student population) and East Cambridgeshire performs best. It is also worth noting that three districts appear to have recorded employment rates in 2008 that were consistent with the RES regional target for 2031. Although this picture will worsen once the full impact of the recession is reflected in historic data, it still suggests a relatively strong performance in terms of economic participation. The figures for Cambridge City are, and are likely to remain, low for reasons that are both clear and welcomed: the large student body is a positive asset with regard to wider aspirations relating to the knowledge economy. However the figures for Fenland, in particular, are weak in a county context and actions to improve employment rates and skills are therefore a priority.

Table 3-1: Economic activity and employment rates, 2008

Area	Economic activity rate - working age				Employment rate - working age			
	number	denominator	percent	confidence	number	Denominator	percent	confidence
East of England	2,784,600	3,428,700	81.2	0.7	2,663,900	3,428,700	77.7	0.7
Cambridge City	61,400	82,200	74.7	7.1	59,600	82,200	72.5	7.3
East Cambridgeshire	43,500	49,300	88.3	5.6	42,800	49,300	86.8	5.9
Fenland	45,100	53,400	84.4	5.5	42,000	53,400	78.7	6.2
Huntingdonshire	91,000	105,700	86.1	3.9	87,800	105,700	83.1	4.2
South Cambridgeshire	69,600	83,000	83.8	4.1	67,700	83,000	81.6	4.4
Cambridgeshire	310,600	373,600	83.1	-	299,900	373,600	80.3	-

Source: APS

<sup>5</sup> Defined as the proportion of people either in employment or actively seeking employment

<sup>6</sup> Defined as the proportion of people in employment

- 4.4 Further evidence relating to the issues in Fenland derives from the Indices of Deprivation (December, 2007). One of the ID domains relates to employment deprivation and is conceptualised as “*involuntary exclusion of the working age population from the labour market*”; it provides an important, and finer-grained, perspective on labour market participation and exclusion. On the associated indicators, Local Super Output Areas (LSOAs) in England are ranked from 1 (most deprived) to 32,482 (least deprived). Table 3-2 below shows the distribution of LSOAs within Cambridgeshire across the four quartiles of English LSOAs. It suggests that 17% of LSOAs in Fenland are within the most deprived quartile nationally on the employment domain. For South Cambridgeshire, 80% are in the least deprived quartile; the corresponding figure for Fenland is 4%. This points to the range of circumstances that characterise the Cambridgeshire economy.

Table 3-2: Distribution of ranks of Employment Scores from the 2007 Indices of Deprivation for LSOAs

Rank of Employment Score	Cambridge City	East Cambridgeshire	Fenland	Huntingdon-shire	South Cambridgeshire	Cambridgeshire LADs
1-8,120 (most deprived quartile)	4%	0%	17%	1%	0%	4%
8,121-16,241	26%	11%	43%	10%	4%	17%
16,242-24,361	25%	36%	37%	21%	16%	25%
>24,361 (least deprived quartile)	44%	53%	4%	68%	80%	55%
No. of LSOAs	68	47	54	106	90	365

Source: Department of Communities and Local Government, *Indices of Deprivation, 2007*

### **Drivers of Productivity**

- 4.5 Since 2000 or thereabouts, HM Treasury and DTI/BERR have emphasised consistently the importance of five productivity drivers as the key to economic performance, and the perceived market failures linked to those drivers have provided an important rationale for public interventions of varying forms. Importantly, the thinking around the five drivers of productivity is prominent in the policy note issued recently by CLG in anticipation of the new Single Regional Strategy<sup>7</sup> (which will absorb both RES and RSS); hence its currency is still very real.
- 4.6 Of the five drivers, one – competition – relates primarily to regulatory issues and the openness of the national economy, and can therefore largely be disregarded in a comparative regional/local context (assuming the absence of any attempts to develop local protectionist policies). The other four drivers; skills, investment, entrepreneurship and innovation; merit consideration, insofar as locally available data allows, because local economic performance, and hence comparative advantage, is driven by them.

### **Skills**

- 4.7 Table 3-3 presents summary data relating to qualifications across the working age population (WAP). Overall, about 35% of Cambridgeshire’s resident WAP is qualified to NVQ Level 4

<sup>7</sup> *Local Democracy, Economic Development and Construction Bill – Policy Document on Regional Strategies*, Communities and Local Government, January 2009

(degree level) or above. This is well above the regional average. Within the county, there is, however, much variation: in Fenland, the proportion of the resident WAP qualified to NVQ Level 4 or above is less than half that in districts to the south of the county. Table 3-2 also shows the proportion of the WAP with no qualifications. For the East of England, the average figure is 13% while in Cambridgeshire it is less than 10%. On this measure, the weakest district is East Cambridgeshire, while the strongest is Huntingdonshire. Although it is important to acknowledge the confidence levels linked to survey-based data at district level, these findings suggest some real skills concerns in parts of the county, contrasting with real strengths elsewhere. Cambridge ranked equal first with Edinburgh in this indicator, accordingly to the recent Centre for Cities report, Cities Outlook 2009.

- 4.8 The RES adopts Leitch Targets as headline ambitions (see Table 3-1). Included within these is the aspiration that by 2020, 40 per cent of adults should be qualified to at least level 4. For the county as a whole – and as acknowledged in the draft Sub-Regional Economic Strategy (2009-2012) – there is some way to go to meet this target. The challenge in the north of the county, and also in Peterborough, is acute.

Table 3-3: Qualification levels in the Working Age Population, 2007

Area	% with NVQ4+ - working age				% with no qualifications - working age			
	number	denominator	percent	confidence	number	denominator	percent	confidence
East of England	887,200	3,413,500	26.0	0.7	425,400	3,413,500	12.5	0.6
Cambridge City	35,100	80,500	43.6	7.6	7,400	80,500	9.2	4.4
East Cambridgeshire	19,000	48,400	39.3	8.5	6,000	48,400	12.3	5.7
Fenland	8,500	53,100	16.1	5.3	5,100	53,100	9.7	4.2
Huntingdonshire	32,400	105,100	30.8	5.2	6,200	105,100	5.9	2.6
South Cambridgeshire	34,000	82,800	41.0	5.3	8,700	82,800	10.5	3.3
Cambridgeshire	129,000	369,900	34.9	-	33,400	369,900	9.0	-

Source: APS

### **Enterprise and entrepreneurship**

- 4.9 In 2007, there were over 360,000 people aged 20-64 living within Cambridgeshire and over 2,000 new businesses were registered for VAT. Combining these data suggests about 60 business starts per 10,000 adults aged 20-64 – a ratio that is similar to the regional average. Digging further into Table 3-4, we can observe that the number of registrations per head of resident population is highest in South Cambridgeshire and lowest in Cambridge City; as a proportion of stock, it is highest in Cambridge City and lowest in Fenland. The per capita Cambridge City figures may well be deflated for reasons linked to the student profile. The overall implication, though, is that South Cambridgeshire performs especially strongly on the metric, as does Huntingdonshire.

Table 3-4: Business start-up indicators

	East of England	Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire	Cambridgeshire LADs
Total Registrations (2007)	19,720	390	305	270	605	620	2,190
Total De-registrations (2007)	14,695	245	215	200	420	400	1,480
Total Stock (2007)	204,655	3,885	3,500	3,210	6,620	6,590	23,805

	East of England	Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire	Cambridgeshire LADs
Resident population aged 20-64 (2007)	3,342,900	80,700	48,000	52,300	102,200	81,700	364,900
Registrations as % of Stock	9.6	10.0	8.7	8.4	9.1	9.4	9.2
Deregistrations as % of Stock	7.2	6.3	6.1	6.2	6.3	6.1	6.2
Registrations per 10,000 people aged 20-64	59.0	48.3	63.5	51.6	59.2	75.9	60.0
Deregistrations per 10,000 people aged 20-64	44.0	30.4	44.8	38.2	41.1	49.0	40.6

Source: ONS/NOMIS

### Investment

- 4.10 There are very few data that provide a proxy for investment at either sub-national or sub-regional scales. Based on the Annual Business Inquiry (ABI), the Office for National Statistics (ONS) produces data relating to net capital expenditure at a district level. This is calculated by aggregating data at the level of business units (i.e. firms) relating to the value of new building work, acquisitions (less disposals of land and existing buildings), vehicles and plant and machinery. Although ONS warns that the data are unreliable (because of the weak correlation between investment and local employment) and must therefore be treated with considerable caution, currently this is the best dataset that is available.

Table 3-5: Net capital expenditure in Cambridgeshire and East of England, 1999-2005 (£'000 at current prices)

	1999	2001	2003	2005	Average annual growth rate in net capital expenditure, 1999-2005
Cambridge City	237,263	285,685	282,201	322,237	4.5%
East Cambridgeshire	36,272	61,827	69,052	56,155	6.4%
Fenland	70,934	71,118	66,751	81,383	2.0%
Huntingdonshire	148,111	162,822	158,128	188,712	3.5%
South Cambridgeshire	179,295	217,058	195,108	193,240	1.1%
Cambridgeshire	671,876	798,508	771,240	841,727	3.3%
East of England	6,846,567	6,627,199	6,706,018	6,811,968	-0.1%
Cambridgeshire as % of EoE	10	12	12	12	

Source: ABI/ONS – note, however, that the regional capital expenditure figures do not meet the ONS quality standards and, consequently, do not have National Statistics status

- 4.11 Whilst noting these health-warnings, we can make three potentially important observations from the Table above. First, overall, the rate of net capital expenditure in Cambridgeshire appears to have exceeded the average across the East of England over recent years. Second, there are substantial variations within the county: East Cambridgeshire apparently performs best. Third, the volume of net capital expenditure is very variable at district level. If we believe the data, the spatial distribution ought, in principle, to provide an indication of future competitive potential. On the face of it, the greatest investment is taking place in Cambridge City and South Cambridgeshire.

- 4.12 Table 3-6 below presents the same data, but on a per business unit basis. The messages are broadly similar: although there is year-on-year variation, in general, Cambridge City appears to be performing strongly on this metric, Fenland and East Cambridgeshire are performing weakly, but overall, businesses in Cambridgeshire appear to be investing at a rate which is similar to (and perhaps slightly in excess of) the regional average.

Table 3-6: Net capital expenditure per business unit in Cambridgeshire and East of England, 1999-2005 (£'000 at current prices)

	1999	2001	2003	2005
Cambridge City	46	55	53	58
East Cambridgeshire	13	21	22	17
Fenland	25	24	22	25
Huntingdonshire	24	26	24	27
South Cambridgeshire	31	36	32	30
Cambridgeshire	30	34	32	33
East of England	32	30	30	29

Source: ABI/ONS – note, however, that the regional capital expenditure figures do not meet the ONS quality standards and, consequently, do not have National Statistics status

### Innovation

- 4.13 There are few available data relating to innovation at sub-regional levels. The proportion of knowledge-based businesses in a local economy is generally regarded as a reasonable proxy. Table 3-7 below provides data relating to knowledge intensive businesses (KIBs) measured in terms of the number of data units (a proxy for the number of businesses) and the number of employees. The data confirms that the incidence of knowledge intensive businesses/employment is higher in Cambridgeshire than across the region. At a district level, South Cambridgeshire performs particularly strongly while the incidence of knowledge intensive activity in Fenland is low.

Table 3-7: Incidence of knowledge intensive<sup>8</sup> data units (i.e. proxy for businesses) and employees, 2007

	KIB Data Units	KIB Employees	Total Data Units	Total Employees	% Data Units KIBs	% Employees KIBs
Cambridge City	1,000	10,100	5,700	84,600	17.5	11.9
East Cambridgeshire	500	2,900	3,500	24,200	13.3	11.8
Fenland	300	1,800	3,400	32,200	9.9	5.5
Huntingdonshire	1,200	5,600	7,400	71,300	15.6	7.8
South Cambridgeshire	1,200	12,900	6,900	62,200	17.3	20.7
Cambridgeshire	4,200	33,200	26,900	274,400	15.4	12.1
East of England	33,200	232,400	242,100	2,354,100	13.7	9.9

Source: ABI

<sup>8</sup> These are defined on the basis of an OECD definition which, in terms of sectors, includes Pharmaceuticals manufacture; Office machinery and computers manufacture; Aerospace; Precision instruments; Electrical engineering; Telecommunications; Financial intermediation; Insurance and pension funding; Activities auxiliary to financial intermediation; Computer and related activities; R&D; Other business activities; Motion picture and video activities; and Radio and television activities

- 4.14 As part of the UK Competitiveness Index, Robert Huggins and Associates have compiled comparative data relating to changes in the incidence of knowledge-based businesses, and although the definition of knowledge-based businesses is different this provides an additional perspective. An extract from this dataset is presented below.

Table 3-8: Incidence of knowledge-based businesses

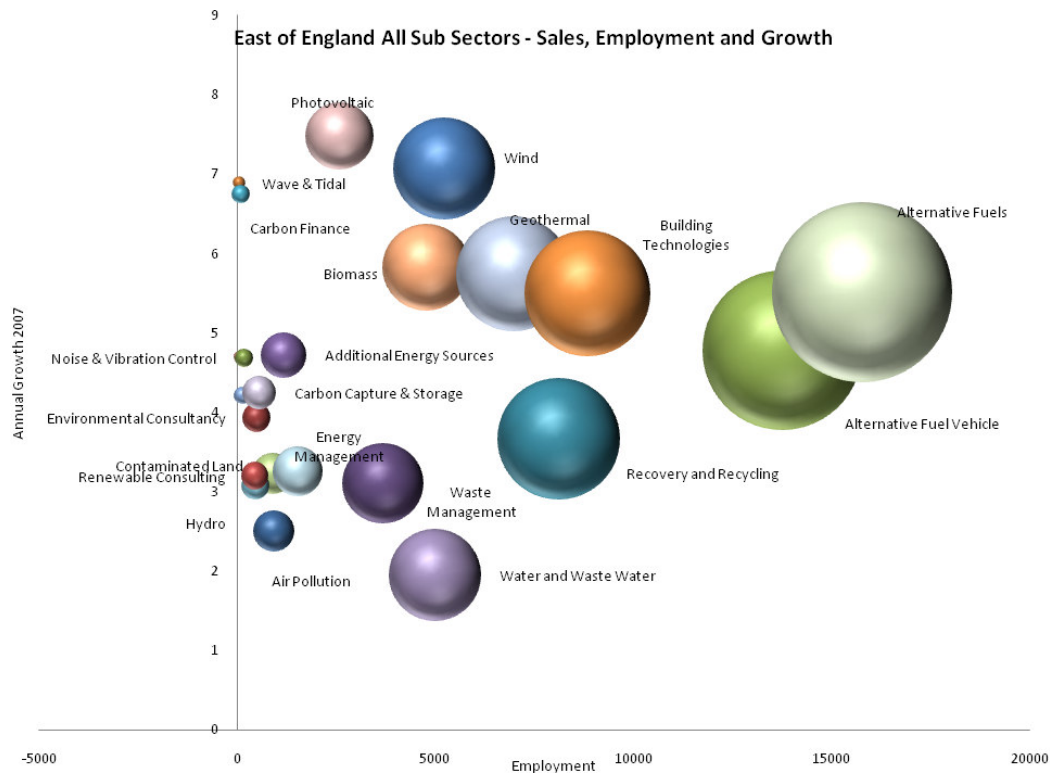
Indicator	Measure	Cambridge City	East Cambridge shire	Fenland	Huntingdo nshire	South Cambridge shire
Proportion of Knowledge-Based Business 2004	% of Total Business	27.6	18.5	12.3	22.6	29.2
Proportion of Knowledge-Based Business 2004	Rank (out of 408 LADs)	39	176	354	94	24
Proportion of Knowledge-Based Business 2005	% of Total Business	27.4	19.1	12.5	22.5	28.6
Proportion of Knowledge-Based Business 2005	Rank (out of 408 LADs)	39	162	347	96	28
Proportion of Knowledge-Based Business Rise in Rank (+/-)		0	14	7	-2	-4

Source: Robert Huggins and Associates, 2008

- 4.15 From Table 3-8, we can observe that across Cambridgeshire, the incidence of knowledge-based businesses when compared to Local Authority Districts elsewhere in the UK is extremely variable: it is very high in Cambridge City and South Cambridgeshire, and very low in Fenland.
- 4.16 The high tech cluster – which is captured in these data – is critical in relation to the future growth and ambitions of Cambridgeshire. Its character and prospects are considered in more detail in Chapter 4.

### ***The Green Economy***

- 4.17 Although no specific work has taken place to calculate the size of the green economy in Cambridgeshire, the Department of Business, Enterprise and Regulatory Reform (BERR) has commissioned a major report on the sector nationally and internationally. This 2009 report by Innovas calculated that the green economy in the UK was worth £106.5bn in 2007/8, involved 54,835 companies, and employed 881,000 people. In the East of England, this value was £10.16bn, 9.46% of the UK total and above average for UK regions. Given Cambridgeshire's concentration of knowledge intensive and high tech businesses, it is likely also likely to have a significant green economic sector. The composition of the East of England green economy is illustrated by the diagram below.



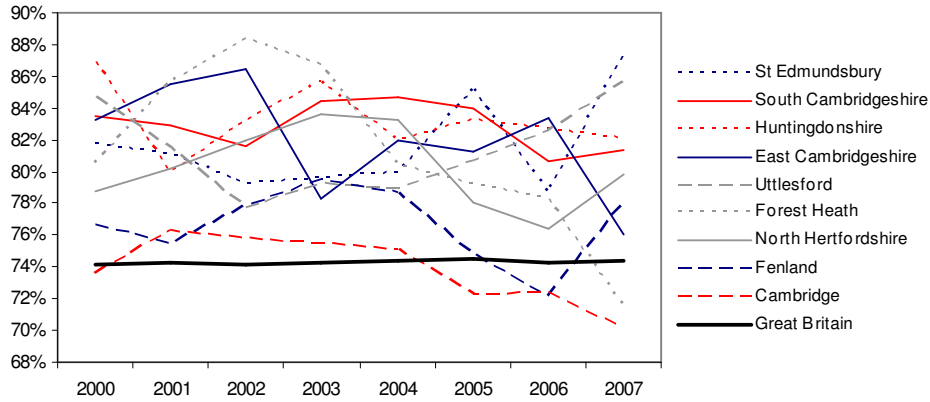
Source: Innovas 2009

4.18 The Innovas report identifies alternative fuels, wind & geothermal renewables, and recovery & recycling as the largest green industries in the East of England. The East of England green sector grew by 5% overall in 2007/8, and has been recognised as a priority by the Greater Cambridge Partnership. The draft 2009-12 Sub-regional Economic Strategy includes in its priority objectives, ‘Support innovation, start-up activity and resource efficient growth, particularly in the clean-tech, ICT and life sciences sectors’. Following the support for green industries in the 2009 Budget, this sector is anticipated to grow considerably in coming years.

### The Greater Cambridge Area

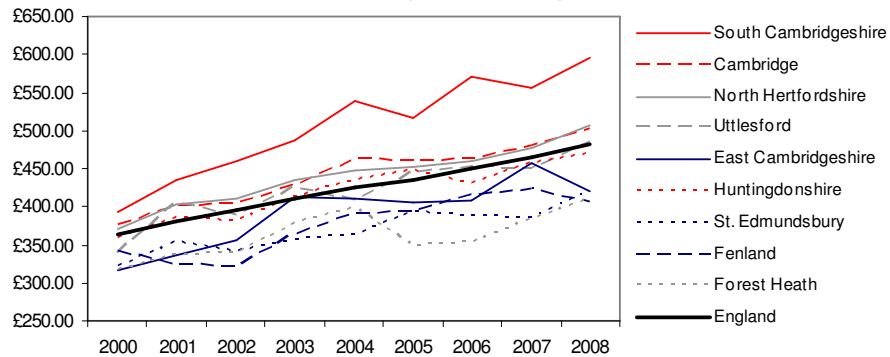
4.19 An analysis of the drivers of productivity and employment across the whole Greater Cambridge area, extracted from the Greater Cambridge Annual Profile 2009, tends to extenuate the geographical trends found in Cambridgeshire. The employment rate, for example, sees Forest Heath, to the north east of Cambridgeshire, join Fenland as one of the less well performing Greater Cambridge districts.

Figure 2: Employment rate  
Employment Rate (of working age resident population) by GCP area district compared with Great Britain

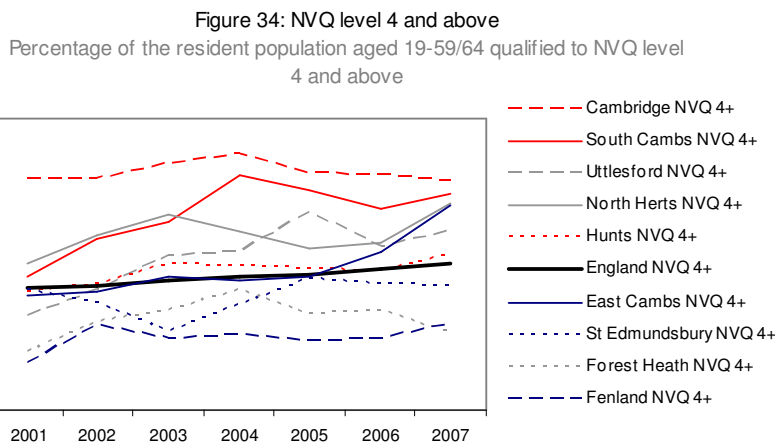


4.20 Similarly, salary levels remain the lowest in Forest Heath, St Edmundsbury and Fenland districts, all of which are below the average for Great Britain.

Figure 3: Salary levels  
Work place based median weekly salary in Greater Cambridge districts compared with England



4.21 In relation to skills at NVQ4 (degree) level, the disparities are reinforced with St Edmundsbury, Forest Heath and Fenland districts all falling below the average for the country. The graph also reveals that Uttlesford and North Hertfordshire districts, to the south of Cambridgeshire, are amongst the top performing districts in relation to the resident population who have a degree level qualification.



- 4.22 A north-south divide of the performance of the economy, beginning in Cambridgeshire but spreading across the whole Greater Cambridge engine of growth is thus evident.

## Conclusions

- 4.23 Overall, the review of indicators linked to the drivers of productivity suggests that within Cambridgeshire, performance is generally reasonably strong when compared to regional benchmarks. However at a district level, there is enormous variation. The UK Competitiveness Index provides a composite measure of performance and it rather confirms this conclusion: Cambridge City and South Cambridgeshire both perform strongly while Fenland is much weaker. More positively, all of the Cambridgeshire Districts appeared to be improving in terms of their performance as measured through changing ranks on the 2006 and 2008 indices.

Table 3-9: Overall performance on the UK Competitiveness Index

Indicator	Measure	East					South Cambridge shire
		Cambridge City	Cambridge shire	Fenland	Huntingdo nshire		
UK Competitiveness Index	2006	115.0	98.3	90.6	105.4	116.9	
UK Competitiveness Index	Rank (out of 434)	40	154	272	91	31	
UK Competitiveness Index	2008	115.3	100.5	91.5	105.4	116.9	
UK Competitiveness Index	Rank (out of 434)	33	127	248	87	29	
UK Competitiveness Index	Change in Score	0.3	2.2	0.9	0.0	0.0	
UK Competitiveness Index	Rise in Rank (+/-)	7	27	24	4	2	

Source: Robert Huggins and Associates, 2008

- 4.24 The analysis presented in this chapter, looking at employment and then the different drivers of productivity, provides a snapshot of the character of the Cambridgeshire economy. But its greater importance, current downturn notwithstanding, is that it provides a real insight into the intrinsic prospects for economic prosperity in the years ahead. On the face of it, the north of the county is in a consistently weak position: low skills, low levels of economic participation, low levels of innovation and investment, etc. These characteristics are, in a real sense, its “economic capital” in relation to future economic growth, and the warning signs are clear. The message for the south of the county is different. Its “economic capital” appears consistently stronger on all fronts, particularly in Cambridge City and in South

Cambridgeshire. But there are challenges here too: steps must be taken to ensure that the potential that undoubtedly exists is encouraged to flourish as the basis for a prosperous and world class economy into the medium-term. It is equally important that the consequences of past success do not translate into problems in the future through insufficient housing being available to meet demand, or that worsening traffic congestion is not addressed so reducing the quality of life and the future attractiveness of the area for firms and employees.

- 4.25 In this context, competition is tough, both from other parts of the UK and internationally; there can be no complacency.

## 5: Growth Opportunities and Constraints

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- 5.1 The data presented in Chapters 3 and 4 provide some sense of Cambridgeshire’s performance in relation to key indicators at an aggregate level. But in seeking to understand what can and should be done to advance the county’s ambitions, there is a need to “get behind” the data and understand its character in terms of economic assets and potential, and the opportunities and constraints in relation to the physical aspects of growth. This chapter attempts to provide this broader narrative and to do so across the whole spectrum of both the RES and RSS agendas; this broader interpretation, informed by a good deal of local knowledge and insight, is critical in terms of defining the basis for the IDP Packages which are introduced in Chapter 6 and then presented in full in Part Two. It is also very important as a basis for understanding in detail the specific rationales for particular interventions.
- 5.2 The chapter is structured to reflect the functional geographies within Cambridgeshire. These can be defined in terms of four broad areas, each with a distinctive socio-economic character, and with particular opportunities for, and constraints to, growth. Three of these are Travel to Work Areas, suggesting a degree of containment and coherence. None of these map straightforwardly onto local authority districts; nor do they have rigid boundaries; and at the margins, they overlap. They are:
- The **Cambridge** area, focusing on the city and the surrounding area (including Ely)
  - The **Ouse Valley** towns of St Neots, Huntingdon and St Ives, and their environs
  - The **Fens**, including Ramsey, Littleport and the whole of Fenland district
  - The area in the immediate **vicinity of Newmarket**, and ensconced in the equine cluster

### (i) The Cambridge Area

#### Economic roles and prospects

- 5.3 Over the years, a good deal of research has been undertaken into the character of the economy of the Cambridge area and the opportunities (and constraints) linked to its growth. The most distinctive feature of the area’s economy is the high tech cluster embracing biotechnology, software and ICT, and – to the south west of Cambridge – a group of high profile technology-based consultancies. Although difficult to measure (not least because of a lack of consistent definitions), it is estimated that the cluster comprises around 1,000-1,500 high tech businesses, about 40,000 high tech jobs and a plethora of key research institutes, many of which are linked to the University of Cambridge. The cluster does not, of course, respect administrative boundaries, and some key employment hubs are very much part of the cluster but are situated outside the Cambridgeshire county boundary; examples include Chesterford Research Park, which is home to a number of biotechnology businesses and very much part of the Cambridge area’s high tech cluster, and Royston (North Hertfordshire) where Johnson Matthey is located.

- 5.4 However in seeking to understand the opportunities for and constraints to economic and spatial growth, it is also important to recognise other roles and functions that define the economy of the Cambridge area. In the paragraphs that follow we consider: first, the context provided by the wider high tech cluster; second, the issues surrounding the growth of Cambridge as a regional services centre; and third the critical, if rarely fully acknowledged, role of Cambridge as a hub for international tourism.

### ***The high tech cluster***

- 5.5 The high tech cluster has been extensively researched. Among the more recent studies, four are particularly instructive. The first three were commissioned by the Greater Cambridge Partnership:

- A study with a strong focus on the high tech cluster, completed by PACEC in 2003, sought to provide an informed basis for assessing the critical requirements necessary for the economy to fulfil its potential and meet future opportunities and challenges<sup>9</sup>.
- A study completed by Roger Tym and Partners in 2006 which sought to examine the interventions necessary to deliver employment growth consistent with the indicative targets set out in RSS<sup>10</sup>; although this did not focus exclusively on high tech issues its findings were important with regard to the cluster's future.
- A study completed by the Cambridge Technopole in 2006 which aimed to produce a coherent framework for activities to stimulate the start-up and growth of knowledge-based businesses in the Cambridge high tech cluster<sup>11</sup>.
- A publication from Library House entitled the "Cambridge Cluster Report 2006" which examined the current health of the high tech cluster, focusing especially on innovation, finance and new business starts.

- 5.6 Within the cluster, there are some well established specialisms that trace their origins to a century or more of scientific advances; instrument engineering is a key example. But there are also much newer technologies, many of which are hybrid in character, for example bio-informatics, bluetooth technologies, micro- and nano-technologies. Underpinning and surrounding these commercial developments is a well-developed scientific infrastructure. This includes the University of Cambridge but also a range of public sector research institutes (such as the Babraham Institute and the Medical research Council's Laboratory of Molecular Biology located adjacent to Addenbrooke's Hospital) and private sector research laboratories (Schlumberger, Microsoft, TWI, etc.).

- 5.7 The Addenbrooke's campus is a focus for biomedical research, with a reputation has built up over many years. The success of Addenbrooke's has stemmed from the co-location of excellent clinical treatments, teaching and research activities, allowing close collaborations across the campus. An excellent example of these arrangements is the creation of a new

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<sup>9</sup> *The Cambridge Phenomenon: Fulfilling the Potential* Report by PACEC for Greater Cambridge Partnership, 2003

<sup>10</sup> *Economic interventions for the Greater Cambridge Sub-Region* Report by Roger Tym and Partners for Greater Cambridge Partnership, 2006

<sup>11</sup> *The Cambridge Cluster: The Way Ahead* Report produced by W Herriot, T Minshall and A Smeets on behalf of the Cambridge Technopole, November 2006

facility, which includes the University Institute of Metabolic Science. This physical facility was constructed by the University as an integral part of the Addenbrooke's Treatment Centre building. Commercial research activities are also carried out on the campus by Glaxo SmithKline in a building that the commercial company shares with clinical and University research. In addition, the University has recently completed the construction of a new building for Cancer Research UK. This laboratory research building is operated in close collaboration with the clinical cancer treatments carried out nearby. These links ensure that new clinical treatment protocols developed through research can quickly be translated into new treatments in clinical practice.

- 5.8 The quality of research in many of these institutions is outstanding by international standards. Over time, the links between commercial businesses and the research community have broadened and deepened; arguably the strength of the cluster owes much to the increasingly porous nature of this interface. Recognising the effectiveness and quality of this collaboration, the partners of Addenbrooke's have been awarded Academic Health Science Centre status. Only 5 such groups have been recognised in this way and this puts the campus in the same league as other well-established health science centres such as Harvard and John Hopkins in the USA.
- 5.9 However, the recent history of the Cambridge high tech cluster has been mixed. The boom leading up to the millennium was quickly replaced by a period of rationalisation and restructuring: the software and telecommunications sectors bore the brunt of the down-turn but across the high tech cluster there was a period of significant job loss. The reasons for this were, in the main, linked to global trends. Nevertheless, for Greater Cambridge, the unthinkable happened: the "highly qualified unemployed" became a new phenomenon and the vulnerability of the cluster became apparent. Data suggest that between January 2004 and January 2006, employment in the "high tech community" rose modestly by 1.7% in Cambridge City, but declined elsewhere in the county – by 7% in East Cambridgeshire, by 5.9% in Huntingdonshire and by 1.9% in South Cambridgeshire<sup>12</sup>.
- 5.10 It was this argument that essentially provided the context for both the RTP study and the report of the Cambridge Technopole. The RTP study expressed some concern that the relative importance of the Cambridge high tech cluster was declining as a share of local employment growth. Nevertheless RTP concluded that overall – and notwithstanding the recent slow down – the employment targets set out in RSS ought to be achievable on the basis of projected employment growth. Conversely, the Cambridge Technopole Report, which focused more narrowly on the high tech cluster, argued that the growth of the cluster to date had essentially been "bottom up" in character and that urgent intervention was now needed. It cited evidence from Library House that rates of high tech company formation were falling. These were interpreted by Library House as possibly "the first signs that the cluster has started to hit the limit set by regional conditions". Moreover, Library House concluded that "*unless this number [of new business starts] picks up significantly going forward, we believe that the long term health of the cluster may be at risk*".
- 5.11 In terms of the high tech cluster, the Cambridge area can clearly point to substantial assets and strengths, and these are crucial in terms of the area's development prospects and

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<sup>12</sup> *Employment in the High Tech Community in Cambridgeshire and Peterborough, 2006* Research Group, Cambridgeshire County Council

opportunities. However there are nagging concerns about its future. In particular, there is a sense that unless some significant investments, of varying forms but in particular in housing, transport and other infrastructure, are made to support its growth into the medium-long term, there is a serious danger that its huge economic potential may not be realised to anything like its full extent. Elements of the response developed by partners are summarised below.

### ***The regional services role***

- 5.12 A second element of the sub-regional economic context relates to “the rest” of the sub-regional economy. Over recent years, the Cambridge area has emerged, *de facto*, as the home of regional government (or at least, government in the region) with a number of major public sector bodies located in its environs; examples include the Government Office for the East of England (at Eastbrook), the East of England Development Agency (in Histon) and the East of England Strategic Health Authority (in Fulbourn). It has long had a key role with regard to higher education, but its significance in relation to healthcare delivery has increased substantially, focused around the Addenbrooke’s site. Over recent years, Cambridge has become a key regional centre for business services and it now has a strong complement of accountants, lawyers and the like. Traditionally, the Cambridge area was seen as relatively weak in terms of retail services, certainly in relation to nearby centres such as Norwich and Peterborough (nationally, in 2004, Experian ranked Norwich as the ninth most important retail centre while Cambridge was ranked as the 49<sup>th</sup> most important). However this too is changing as the Grand Arcade development becomes established, with John Lewis as the major anchor tenant.
- 5.13 Looking back, the emergence of Cambridge as a strong regional services centre has, arguably, been one of the most noteworthy aspects of its recent development, and it is this that has driven the area’s strong economic performance. It has been both a consequence and cause of substantial population growth, and explains in part why demand for housing is so strong. At the time of the last Census, the population of the Cambridge Urban Area (defined in terms of the contiguous built-up area, not district boundaries) was in the order of 131,000, making it the sixth largest urban area in the East of England. In the period to 2021, the population is likely to grow by approximately 40,000 people (or around 30%). The implication clearly is that those economic activities which are related to the size of the local population will experience a significant fillip as a result of housing and population growth.

### ***Cambridge as a hub for national and international tourism***

- 5.14 Linked in part to this regional services function, it is important not to lose sight of the importance of Cambridge with regard to the tourism economy. Across the Greater Cambridge area as a whole, GCP has estimated that the leisure and business tourism sectors support around 20,000 jobs and contribute about £650m a year in spending, of which approximately half is from overseas visitors. Separately, Cambridgeshire Horizons has concluded that tourism employs 10% of the workforce and contributed £355 million to the economy in 2004<sup>13</sup>.

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<sup>13</sup> [http://www.cambridgeshirehorizons.co.uk/documents/publications/horizons/arts\\_and\\_culture\\_strategy.pdf](http://www.cambridgeshirehorizons.co.uk/documents/publications/horizons/arts_and_culture_strategy.pdf)

- 5.15 Cambridge itself is key to this offer and tourism is a critical part of the local economy. As set out in the GCP's Tourism Strategy and Action Plan (2007),

*The main tourism asset in the area is the historic city of Cambridge, which is arguably one of the most attractive small heritage cities in Europe. The built historic heritage is largely provided by the individual colleges – the city itself has few civic buildings of note. The Backs, river, city commons and other green spaces also provide it with a distinctive atmosphere, partly reflecting its fenland location. The international status of Cambridge University linked to the fame of some of its past alumni, its contribution to discovery and understanding, its current day pre-eminence in many fields of research, and the traditions of university life, is central to the unique Cambridge image. This strength is also reflected in a range of museums and living cultural assets, notably in the field of music and the arts, of far higher quality than would be expected in a city of this size.*

- 5.16 The wider Cambridge area also has important tourism assets. Ely Cathedral, for example, is indicative of the area's foremost ecclesiastical heritage while Wicken Fen provides an important amenity in terms of landscape heritage. Cambridgeshire Horizons observed that three of the top ten major paid admission attractions in the East of England in 2003 were heritage attractions in the sub-region. One of these (King's College Chapel) was in the city centre, but two (the Imperial War Museum and Anglesey Abbey) were in the wider area.
- 5.17 In seeking to realise the area's growth ambitions, the importance of this part of the economy should not be overlooked or taken for granted.

## Development responses

- 5.18 In recognition of and response to the roles and potentials summarised above, a number of important development opportunities have been advanced. These are summarised, in outline, below, focusing firstly on opportunities in – or close to – Cambridge itself, and secondly on opportunities in the market towns and with reference to the wider area.

### ***Opportunities in – or reasonably close to – Cambridge***

#### *Cambridge City Centre*

- 5.19 Over recent years, there has been substantial housing development within Cambridge city centre and the view is that much of the infill development (which was afforded the highest level of priority within the strategy for the Cambridge Sub-Region set out in RSS) has now been completed; high profile developments include the Triangle site (on Hills Road) and Vie (in Chesterton, next to the new Riverside cycle bridge).
- 5.20 In advancing the role of Cambridge as a well-functioning city, the critical next tranche of investment is identified in relation to redevelopments linked to Cambridge Station/CB1. Key to this is the need to create an "island platform" which will allow additional railway lines to be used: currently, there is only one through-line. The transport upgrade needs to go hand-in-hand with the redevelopment of the Station Road area and the view is that this will constitute a significant step forward in linking the railway station to the city, via Guided

Busway and other bus services. Effectively it will become a “gateway project”, recognising that this “gateway” relates to Cambridgeshire as a whole as well as Cambridge.

- 5.21 The development of CB1 will make some further contribution to housing growth, although that is expected to be relatively minor. Instead, the focus is expected to be on mixed-use development, with employment creation linked to retail, tourism and the creative and cultural industries. Potentially, the economic impact of CB1 could be substantial, and it should contribute to securing Cambridge’s position as a vibrant urban area and regional-scale service centre.

*Addenbrooke’s Hospital, the Biomedical cluster and Cambridge Southern Fringe*

- 5.22 In economic growth terms, The Cambridge Biomedical Campus (Addenbrooke's) is a significant resource. The campus includes not only the Addenbrooke's and Rosie Hospitals providing local, regional, national and international clinical services, but also fully integrated teaching and research across a wide range of specialties. Recently Cancer Research UK have opened a new facility on the campus meaning that the campus now has one of the largest concentrations of cancer research activities within Europe.
- 5.23 The Hospital Trust and its developer partners have been promoting the longer term development of the site in its “2020 Vision”. This Vision makes way for the campus to expand by a further 70 acres – effectively doubling the size of the existing site. The extended campus will provide opportunities to expand clinical services to meet the increasing population and also allow for the development of further teaching and research activities. The green light for this development has been secured through the Structure and Local Plan processes. An outline planning application for this development has recently been approved by the Local Authority, subject to S106.
- 5.24 The extended site will allow the Medical Research Council to construct a new building for its world famous Laboratory of Molecular Biology. 13 of the staff of this laboratory have been awarded Nobel Prizes for their pioneering research work in Molecular Biology. Construction work on this new facility is already underway and the new laboratory should be completed in 2012.
- 5.25 The Papworth NHS Foundation Trust has also announced its intention to relocate to the campus. Papworth is a nationally recognised centre for cardiothoracic medicine, including heart transplantation. Subject to the various Department of Health approval processes Papworth should relocate to the campus within the 4-5 years.
- 5.26 The redevelopment of the campus will require significant infrastructure to support it. This includes a link to the Cambridgeshire Guided Busway and construction of a new Addenbrooke’s access road giving more direct access to campus from the M11. Both of these key pieces of infrastructure are scheduled for completion by 2010.
- 5.27 Already the campus employs in the order of 9,000-10,000 people, which is expected to increase to between 17,000 and 18,000 with the planned developments. Across the range of clinical and research-based activities, this growth signals a wide range of employment opportunities; some are highly skilled and very well paid, rather more rely on relatively low paid workers, all providing services to this cluster of global significance.

- 5.28 Earlier this year Cambridge University NHS Foundation Trust (Addenbrooke's) and its partners the University of Cambridge, Cambridgeshire and Peterborough NHS Foundation Trust and Papworth Hospital NHS Foundation Trust were awarded Academic Health Science Centre status. Only 5 such centres were created after a rigorous selection process with international judges. These centres, chosen from amongst the leading university medical centres in the UK, have been identified as the groups most able to compete with equivalent organisations in America, Europe and the rest of the world in areas of biomedical excellence. This grouping provides the opportunity to accelerate innovation and generate wider economic and social benefits in the Greater Cambridge area as well as nationally.
- 5.29 The development of the Cambridge Biomedical Campus on the Addenbrooke's site is important for Cambridge, for the East of England and arguably for the UK economy as a whole. It is also a lynchpin within the strategy for Enterprise Hubs in the Cambridge area that was developed by GCP in 2006. This proposed two main Hubs, one focused on life sciences and the second on ICT. In terms of the former, key components included developments at Addenbrooke's (specifically the Bioincubator), Babraham, Papworth, and Health Enterprise East.
- 5.30 To date, one of the principal impediments to growth linked to both clinical and research-related activities at Addenbrooke's has been the availability and affordability of housing to those working in healthcare and related disciplines. In part at least, this deficit has been addressed by in-commuting from the south, particularly from Haverhill where housing costs are much lower. However, Haverhill is not on a railway line and, although Cambridgeshire County Council has done much to improve the provision of bus services, commuting from Haverhill to Cambridge is overwhelmingly car-based. Hence, as a long-term solution to labour shortage issues linked to activity at the Addenbrooke's site, the "Haverhill option" is considered to be unsustainable. In the very long term, a sustainable transport solution may be developed for Haverhill, which might encourage the Suffolk town to position itself as a key location for activities allied to the Biomedical Research Campus (already some related manufacturing is located there). However this is speculative within the timeframe of the IDP.
- 5.31 The intention is that Cambridge Southern Fringe development should deliver substantial numbers of houses, in the order of 4,000 new dwellings on three main sites: Trumpington Meadows (1,200 dwellings), Clay Farm (2,300), Bell School (350) and Glebe Farm (300). These sites are effectively contiguous and will also be well served by the Cambridgeshire Guided Busway, which follows the route of the old railway line. A substantial community hub, including schools and other community facilities, is planned as a focal point within the middle of the new development. Although early design work completed on behalf of the principal developer, Countryside Properties, is emphasising a low-rise "garden suburb" character, the new development will be reasonably high density. This in turn is considered to be critical in providing a basis for viability across a range of public services, and ensuring that the Cambridge Southern Fringe contributes in a sustained and sustainable way to making Cambridge into a place in which globally mobile workers positively choose to live and work.
- 5.32 Cambridge Southern Fringe is capable of delivering significant high value-added employment growth that will consolidate Cambridge's role as the hub of a world-class biomedical cluster. Development on the southern fringe is also a critical part of managing the overall growth of Cambridge. Consistent with an early study completed by Colin Buchanan, it will effect a

significant re-balancing of Cambridge to the south. Notably, it will address the limited supply of affordable housing within the southern part of the county. At the same time, however, through the Cambridgeshire Guided Busway, housing development within Cambridge Southern Fringe should go hand-in-hand with securing sustainable access to both the city centre and other major employment sites elsewhere, notably the Cambridge Science Park to the north of the city.

#### *North West Cambridge and the University of Cambridge*

- 5.33 The University of Cambridge is the leading research-based university in the UK and within the top three globally. However around the world, most notably in India and China, substantial resources are being pumped into higher education; despite 800 years of achievement, the University of Cambridge must work hard to retain its pre-eminence. Over time, the University will need to grow, yet its current spatial footprint is tightly constrained and there is very little “breathing space”. The University has substantial land holdings in North West Cambridge, located mainly in the area between Madingley Road and Huntingdon Road, and will need to develop this land in order to expand. Potentially, the University of Cambridge could bring forward one million sq ft of premises for its own education/research-related uses and commercial purposes. Both could be very significant indeed in terms of Cambridge’s wider role in the knowledge economy. However the timing of all of this is currently very uncertain and the pace of the development process could be slowed by the current economic downturn.
- 5.34 In parallel, the University of Cambridge also owns a substantial housing site that falls within the North West Cambridge Spatial Package. Potentially this could accommodate something over 2,000–2,500 housing units. Nearby is the old NIAB site – off Huntingdon Road – which could accommodate a further 1780. In order to meet their plan requirements, consultation is currently underway within South Cambridgeshire on the possibility of “NIAB Extra” or “Super-NIAB” which could provide for a further 920 or more dwellings. Potentially, in housing terms, North West Cambridge could contribute something approaching 6,000 net additional units on three separate sites.
- 5.35 With regard to the housing component of plans for North West Cambridge, there are some significant issues which are proving difficult to resolve. On the assumption that two sites are progressed, then – for reasons of critical mass – community infrastructure needs to be designed to service both jointly. In practice, this is difficult because the sites are physically separate and all sorts of complex issues arise with regard to sequencing; this in turn raises issues with regard to viability. If NIAB Extra comes into the equation formally, then the balance will shift. Moreover, it is not inconceivable that NIAB Extra would include some land designated for employment uses.

#### *Northstowe*

- 5.36 The new town of Northstowe is a significant venture in the context of Cambridgeshire’s development ambitions and it ought to become a hub for both housing, jobs growth and low carbon living. A planning application has been submitted to South Cambridgeshire District Council relating to the construction of 9,500 dwellings, the provision of significant employment land, and the provision of a range of relevant key infrastructures. In addition, the

opportunity to showcase low or zero carbon employment sites is being explored, through community heat and power schemes.

- 5.37 The Northstowe project is very big and its progress is certainly being slowed as a result of the economic downturn. However some important steps are still being taken. There is a suggestion that a major public sector body might relocate its entire operation to the new town. This could be accommodated in a major civic hub facility, including a library and other community-based services. Through the Housing Corporation's innovative "Cambridge Challenge" approach to the delivery of social housing, a major Registered Social Landlord is already in place, and there is a possibility that a deal could be done to provide social housing for the employees of such an anchor tenant. Although there is uncertainty and some sensitivity in relation to these proposals, they are potentially important for Northstowe, for they start to give it a clear and early economic focus. Thereafter, the sector-based strategy for Northstowe (i.e. non-biotech but establishing a clear link, based around the Cambridgeshire Guided Busway to Cambridge Science Park) is still considered to be the right one. Moreover there is interest from possible providers, potentially including through a joint venture between Long Road Sixth Form College and Cambridge Regional College, in establishing post-16 provision<sup>14</sup>.
- 5.38 During the construction phase, Northstowe will be home to the National Skills Academy in Construction Skills and this again ought to establish a distinctive niche, this time in relation to educational provision. A development path that is employment-led as much as housing-led may be chosen for Northstowe, and a large public sector anchor tenant would be key to this.
- 5.39 Also key to the development of Northstowe as a major employment hub is the Cambridgeshire Guided Busway and its links to the Science Park and city centre to the south. The rail interchange with a new station at Chesterton is considered critical to making this work optimally in the medium-long term.

*Longer term prospects: i – Cambridge East*

- 5.40 Cambridge East could deliver 10-12,000 homes, the equivalent of a small new town on the fringes of Cambridge. The current plan is that building should start by 2015. Because of its scale and its distinctive role, the view is that Cambridge East could potentially change the face of Cambridge. The scale of the new development is such that it could be relatively self-contained, but would need to include significant provision for employment land. The current thinking is that it could provide a complementary additional centre for the city. Beyond that, thinking has yet to be developed as to what exactly the economic role of Cambridge East is likely to be.
- 5.41 In terms of progressing Cambridge East, major uncertainties remain. One is that development cannot really start until Marshall Aerospace have secured a relocation site, which has not yet happened. A second and very major issue is that the development of Cambridge East is premised on very significant transport investment, of a scale that is only currently envisaged in the context of something like the £500m Cambridgeshire Transport Innovation Fund bid, and currently there is no commitment to this investment.

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<sup>14</sup> Northstowe Economic Development Strategy (prepared alongside the outline planning application), December 2007 Available at <http://egov.scams.gov.uk/planningfiles/casefile/2007/S--2007-X-ADDINFO22.pdf>

*Longer term prospects: ii – Chesterton strategic interchange and gateway / North East Cambridge*

- 5.42 Another long-term prospect is that associated with North East Cambridge, focused on the area around Chesterton sidings. Potentially, this could play a major role in terms of providing a critical transport interchange, linking the Cambridgeshire Guided Busway to the main railway line at a new Chesterton railway station. Network Rail identifies Chesterton Station within its plans, and it is recommended for investment within the East of England's Regional Funding Allocation bid to the Department of Transport.
- 5.43 There is a view within the growth partnership that the area around the railway sidings has potential for redevelopment. Currently it contains a mix of employment uses, including St John's Innovation Park, the old Park and Ride Side, Cambridge Business Park, Anglian Water, and a bus depot. A 2008 feasibility study examined the potential for housing redevelopment, concluding that redevelopment for large housing numbers would be unviable given the £150 million cost and associated complexities of moving the sewage works. Moreover, Cambridgeshire County Council concluded through its Minerals and Waste Draft Plan that the railhead will be needed to bring in aggregates in the context of A14 improvements. Network Rail has also stated that it requires the railway sidings for stabling and washing its new 12-car trains.
- 5.44 A Community Stadium Study was recently completed which examined the scope to relocate Cambridge United Football Club from Newmarket Road. The bus depot on Cowley Road was one site to be considered, but was judged too small to accommodate the full range of uses intended for a community sports facility. However it remains a strong possibility for a smaller facility of the same type.
- 5.45 Hence, the policy position of this site is developing. It has considerable potential for employment uses (B1 and B7), transport uses, and community uses. The site needs further consideration, including engagement with the major interested parties and local communities.

***Opportunities in the market towns and the wider area***

*Cambourne*

- 5.46 Cambourne is now “finding its feet” as a settlement, but is struggling to establish an economic identity for itself. It has yet to become successful as a location for employment; the Business Park is largely empty. Looking to the future, Cambourne needs to find a role, not least because further housing growth is planned. An additional 950 units are included in the South Cambridgeshire LDF and are expected to come forward before 2021.

*Ely*

- 5.47 Led by East Cambridgeshire District Council, Ely has recently gone through a wide-ranging review of its development potential. Ely has some important assets linked to tourism, and it is also located at a genuine rail transport hub. There is an enthusiasm to grow substantially, though this is tempered by a concern to improve the level of containment, as high levels of out-commuting are seen to be damaging in both social and economic terms. Enthusiasm for growth derives from a view that Ely's current size is below, but not far below, the threshold

of viability for a range of facilities. This holds back investment by high street chain retailers and reduces the scope for public provision of e.g. a modern sports centre.

5.48 In terms of employment infrastructure there are major assets in:

- The Lancaster Way development (containing light industrial and distribution businesses plus some offices) which is set to grow by a further 100 acres (2,500 - 3,000 jobs)
- The Ely Business Park (The Octagon) where the developer has tabled proposals for B1, B2 and B8 floorspace (around 1,500 jobs), a hotel and a pub/restaurant
- The old sugar beet factory site (Potters) which provides an excellent location for ‘bad neighbour’ economic activities.

5.49 Aside from the retail streets and market square, the major development opportunities/challenges relate to the river and the railway, both of which are major potential assets. Ely station currently provides a poor gateway for visitors to the city but there is potential for a new development that could provide:

- A quality hotel that would serve both business and tourist markets (the Octagon proposal would, most likely, be a Travelodge or similar).
- High quality office space to attract inward investors who seek easy rail access to Cambridge, London, Norwich, Ipswich and, via Peterborough, the Midlands and the North.
- A highly attractive pedestrian route from the station and along the river to the city centre and Cathedral.

5.50 A major impediment to this development and to a general easing of Ely’s traffic problems has been the lack of a southern link road. This would be a major infrastructure investment as it involves crossing the (electrified) railway line and there are also environmental/aesthetic concerns. It is, however, possible that without the link road enthusiasm to accept housing growth would diminish.

#### *Elsewhere in the Cambridge area*

5.51 Other key settlements in the Greater Cambridge area, which are critically important in terms of how the economy of Greater Cambridge “works”, are located outside the administrative county of Cambridgeshire. Reference has already been made to Haverhill (St Edmundsbury Borough Council) from which there is substantial out-commuting, particularly to southern Cambridge; in response, the borough council has identified the need for a greater provision of employment land to try and increase levels of self-containment<sup>15</sup>. Saffron Walden is identified in Uttlesford’s Local Plan as being important in relation to high tech growth, although the comment is made that there is relatively little scope for the allocation of additional employment land<sup>16</sup>. Royston (North Hertfordshire) also appears to have limited scope for

<sup>15</sup> [http://www.stedmundsbury.gov.uk/sebc/live/localplan/hav\\_empbsites.html](http://www.stedmundsbury.gov.uk/sebc/live/localplan/hav_empbsites.html)

<sup>16</sup> [http://www.uttlesford.gov.uk/localplan/local\\_plan/written/cpt4.htm](http://www.uttlesford.gov.uk/localplan/local_plan/written/cpt4.htm)

further employment growth, other than within the town centre and on a limited basis<sup>17</sup>. Issues and opportunities with regard to other market towns are considered in the remainder of this chapter.

## (ii) Ouse Valley

- 5.52 In its Local Economy Strategy<sup>18</sup>, Huntingdonshire District Council acknowledges that its local economy may be broadly divided into two parts. To the north is Ramsey and its surrounding area, which is considered here as part of the broader Fens economy. To the south are the market towns of St Neots, St. Ives, Huntingdon and Godmanchester. The Strategy states that all of these “have a clustering of hi tech industries and have experienced a steady rate of economic growth”. High value manufacturing is a particular feature of the Ouse Valley economy.
- 5.53 Of the Ouse Valley towns, the largest is **St Neots** with a population currently of around 27,000 and plans for significant population growth. The view has been expressed that currently, the town is a little “below scale” in terms of viability, i.e. doesn’t quite pass the “cinema test”. For that reason, provision is made for a sustainable urban extension of approximately 5,000 homes, incorporating the existing Loves Farm development, and 25 ha of high quality employment opportunities and related community facilities, on land to the east of the town. Taking this forward would require a solution to increased congestion on the A428, which is not currently programmed for an upgrade.
- 5.54 In economic terms, there are some challenges and opportunities in relation to St Neots. Currently around 6,000 residents leave the town each day to work in Cambridge, London and Peterborough. In striving to achieve greater levels of self-containment, economic and jobs growth will therefore be important. The Community Strategy for Huntingdonshire and the Local Economy Strategy both identify creativity in businesses as key to economic success and within this context, St Neots is identified as having the potential to support and benefit from a growth in creative industries. In this context, the District Council’s Strategy for Creative Enterprise identifies as a priority the need to work with partners to provide the physical infrastructure, “Spaces for Creativity”, in St Neots. Approaches include the establishment of a creative industries centre on the Longsands College campus and workspace in St Mary’s Urban Village and as part of the redevelopment of the Priory Centre<sup>19</sup>.
- 5.55 **Huntingdon** is an important administrative centre within the district of Huntingdonshire district with the headquarters of the Fire Service, Police, Hinchingsbrooke Hospital, the Regional College and the District Council all located in the town. The town is identified as having strong growth potential and is well placed to withstand the current recession due to its robust economy key sectors include high tech manufacturing and advanced engineering (including IT products, audio equipment and high performance cars). Significant change is planned in Huntingdon West to help deliver the expected growth whilst protecting the distinct character of the historic town and provides the ideal opportunity for promoting

<sup>17</sup> [http://www.north-herts.gov.uk/written\\_statement\\_sep\\_2007.pdf](http://www.north-herts.gov.uk/written_statement_sep_2007.pdf)

<sup>18</sup> <http://www.huntsdc.gov.uk/NR/rdonlyres/C15B23E1-D514-4237-8DA2-B6D02C6D43FC/0/HDCLocalEconomyStrategy.pdf>

<sup>19</sup> [http://www.huntsdc.gov.uk/NR/rdonlyres/CB7C37A7-CD97-46E4-94F4-ED8C80D299D1/0/creative\\_industrystrategy.pdf](http://www.huntsdc.gov.uk/NR/rdonlyres/CB7C37A7-CD97-46E4-94F4-ED8C80D299D1/0/creative_industrystrategy.pdf)

environmentally sustainable development providing homes, work and shops close together and linked by excellent transport routes. The investment of the Cambridgeshire Guided Busway should also help growth. In terms of constraints, there is a need for town centre regeneration, linked in part to addressing the continuing needs linked to the Oxmoor estate (a 119 ha housing area, which lies to the north of Huntingdon Town Centre, and was created in the early 1960s by the Greater London County Council as an overspill housing development). There was a proposal for 900 additional houses at Northbridge, but this has recently been blocked by the Highways Agency. However the view is that Huntingdon needs both affordable and high end housing, and that it could be playing a stronger role.

- 5.56 The third of the Ouse Valley market towns – **St Ives** – has a population of around 16,000 people and, with its riverbank location, parts of the town are vulnerable to flood risk. It has a diverse local economy, with a growing proportion of high- and clean- tech businesses and a new business park, which is expected to create 250 jobs. The town’s retail offer is strong, and it has an attractive natural and built heritage due to its riverside setting and proximity to areas of natural beauty. There is a strong cultural and historic feel within the town centre. Visitors to the town are an important economic driver and an increase in the service sector employment is of vital importance in achieving the desired balance between population growth and job growth. St Ives has strong links to Cambridge, which is reflected in the number of out commuters and in the key jobs sectors within the town. The town is located at the western-most end of the guided section of the Cambridgeshire Guided Busway, and this new transport infrastructure should strengthen its links to Cambridge.
- 5.57 Also within the Ouse Valley are a number of potentially major sites for housing and/or employment growth. In the medium-long term, the emerging review of the RSS suggests that the redevelopment of both RAF Alconbury and RAF Wyton may be pivotal in terms of the county’s long-term growth ambitions.

### (iii) The Fens

- 5.58 The economy of the Fens area, defined as the area around Ramsey in Huntingdonshire as well as the whole of Fenland district, is very distinctive. It is dominated by the agri-food cluster, which has developed in the context of some of the UK’s most fertile agricultural land. However, as Chapter 3 demonstrated in some detail, there are major issues relating to the area’s economic performance, most notably in relation to skills. Overall, the growth in population across the Fens has outstripped the growth in employment, and it is in this context that development imperatives need to be defined.
- 5.59 As well as supporting both inward investment and the development of indigenous businesses, Fenland’s Economic Development Vision and Framework<sup>20</sup> identifies some more immediate investment priorities, many of which are concentrated on the larger market towns.
- 5.60 **March** is well located in relation to rail corridors and its main feature is a strong concentration of public sector employment. Looking ahead, its prospects seem reasonable and the relocation of the College of West Anglia to March appears to be a particular

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<sup>20</sup> <http://www.fenland.gov.uk/ccm/content/events/community-development-/fenland-economic-development-strategy-2007-27.en>

opportunity. March has a good retail offer and March Trading Park is identified in the policy documentation as a strategic employment location.

- 5.61 The other sizeable town in the Fens is **Wisbech**. Latterly, there has been substantial investment in Wisbech through the multi-dimensional Nene Waterfront regeneration project. The old port warehouse has been demolished and the Boathouse business centre built in its place; this provides a high quality office environment for 31 knowledge-based businesses, with units ranging in size from 16 sq metres to 135 sq metres. The land between the Boathouse and the town centre has been allocated for 300 housing units. However for Wisbech as a whole, perhaps more so than March, there are concerns about the robustness of the local economy: the skills of local people are a particular issue, as are local wage levels.
- 5.62 Further south, **Chatteris** and **Ramsey** are smaller market towns within the Fens area. Within Chatteris, South Fens Business Centre has been reasonably successful, supported with funding from EEDA, although the scale of the venture was relatively modest. Links to the Wisbech Boathouse are being established.
- 5.63 **Ramsey** has a distinct economy and is closely linked to that of Fenland district and does not mirror the economies of the other towns within Huntingdonshire district. It is dominated by the agri-food sector, which has developed in the context of some of the most fertile land in the UK. Overall the growth in population has outstripped the growth in employment and development needs to promote enterprise and high-value jobs. This could be complimented by Ramsey Abbey School's specialist status in technology skills. The Northern gateway development, a mixed development of housing, employment and retail on a sustainable site, is improving the existing facilities for the town. This scheme includes start-up facilities, and has been encouraged by the District Council. Ramsey is on the edge of the Great Fen Project and the associated tourism to the project should be encouraged. Tourism has been a growth sector nationally and internationally and should play a part in diversifying the local economy and providing further service sector jobs for the town's expanding population.

#### (iv) Area around Newmarket

- 5.64 Despite being on the edge the Cambridgeshire administrative boundary, the area around Newmarket is in many respects part of the Cambridge area as defined above. Although Newmarket itself lies outside Cambridgeshire, it has strong economic links with the county. Newmarket's equine cluster is world class in profile, and it is also quite distinctive in terms of its impacts on and opportunities for the local economy.
- 5.65 The Rowley Mile Course has been home to the first two of the five great Classic Races, the One Thousand Guineas and the Two Thousand Guineas since 1814 and 1809 respectively. It has been estimated that over 350,000 spectators visit this and the town's second historic course, The July Course, every year<sup>21</sup>. Hence the tourism impact of the cluster is substantial and more could be done to support it. In addition, many of the leading bodies and authorities in the sport are based in Newmarket, including The Jockey Club Estates, Tattersalls, The National Stud, The National Horseracing Museum, and The British Racing School. It is also widely recognised as the international centre for equine research: Newmarket is home to a

<sup>21</sup> [http://www.eastofenglandobservatory.org.uk/WebDocuments/Public/approved/user\\_729/Equine%20Project.doc](http://www.eastofenglandobservatory.org.uk/WebDocuments/Public/approved/user_729/Equine%20Project.doc)

significant concentration of veterinary medicine and research based around the equine industry.

- 5.66 Although the geographical core of the cluster is in Forest Heath, the administrative boundaries are very tightly drawn and the consequence is that much of the economic impact of the cluster is enjoyed in Cambridgeshire (and, indeed, in St Edmundsbury to the east).
- 5.67 This presents the southeastern corner of the county with some distinctive opportunities for economic growth. As well as tourism-related activities, potentially, there is a role for the area in the context of the London 2012 Olympics/Paralympics. Moreover, there may be scope to link scientific elements of the equine cluster into the biotech activity that is so strongly established across the south of the county. In seeking to invest in the overall knowledge economy, the opportunities for high value economic growth could be important.

## 6: Utilities and infrastructure

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- 6.1 On the basis of four distinct sub-areas within the economy of Cambridgeshire, Chapter 5 set out some of the principal challenges and opportunities relating to economic and housing growth. In this chapter, the spatial focus is broader and, for the county as a whole, we consider issues relating to utilities and infrastructure, recognising that these can have a major bearing on the deliverability of growth ambitions. The pages that follow draw extensively on a series of Cambridgeshire Horizons' and other publications, particularly the Long Term Delivery Plan (LTDP). This was commissioned in 2007 to assess the total infrastructure required to deliver the growth agenda. It examined each of the major growth sites, as well as the requirements of the market towns expansion and smaller sites. In total, £3.9 billion of infrastructure investment in transport, education, community facilities, health, open space, waste and utilities will be needed. The Long Term Delivery Plan also investigated potential funding sources for this investment, concluding that, even when optimistic assumptions are made regarding S106 contributions from developers, a large shortfall currently exists. The LTDP quantified this shortfall as £763 million, assuming that £500 million of Transport Innovation Fund investment comes forward.
- 6.2 To supplement the LTDP, a low carbon appraisal was commissioned in 2008. ESD (now CamCo) re-assessed the current infrastructure needs of the growth agenda against the delivery of an 80% reduction in carbon dioxide emissions by 2050. The Appraisal reports investment required across all infrastructure types, but focuses on the two significant areas of buildings and transport. For delivering homes and buildings alone, at low/zero carbon an additional £2.2 billion investment is required.
- 6.3 Four key issues are considered below: green infrastructure, water, energy and transport. Many of the themes and arguments set out below are picked up in the specification of both thematic and spatial packages in Parts Two and Three.

### Green infrastructure

- 6.4 Cambridgeshire does not include any statutorily designated landscapes (National Parks or Areas of Outstanding Natural Beauty). However, it contains many distinctive landscapes including: South-east Clay Hills; Chalklands; Western Claylands; Ouse Valley; and Fenlands. Moreover, water is a distinctive part of many of the county's landscapes (notably the Fens) and the historic environment is also of a high quality. Against this backdrop, development proposals – both site-specific and those linked to the transport infrastructure – potentially constitute a significant threat, and it was in this context that the area's Green infrastructure strategy<sup>22</sup> has been developed.
- 6.5 The Vision set out within the strategy is for the area to create a comprehensive and sustainable network of green corridors and sites that: enhance the diversity of landscape character; connect and enrich biodiversity habitats; and extend access and recreation opportunities. To this end, fourteen more detailed recommendations were identified. These

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<sup>22</sup> [http://www.cambridgeshirehorizons.co.uk/documents/publications/horizons/green\\_infrastructure\\_strategy.pdf](http://www.cambridgeshirehorizons.co.uk/documents/publications/horizons/green_infrastructure_strategy.pdf)

cluster into five groups which emphasise: the enhancement of existing habitats of biodiversity interest; the creation of new corridors of biodiversity; the provision of green spaces; enhancing recreational access; and securing landmark projects.

- 6.6 The Green Infrastructure Strategy is now under review, as it is currently based upon the Cambridge sub-region. A key extension of the vision is the role Green Infrastructure plays in the adaptation and mitigation of climate change. Developing landscape scale projects can bring significant benefits to reducing flood risk; support carbon sequestration and create significant heat sinks as we move towards a hotter climate. The review will also link the strategy more closely to the Local Area Agreement, particularly the climate change and health and wellbeing themes.

## Water

- 6.7 The first phase of a Water Cycle Strategy was completed by Halcrow in 2008, focusing on the growth areas in and around Cambridge<sup>23</sup>. This observed that the area's low lying and flat topography posed surface water management and foul drainage challenges, but that in addition, as the driest area in England, there were potentially major issues relating to water supply.
- 6.8 The study concluded that there were no "insurmountable technical constraints" linked to the proposed level of growth; however, in relation to many of the larger developments, issues with regard to the water cycle were identified as key ones in moving forward and the need for detailed site-specific assessments was a frequent observation. Moreover it noted that there was a need for further, more detailed, work linked to the development of an integrated drainage strategy; the development of a technical solution in order to mitigate flood risk associated with Swavesey drain; and investigation of the viability of achieving full water neutrality.
- 6.9 In response to this, there are three further Water Cycle Strategies under development in Cambridgeshire; major sites in and around Cambridge; East Cambridgeshire & Fenland and Huntingdonshire. The aim of the Strategies is to identify the water services infrastructure required to facilitate and support growth up to 2031, and to programme and cost these infrastructure needs. Within this programme, Cambridgeshire Horizons and its partners want to secure sustainable water management, to respond effectively to the challenging local topography and water supply insecurity.
- 6.10 More detailed work on the Water Cycle Strategies is currently underway. Infrastructure solutions such as rainwater harvesting and recycling, SUDS and parallel non-potable water schemes are being considered. Results ought to be available by the end of 2009.

## Energy and climate change

- 6.11 With pressure both at international and national levels to reduce CO<sub>2</sub> emissions and ensure climate change proofing, there is a strong and growing case for investment in measures to mitigate and adapt to global warming. The growth agenda in the Cambridgeshire must ensure that the appropriate risks are mitigated and opportunities explored as climate change policy

<sup>23</sup> [http://www.cambridgeshirehorizons.co.uk/documents/publications/reference/water\\_cycle\\_strategy\\_phase\\_1.pdf](http://www.cambridgeshirehorizons.co.uk/documents/publications/reference/water_cycle_strategy_phase_1.pdf)

crystallises. The most important message to extract from reams of analysis is that the less we consider climate change now, the more difficult it will be to catch up in the future. The world is on the cusp of an unprecedented period of change, and the choice to make is whether to embrace the potential of less carbon-intensive development, or to deny and delay until mitigation is impossible. Growth in Cambridgeshire could act as a catalyst for reducing CO2 emissions, despite also having potential to increase them.

- 6.12 In order to assess this, ESD were commissioned in 2008 to undertake an analysis of the implications of low carbon targets for the Long Term Delivery Plan. The LTDP did not take account of the additional investment needed to meet the 80% reduction in carbon dioxide emissions by 2050, notably in renewable energy. The low carbon appraisal considered several scenarios for meeting the target for all buildings to be zero carbon by 2016, concluding that the additional cost would be between £1.5 and £2.5 billion, depending on the implementation route. The ESD work also analysed the carbon impacts of the current growth strategy. Starting from Defra's 2005 baseline for CO2 emissions, it suggests that, if left unchecked, Cambridgeshire's carbon footprint could grow to 8 million tonnes by 2031, of which 0.5 million tonnes would result from growth were it to proceed without intervention at the planned development rate.
- 6.13 Looking into the future, it is clear that major interventions are required to enable national and local carbon reduction targets to be achieved. Upfront investment is needed to ensure that all growth can proceed sustainably with the minimum increase in carbon emissions. The Carbon Appraisal of the Long Term Delivery Plan suggests that c. £2 billion will be required for achieving zero-carbon growth from 2016, which would see the carbon emissions from growth at c. 200,000 tonnes of CO2 by 2031. A number of projects are already in place to support this ambition, and these are described in Chapter 10, however significant investment will be required in the later phases of the IDP to ensure sufficient CO2 reductions in 2031-2050.
- 6.14 The local authorities are currently preparing the review of the RSS, which will set the growth strategy to 2031, this contains a strong emphasis on supporting those options that will minimise the carbon emissions associated with growth through appropriately located home and employment, and ensuring only options with viable sustainable transport solutions will be pursued. This will doubtless be supported by more ambitious carbon reduction targets at the national and local level, once the full scale of the challenge becomes apparent.
- 6.15 Amongst many recommendations, the Carbon Appraisal of the LTDP proposed a Renewable Energy Infrastructure Plan and a Low Carbon Investment Fund be set up to facilitate renewable energy projects. These are two areas of work that are to be progressed by Cambridgeshire Horizons in 2009, in addition to the regional-level Low Carbon Development Initiative.
- 6.16 Whilst not anticipated to receive large volumes of new housing, the rural areas of Cambridgeshire can make an important contribution to climate change mitigation for the growth agenda. Using areas of rural land for green infrastructure projects that enable carbon sequestration could help to meet the region's ambitious targets for carbon reduction. It is therefore vital that in planning for growth, sufficient space is allocated for green infrastructure projects that can support carbon capture, and can lead to a net reduction in the overall levels of carbon for the county. Rural areas also offer considerable renewable energy potential, such

as wind and biomass CHP. The ESD work calculated Cambridgeshire's potential renewable energy capacity as 3300 GWhs, with an existing capacity of 647 GWhs.

## Transport

- 6.17 Investment in transport infrastructure will be critical in seeking to secure the foundations for sustainable economic and housing growth. EEDA's 2008 Transport Economic Evidence Study (TEES) identified that transport is key to continued economic growth and that addressing congestion would have a major positive impact on productivity. The study shows that traffic congestion in the region cost businesses and residents £1bn a year in 2003, and suggests that this could rise to £2bn by 2021. There are particular hotspots where congestion is causing most damage — 85 per cent of the costs of congestion are borne in the region's seven 'engines of growth', one of which is Greater Cambridge. The report also concludes that supply-side measures alone are unlikely to have a significant impact on these economic costs and that demand-side measures are likely to be needed.
- 6.18 The TEES study also identified a number of transport corridors, and key urban areas, as spatial priorities for improvement. The relevant elements for Cambridgeshire are:
- Greater Cambridge to Milton Keynes South Midlands (A428 /A421 corridor);
  - Greater Cambridge to London Arc (M11 and West Anglia Mainline Corridor);
  - Greater Cambridge to Greater Peterborough (A14 corridor);
  - Routes in and out of Cambridge (high levels of congestion on many routes)
  - Urban access packages for Cambridge (high costs of congestion within the city)
- 6.19 Of these, TEES identified as the radial routes to London and key links to Cambridge as the highest priorities, in order to ensure planned growth in the region is accommodated by the transport system. Investment in key links to Cambridge will have high returns in terms of economic growth, in addition to wider environmental and social benefits.
- 6.20 Consistent with the arguments set out in TEES, within the county itself, there are three critically important transport-related ventures on which much of the proposed economic and housing growth is premised:
- Cambridgeshire Guided Busway;
  - Improvements to the A14 between Ellington and Fen Ditton; and
  - Cambridgeshire Transport Innovation Fund bid.
- 6.21 Added to these would be the proposed new station at Chesterton, which has been recommended for funding through the Regional Funding Allocation process, and the proposed increase in carriages and frequency on the links to London from Ely and Cambridge, and the Thameslink services, and increased physical capacity at Cambridge station.
- 6.22 Delivering these improvements as soon as possible is important to improve the base position

for the county as it moves forward. Finding ways in which further transport infrastructure can be delivered to support the economic and spatial ambitions, and to do so in a way that reduces the level of carbon emissions that would otherwise be associated with car-based travel, is one of the most challenging and important areas for the coming years. This is considered in more detail under the thematic transport package in Part Two.

## 7: Summary assessment of challenges, opportunities, and the link to IDP Packages

7.1 Chapters 1–6 have examined the visions for economic and housing growth across Cambridgeshire, and the opportunities and constraints associated with its delivery. As set out in the preface, the current economic downturn represents an additional challenge, however it ought to provide the area with the opportunity to gear up for sustainable and sustained growth once the recovery begins. Against this backdrop, Table 7-1 summarises both the key challenges/opportunities within the local area and the link to IDP Packages, which are presented in Parts Two and Three of this document.

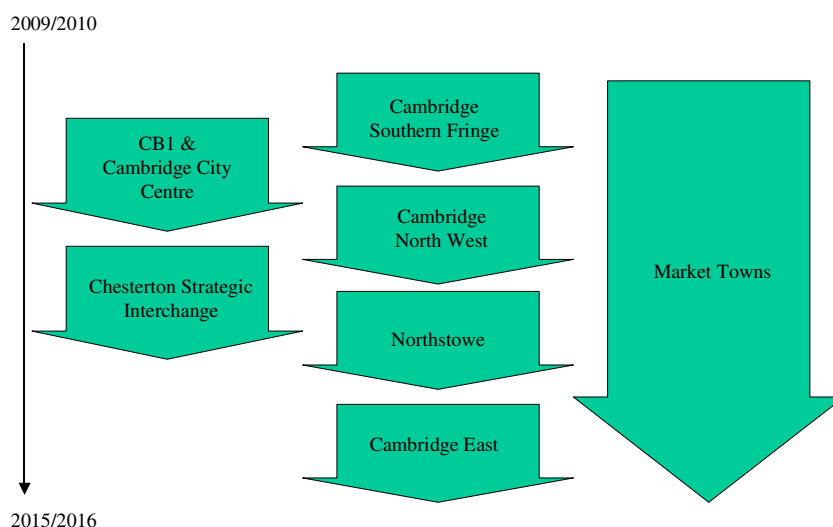
Table 7-1: Key challenges/opportunities and their links to IDP Packages

Challenge/Opportunity	Implications	How the Cambridgeshire IDP responds
a. 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”	<ul style="list-style-type: none"> <li>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. Thematic packages equally important.</li> </ul>
b. 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	<ul style="list-style-type: none"> <li>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</li> </ul>
c. 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	<ul style="list-style-type: none"> <li>The need to make provision for high tech manufacturing is implicit within a number of packages, most notably the market towns packages</li> <li>In the longer term, the possible relocation of Marshall’s Aeospace to sites like Alcolnbury and Wyton could be key to this. Hence the Cambridge East package is related to this wider objective</li> </ul>
d. Cambridge as a whole needs to address substantial net in-commuting by increasing housing capacity	<p>More housing is needed in the Cambridge area in locations that are appropriate in relation to the main employment sites</p> <p>In terms of affordable housing, there is a need to de-link provision from private sale market if progress to be made during downturn period</p>	<ul style="list-style-type: none"> <li>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)</li> </ul>
e. 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	The development plans of the University must be factored into the IDP and supported as appropriate	<ul style="list-style-type: none"> <li>The North West Cambridge Spatial Package is key to this, making explicit provision for the expansion of university facilities and buildings</li> </ul>

Challenge/Opportunity	Implications	How the Cambridgeshire IDP responds
more to the shaping of the growth for the city as a whole.		
f. 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 population	<ul style="list-style-type: none"> <li>• CB1 Package is a core element of the immediate response</li> <li>• In the medium-long term, the packages associated with the new town at Northstowe and Chesteron strategic interchange/gateway will also have a critical role to play</li> </ul>
g. 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	<ul style="list-style-type: none"> <li>• CB1 Package is a core element of the response, as is the markets town package</li> </ul>
h. 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	<ul style="list-style-type: none"> <li>• Regeneration priorities are identified particularly for March and Wisbech and these two larger towns need to be the focus of an overall response. Linked to this, there is a need to respond to the skills challenges in the Fens</li> </ul>
i. There is a need for some rebalancing of housing and employment growth in the Ouse Valley in order to effect higher levels of sustainability	Role of market towns in Huntingdonshire needs to be developed	<ul style="list-style-type: none"> <li>• Key interventions are captured within the Market towns package and there are particular issues/opportunities in relation to St Neots and Huntingdon</li> </ul>
j. 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	<ul style="list-style-type: none"> <li>• Within the IDP is a Climate Change Mitigation package which includes a holistic range of interventions at a variety of spatial scales</li> </ul>
k. The severe transport constraints facing both Cambridge – and the wider Cambridgeshire area – are stifling economic growth	Addressing transport constraints must remain a priority.	<ul style="list-style-type: none"> <li>• Many of the spatial packages include a local transport component (e.g. access road to Addenbrooke's). There is a need, in addition, to address strategic transport constraints and in this regard, the thematic transport package is key</li> </ul>
l. Outside Cambridge and South Cambs district, skills issues are a major concern across much of the county	Interventions to improve performance in relation to workforce skills need to be a priority	<ul style="list-style-type: none"> <li>• Skills interventions are implicit within a number of the spatial packages. Within the market towns package, there are opportunities to improve local skills through FE investment in Huntingdon and March. In the longer term, investment in FE is likely as part of the Northstowe package</li> </ul>
m. 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	<ul style="list-style-type: none"> <li>• 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</li> </ul>

## 8: Prioritisation Approach

- 8.1 Prioritisation within the IDP will of necessity be led by the phasing of packages and projects. An outline of the approximate sequencing of the IDP spatial packages can be found below. These anticipated timings are based on the current status of each spatial package within the planning system. For example, the Southern Fringe housing developments have outline planning permission, subject to S106 agreement, whereas Cambridge East is at the pre-planning application stage.



- 8.2 As the diagram above shows, to an extent the commencement of spatial packages is sequential. As a result, packages are less likely to need to compete for up-front funding. However, project implementation may overlap across packages, creating a potential resource issue for the organisations delivering them.
- 8.3 Within packages, projects are often interdependent, and this is explored in more detail within each package. Spatial packages in particular include a suite of projects that are all required in order to achieve a high quality sustainable community. Through the Quality Charter for Growth, the partners delivering the growth agenda to 2021 have agreed that new growth will meet these requirements. Prioritising these projects within the package is therefore redundant.
- 8.4 A significant aspect of the consideration of priorities within the IDP is their environmental impact. Whilst elements of the packages will have gone through Sustainability Appraisal and/or Environmental Impact Assessment as part of the planning process, the IDP attempts to categorise the impact on CO<sub>2</sub> emissions of each package as increase, decrease or neutral. This accords with the 2009 national budget and anticipates future measures towards the achievement of an 80% reduction in CO<sub>2</sub> emissions by 2050. Given the scale of the interventions proposed, it is vital that consideration is given to their long-term environmental impact.

## **Part Two: Thematic Packages**

## 9: Introduction to the Thematic Packages

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9.1 Not all of the development challenges and opportunities in Cambridgeshire can be considered solely in spatial term, as the required investments and impacts related to a broader area. Hence as well as the Spatial Packages, three Thematic Packages have been identified. These are:

- Strategic Transport
- Climate Change Mitigation (including green infrastructure, renewable energy, water neutrality measures, and other low carbon utilities).
- Strategic Community Infrastructure

## 10: Strategic Transport

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### **Summary of Package**

- 10.1 Although transport is integral to all seven spatial packages, the collective impact of the growth agenda requires strategic transport upgrades that will impact on the whole county. These large-scale interventions are necessary for all modes of transport. The Transport and the Economy of the East of England (TEES) study identified in 2008 that transport is key to continued economic growth and productivity improvements. It identified a number of hotspots, as set out in Chapter 6.
- 10.2 The Cambridgeshire Local Transport Plan, prepared in partnership between all six councils, also highlights the key objectives of improving accessibility, air quality, safety and efficiency for those travelling in Cambridgeshire.
- 10.3 Cycling is already popular in the county, notably in Cambridge, which has recently been designated a Cycling Demonstration Town. Measures to join up, extend and improve cycle routes will further encourage use of cycles rather than cars wherever possible. Pedestrian routes to improve connectivity in Cambridge and beyond are also required, and will contribute to better access to buses and trains.

### **Overall Costs**

- 10.4 The overall cost of road, rail, cycle and pedestrian upgrades required to 2021 is likely to exceed £2.44 billion. £1.2 billion of this will be needed for the A14 Ellington to Fen Ditton scheme and £1.14 billion for improvements to rail infrastructure. It should however be noted that most of the costs for these massive projects will be drawn from central government core budgets. Conversely, this high level figure does not include yet-to-be-costed cycle and pedestrian projects, which will require local-level investment.

### **Package Level Risks**

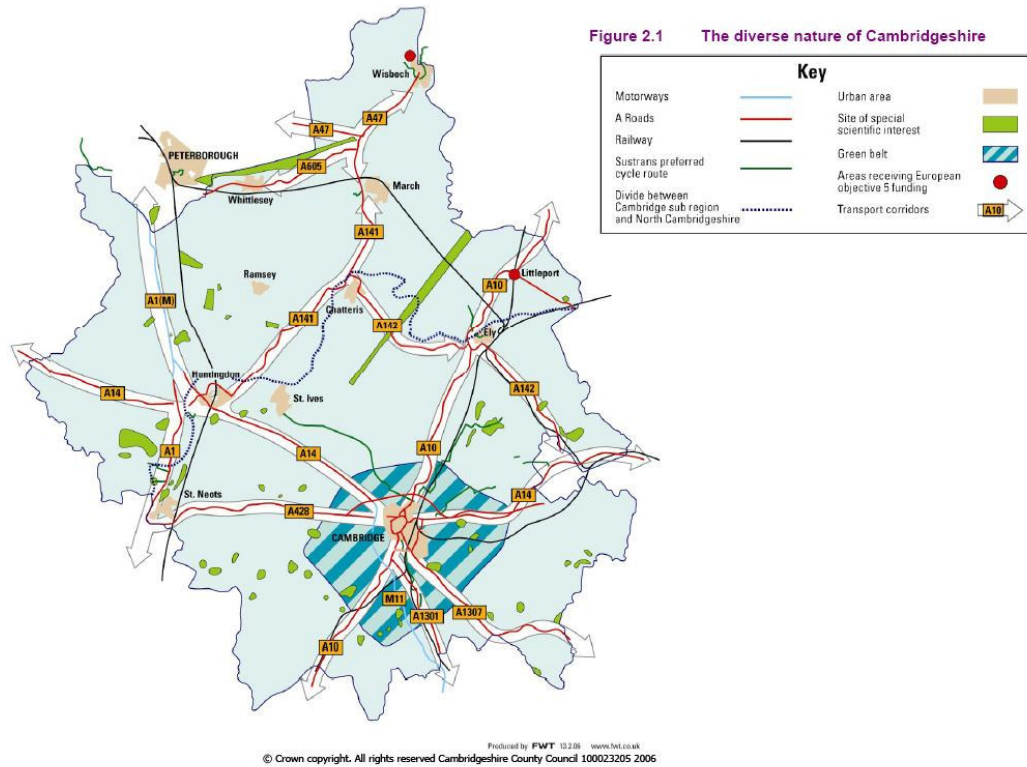
- 10.5 Management of strategic risks that would impact on growth throughout the County takes place through the Strategic Risk Register. All organisations represented on the Cambridgeshire Horizons, including all Cambridgeshire Local Authorities, input into these logs, through the Senior Officer Board. This group monitors risks, keeps the register up to date and ensures that risks are addressed by action across the partnership. Each risk is accorded a RAG status as follows:
- Green – Monitoring but no action required.
  - Amber – Action required, but process in place to manage risk.
  - Red – Action required, no process agreed, intervention needed.
- 10.6 As of March 2009, strategic risks relating to transport were as follows:

- *R1* Insufficient funds to meet required transport infrastructure to support sustainable growth leading to delay to housing delivery. This risk is flagged Amber, with mitigations to pursue the Transport Innovation Fund (TIF) bid and explore alternate options should it not come forward.
- *R15* Failure to address impact on trunk road network caused by major developments results in Highways Agency making holding directions and potential for delay to growth. This risk is also flagged Amber, with mitigations to continue liaising with the Highways Agency in order to ensure their timescales for road upgrades accord with development sites coming forward.
- *R22* A428 (Caxton – St Neots) missing link is not accelerated which leads to increased pressure on network. This risk is flagged Amber, to be mitigated through the promotion of the scheme with the Highways Agency, following the production of an economic impact report. This specific scheme is also included in Chapter 18 (Market Towns Spatial Package).
- *R35* Adequate funding is not secured through TIF or the proposals do not proceed thus compromising deliverability of Cambridge East and potentially making other non-planned developments more likely. This risk is flagged Amber, and will be mitigated through work to identify options should TIF not come forward, as well as scoping the extent of planned growth that can proceed without it.

10.7 In addition to the risks associated with Cambridgeshire Horizons’ agenda for housing growth, if transport investment were to fall short the economic and environmental impacts would be detrimental. According to the TEES study, if additional transport upgrades do not come forward then the cost of congestion in the East of England will rise to £2.2 billion per annum by 2021. Cambridgeshire, already suffering serious congestion and anticipating unprecedented growth, would be particularly hard hit.

10.8 Investment in the public transport network is also vital to promote a cultural shift away from car use. Without a substantial move towards rail, bus, cycle and walking, stretching carbon dioxide emission targets will be very difficult to meet. The national Climate Change Bill commits the UK to an 80% reduction in CO2 emissions by 2050, and this is echoed in the Cambridgeshire County Council Climate Change Strategy.

**Map**



Source: Green Infrastructure Strategy

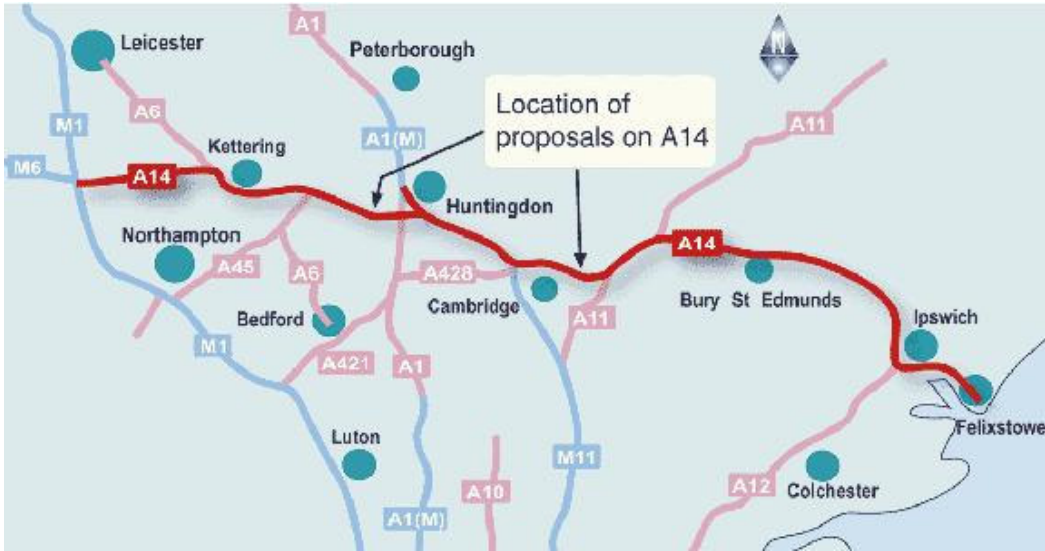
**Outcomes**

- 10.9 The outcome of an investment of such large scale in the County transport system will be a great improvement in speed and reliability of all modes, reduction in congestion, greater ease of interchange, and more incentives to use sustainable forms of transport. This package will unlock very significant housing growth, including over ten thousand homes on Cambridge East (see Spatial Package 4), several thousand on the North West fringe (see Spatial Package 3) and potentially thousands in the market towns (see Spatial Package 7).
- 10.10 Economically, the package will improve links to the rest of the region, notably London. The Cambridge – London route currently carries the most overcrowded trains in the country during rush hour peaks. Extension of trains to 12 cars, an island platform on Cambridge station, and a new station at Chesterton will ease this current bottleneck and allow for the addition of more services in the longer term. This will facilitate economic growth. Road upgrades will also open up economic development sites.

**Project List**

Name of project	<b>A14 Improvements from Ellington to Fen Ditton</b>
Investment Category	Transport

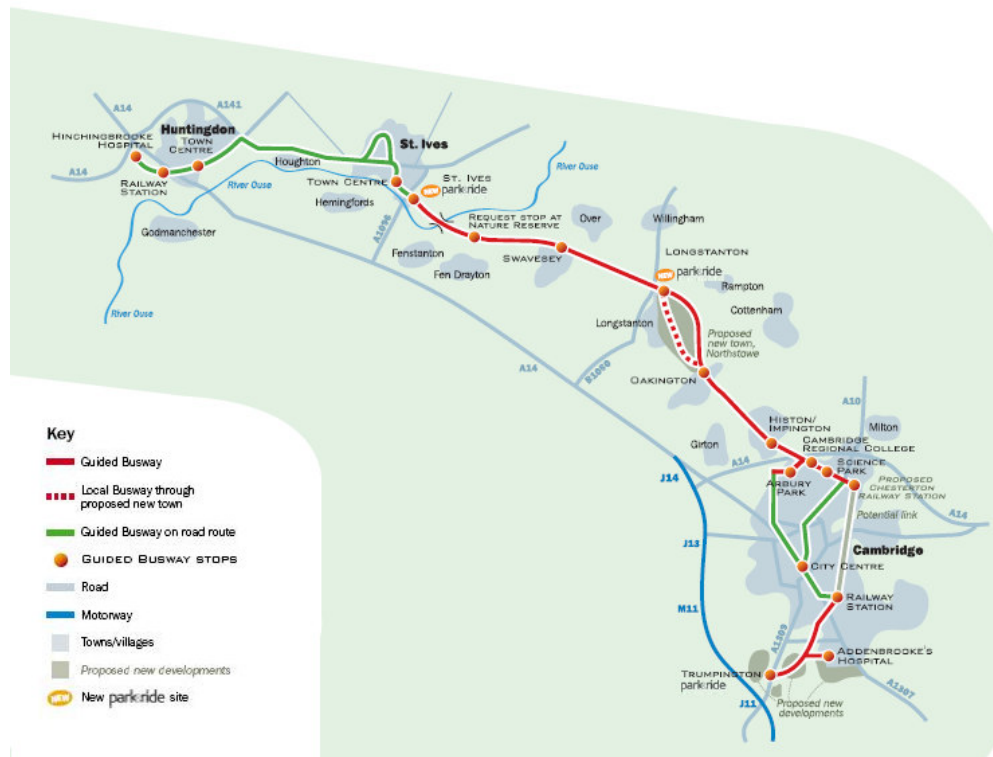
Description	A new dual carriageway to the south of Huntingdon between Ellington and Fen Drayton with three lanes in each direction (except between Ellington and the A1, where only two lanes would be needed); widening of the existing A14 to at least three lanes in each direction between Fen Drayton and Fen Ditton; local access roads alongside the widened A14 to separate local and strategic traffic; major interchanges with the A1 at Brampton, the existing A14 at Fen Drayton and the M11/A428 at Girton.
Justification	Required to prevent additional congestion being caused by growth agenda. Existing A14 dual carriageway is regularly beyond capacity, causing economic losses due to congestion and unpredictable journey times. Frequent accidents cause injury, loss of life and wide disruption to surrounding road network.
Delivery Lead	Highways Agency
Status	In draft orders, to go through public enquiry in 2009, start in 2010/11.
Total Cost	Estimated £1.2 billion
Carbon Impact	<b>Increased CO<sub>2</sub> Emissions (likelihood that upgrades will generate additional journeys)</b>
Developer contribution sought	TBC through S106 negotiations
Other Funding	Highways Agency core government funding
Comments	See map below



Source: Highways Agency

Name of project	<b>Cambridgeshire Guided Busway (CGB)</b>
Investment Category	Transport
Description	The Guided Busway will provide a reliable, fast and frequent public transport alternative along the A14 corridor to St Ives and Huntingdon and from Cambridge railway station to Addenbrooke's Hospital and Trumpington Park & Ride.

Justification	Buses will travel on a dedicated guideway, making journey times far more reliable than roads such as the A14 where delays are often experienced. The CGB will alleviate congestion in the centre of Cambridge and improve access to market towns. It will be faster, more frequent, more reliable and more sustainable than existing bus services. Need for scheme was identified through the 2001 CHUMMS (Cambridge to Huntingdon Multi-modal Study)
Delivery Lead	Cambridgeshire County Council
Status	Under construction, expected to open in late summer 2009.
Total Cost	£117 million for construction (Cambridgeshire County Council's quarterly Guided Busway Budget Update, September 2008)
Carbon Impact	Decreased CO <sub>2</sub> Emissions (Buses will run on biofuel, anticipated use of CGB will reduce car use)
Developer contribution sought	£26 million in total sought, to be confirmed through S106 negotiations. £2 million secured from Arbury Park, £7.7 million to be sought from Southern Fringe, £2.3 million to be sought from NIAB, £14 million to be sought from Northstowe.
Other Funding	£93.2 million from Department for Transport
Comments	See map below



Source: Cambridgeshire County Council

Name of project	<b>Rail upgrades</b>
Investment Category	Transport

Description	Upgrades to platforms allowing lengthening of trains to 12 cars, including a new island platform at Cambridge Station. Additional berthing capacity, upgrades to power supply and track circuit works also required.
Justification	The peak services running from Cambridge are the most crowded in the Greater Anglia area and the country. Very high rates of growth are predicted on the route as Cambridgeshire develops, approximately 2.5-3% a year. This growth can only be accommodated if peak capacity is increased.
Delivery Lead	Network Rail and Train Operating Companies (First Capital Connect and One).
Status	Programmed in Network Rail's Route Utilisation Strategy (RUS).
Total Cost	£1.14 billion (Total investment cost estimated by Network Rail in RUS, 2002 present value).
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Developer contribution sought	TBC
Other Funding	Network Rail core funding
Comments	

Name of project	<b>County cycle and pedestrian links</b>
Investment Category	Transport
Description	Improvements to cycle and pedestrian routes throughout the County, as set out in the County Local Transport Plan
Justification	To promote cycling and walking as sustainable modes of transport, reducing congestion, improving air quality, reducing CO <sub>2</sub> emissions and promoting good health.
Delivery Lead	Cambridgeshire County Council
Status	Programmed into Local Transport Plan
Total Cost	TBC
Carbon Budget	Decreased CO <sub>2</sub> Emissions (improvements will encourage cycling and walking, reducing car use)
Developer contribution sought	To be negotiated by S106 for individual sites
Other Funding	Cycling Demonstration Town status will draw down £3.6 million funding, Housing Growth Fund.
Comments	

### ***Phasing and Interdependencies***

- 10.11 Phasing of the transport projects vary, with the potential for difficulties if disruptive works on multiple transport modes coincide. Improvements to cycle and walking provision will in some cases be part of wider green infrastructure projects. Improvements to Cambridge Station will

be interdependent with the CB1 redevelopment, as explored in more detail in Chapter 13 (CB1 & Cambridge City Centre Spatial Package).

## 11: Climate Change Mitigation and Adaptation

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- 11.1 Responding to climate change is no longer a choice; it is a necessity. Until recently, the existence of climate change was a politically charged and contentious issue; now there is near unanimous agreement that business as usual cannot continue. In order to avoid the worst-case scenario of swiftly rising world temperatures and its disastrous consequences to adjust to the unavoidable changes already set in motion, society and the economy will need to change fundamentally over two generations. However, the great challenges and risks of climate change are not inimical to housing or economic growth and increases in quality of life in Cambridgeshire. In fact 'green collar' jobs could be a major growth sector over the coming decades.
- 11.2 The built environment is currently carbon-intensive and poorly adapted for climate change, although exemplar projects and stronger design policies are starting to improve this. Carbon emissions related to construction are generated both directly in the short term, during building works, and indirectly in the medium and long term as buildings are used, heated and lit. Transport emissions are another major contributor to CO<sub>2</sub>, and are likely to make up an increasing proportion of total emissions in the future, as emissions from the built environment can more readily be reduced.
- 11.3 Careful design can have positive impacts on behaviour, use of efficient materials saves energy and water, and site choice can have a major influence over which modes of transport are then used. Well-planned housing growth can also have the potential to trigger wider environmental improvements, such as delivering new wildlife habitats and the rejuvenation of green space for leisure use.
- 11.4 Unfortunately the reverse can also be true, and badly planned development can lead to the loss of green space and the entrenchment of unsustainable consumption and transport patterns. Once buildings are occupied, their design and the behaviour of their inhabitants determine how energy and water efficient they can be. Poor insulation, badly sited positioned windows and lack of natural ventilation can all contribute to unnecessary energy use. Likewise, if grey water recycling systems and efficient fittings are not included, potential water savings will be missed.
- 11.5 The Government's Code for Sustainable Homes<sup>24</sup> is going beyond current building regulations to increase aspirations and, eventually, requirements for resource efficient building. In 2016 it will become obligatory for all homes to be built to code level 6, classed as 'zero carbon', but reaching this standard before 2016 would contribute markedly to the UK's targets for reducing CO<sub>2</sub> emissions, water use, and waste in new communities. The 2008 Climate Change Act has committed the UK to an 80% reduction in CO<sub>2</sub> emissions by 2050. To achieve this target, economic growth and the perception of wellbeing will need to be decoupled from greenhouse gas production.

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<sup>24</sup> 'The Code for Sustainable Homes: Setting the standard in sustainability for new homes', CLG 2008.

- 11.6 This thematic package considers will address the significant investment required to deliver this ambitious but necessary transformation in Cambridgeshire. In order for the growth in housing and economy that Cambridgeshire aspires to can simultaneously be used agenda to promote sustainable energy and water use, as well as to protection and promote high quality ion of green space and biodiversity, and to maximise the opportunities for the development of "green collar" jobs and companies it what will undoubtedly be a growing field for the application of new technology and management techniques.
- 11.7 Cambridgeshire is in a strong position to capitalise on the opportunities from the development of clean technologies, such as renewable energy and zero carbon building, as well as environmental goods and services. Local strengths in research and development, ICT and environmental networks will confer an advantage. Investments to encourage this sector are planned, including a Low Carbon Education and Enterprise Centre. This is included in the Chesterton Strategic Interchange spatial package (section 16) and is intended to act as a catalyst for further development of the clean tech sector. A low carbon building skills academy is also planned for Northstowe. The development of the clean tech sector provides a win-win for greening the local economy and contributing to climate change mitigation and adaption.

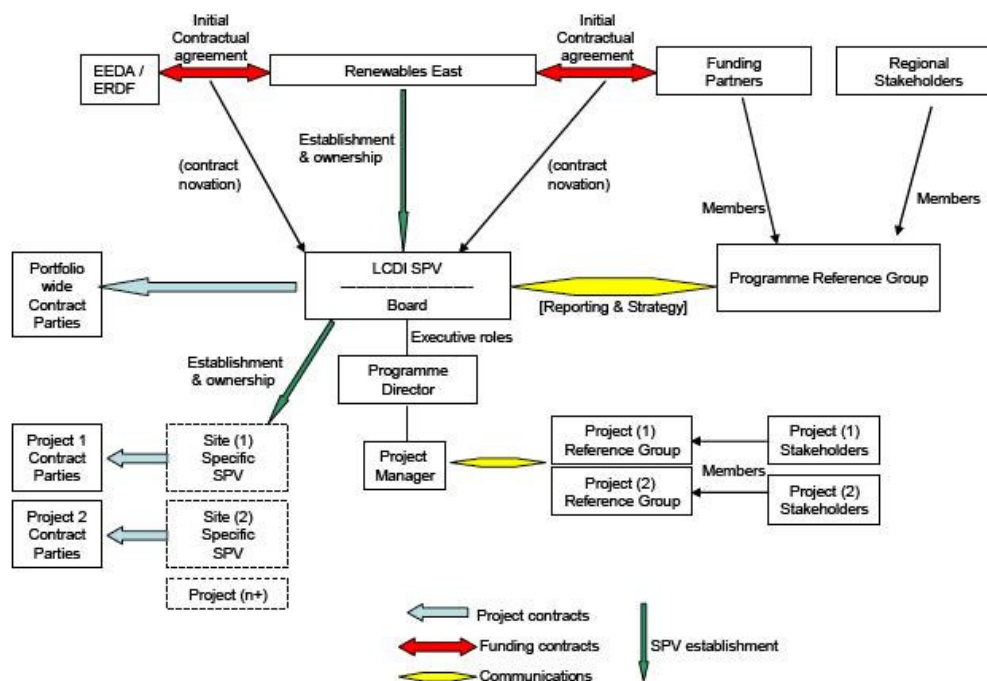
### ***Summary of Package***

#### *Energy*

- 11.8 The growth agenda will inevitably add to the Cambridgeshire's total consumption of electricity, but it could positively rebalance the percentage that is derived from renewable sources.
- 11.9 The vast majority of energy currently consumed in Cambridgeshire is derived from non-renewable sources. The ESD Carbon Appraisal of the Long Term Delivery Plan (LTDP) notes that the technical renewable energy potential of Cambridgeshire is almost seven times the capacity currently installed. The report picks out wind power, biomass and landfill gas as the most promising sources of renewable power for the sub-region. The dynamism and innovation of the Cambridgeshire high tech economy also offer promising opportunities to lead the way in these sectors.
- 11.10 Like transport, energy is consumed for many purposes and can be used in an unsustainable manner even if generated sustainably. Reducing emissions by increasing renewable energy capacity must be matched by demand management measures.
- 11.11 Energy use by homes, businesses, and public buildings contributes a substantial proportion of Cambridgeshire's CO<sub>2</sub> emissions, estimated at 59.2% of the 2005 total by the Department of Environment, Food and Rural Affairs. Note that this statistic must be treated as inclusive of emissions from the built environment, but excludes transport and land use.
- 11.12 Energy infrastructure is particularly in need of additional investment and institutional change to break the reliance on non-renewable fuels. Cambridgeshire Horizons is currently working in partnership with Renewables East, and in close liaison with the promoters of Northstowe,

to lead a pioneering project to establish a Combined Cooling Heat and Power Plant for in Northstowe, which is considered in more detail in Spatial Package 6 (Northstowe).

- 11.13 To establish this and other projects in the region, a Special Purpose Vehicle (SPV) is to be launched, using Housing Growth Fund and European Regional Development Fund monies.
- 11.14 The Carbon Appraisal of the Long Term Delivery Plan identifies that for large scale development projects such as Northstowe, it may be necessary for the public sector to act as an intermediary, providing up-front infrastructure investment which generates energy and carbon rights to be used as a marketable community asset at some future point in time.
- 11.15 The purpose of the Low Carbon Development Initiative (LCDI) SPV is to overcome the early-stage development risks currently halting progress on delivering low carbon solutions to new housing and commercial developments.
- 11.16 A key element of addressing market failure through public intervention is a regional-scale partnership vehicle able to mitigate barriers and create solutions the market can then invest in.
- 11.17 This regional entity, the Low Carbon Development Special Purpose Vehicle (LCDI SPV) can spread risk over a portfolio of individual low carbon energy projects for developments, lever economies of scale, set up contractual frameworks, etc to achieve sufficient de-risking of renewable or low carbon energy projects. The proposed SPV structure is shown below:



Source: Low Carbon Development Initiative Phase 1 Business Case

- 11.18 This intervention aims to address and reduce the risks attached to site-wide renewables, and to stimulate development progress up to the point where it becomes acceptable to the market to invest and take forward. During the early development progress the risks inherent in the development are high and beyond those acceptable to the market. Through activities

undertaken with the SPV risks can be managed, mitigated and taken to a position when and where the market can invest. This progress in reducing risk and progressing the development take the development to the point of “acceptable market risk”.

- 11.19 The development of low carbon energy generation and distribution systems creates not only local exemplars of low carbon and renewable technology but also stimulates the market for low carbon services, skills and supply, specifically for clean technology. Inherently the proposed and existing developments serviced by this infrastructure will provide opportunities for flagship business premises fulfilling the ambition of low carbon focussed enterprises. The project will enable low carbon economic growth by creating infrastructure, investment partnerships and development opportunities.
- 11.20 In addition to the LCDI SPV, a Renewable Energy Infrastructure Plan will be drawn up to examine the appropriate technology to achieve zero carbon, defined as code level 6 of the Code for Sustainable Homes. This will be funded through the Housing Growth Fund.

### *Water*

- 11.21 The typically low-lying, flat topography of Cambridgeshire poses significant surface water management and foul drainage challenges, moreover it is located in the driest area of England, identified by Environment Agency modelling. A phase 1 Water Cycle Strategy (WCS) for major growth in and around Cambridge was completed in October 2008. This examined the challenges of accommodating large-scale housing and economic development in an area of water stress.
- 11.22 Phase 2 of the Water Cycle Strategy will provide a programme of water services infrastructure implementation to support sustainable development up to 2031, with review periods built into the programme. The vision is to aspire towards water neutrality, meet EU framework targets on water quality and ensure sustainable flood management over the longer term through collaborative planning and joint working with developers and key partners. The stakeholder group for the WCS phase 2 includes The Environment Agency, Cambridgeshire County Council, Cambridge City Council, South Cambridgeshire District Council, Natural England, Anglian Water, Cambridge Water and Swavesey Internal Drainage Board. Currently a tender process is underway to select consultants for the work.
- 11.23 To widen coverage of water modelling beyond the major development sites, scoping is also taking place for detailed water cycle strategies for Huntingdonshire District Council, East Cambridgeshire District Council and Fenland District Council.
- 11.24 It is anticipated that Cambridgeshire will have complete coverage of Water Cycle Strategies by December 2010. Once completed there will be a suite of strategies detailing key strategic water services infrastructure requirements for Cambridgeshire. Our vision for these strategies is to ensure that the role of water in mitigation and adaptation to climate change is given full consideration. It is vital that the future water services infrastructure required to support growth goes beyond a ‘business as usual’ approach and demonstrates an innovative and proactive response to the challenges of climate change.

- 11.25 The completed studies will provide a list of key strategic projects that will need to feed in to future versions of the IDP. These will include pilot studies for achieving water neutrality, grey-water recycling schemes in households and parallel non-potable water supply schemes for new developments. Such schemes will not be funded through water companies' business planning or the traditional approach section 106-approach to delivering water services infrastructure; they will therefore need to be championed through future versions of the IDP to ensure we have the opportunity to bid for regional funding.

#### *Green Infrastructure*

- 11.26 A Green Infrastructure Strategy for the Cambridge Sub-region was prepared in 2006, and is currently in the process of being updated to cover the whole County.
- 11.27 The vision for the Green Infrastructure Strategy can be summarised as follows: 'To create a comprehensive and sustainable network of green corridors and sites that:
- Enhance the diversity of landscape character;
  - Connect and enrich biodiversity habitats; and
  - Extend access and recreation opportunities,
- ...for the benefit of the environment as well as current and future communities.'
- 11.28 The RSS includes policies for creating new Green Infrastructure and enhancing the existing landscape. A number of studies, such as the East of England Biodiversity Mapping Project, the 50-year Biodiversity Vision Map produced by the Cambridgeshire and Peterborough Biodiversity Partnership and the Cambridgeshire Rights of Way Improvement Plan provided background to the development of the Green Infrastructure Strategy in 2006.
- 11.29 The Strategy is now being updated to cover the whole county and to link more closely to the Local Area Agreement (LAA). This will allow it to more easily address strategic issues, in particular within the LAA's climate change, growth, and health and wellbeing themes. The Strategy will map Landscape-Scale Green Infrastructure in Cambridgeshire and undertake more detailed District-based study to inform Local Development Framework documents.

#### **Overall Costs**

- 11.30 The Low Carbon Appraisal of the Long Term Delivery Plan suggests that achieving zero carbon building by 2016 will add between £1.5 and £2.5 billion to current levels of building costs. This includes the additional renewable energy requirements, but not transport investment. The Low Carbon Development Initiative Special Purpose Vehicle will cost approximately £2.25 million to establish and run during the first phase of 2009-2011, according to the Business Case.
- 11.31 A high-level estimate of the costs of Water Cycle Strategy coverage for the whole County suggests £500,000 in total. It is important to note that the water management infrastructure investment required for growth is likely to run to millions. However until the detailed WCS work has been undertaken for the County, the exact extent of these costs is unknown.

- 11.32 Costs are not currently available for all projects set out in the Green Infrastructure Strategy. An exercise to update and expand the GIS has begun, and this will clarify the overall cost of green infrastructure required by the growth agenda. An informed estimate of the total cost of fully implementing the current strategy is £100 million, of which £84 million is costed in detail.

### **Package Level Risks**

- 11.33 Management of strategic risks that would impact on growth throughout the County takes place through the Strategic Risk Register. All organisations represented on the Cambridgeshire Horizons input into these logs, through the Senior Officer Board. This group monitors risks, keeps the register up to date and ensures that risks are addressed by action across the partnership. Each risk is accorded a RAG status as follows:

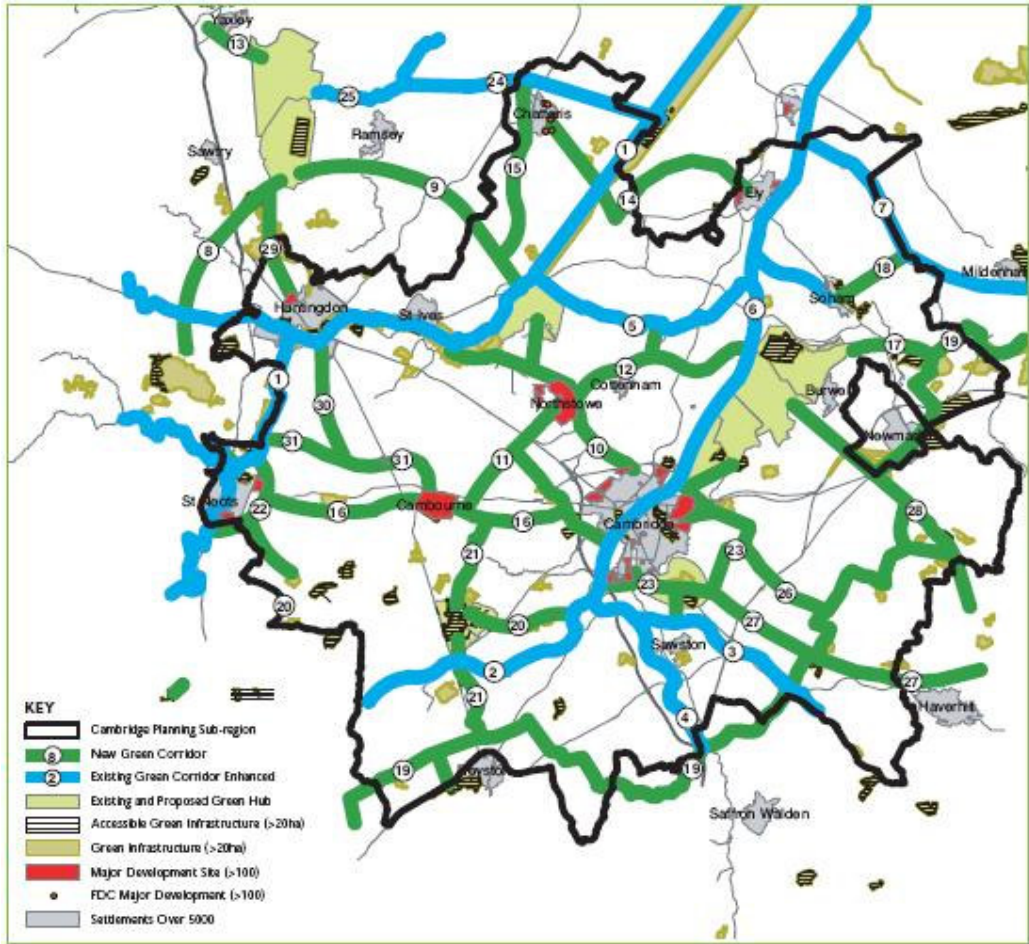
- Green – Monitoring but no action required.
- Amber – Action required, but process in place to manage risk.
- Red – Action required, no process agreed, intervention needed.

- 11.34 As of March 2009, strategic risks relating to climate change mitigation were as follows:

- *R9 Climate Change* Failure to adequately address climate change through design and build quality across the new developments (e.g., reducing carbon emissions, providing other energy sources, sustainability, waste reduction, re-use of construction materials, SUDS, zero-carbon design) leading to unsustainable reliance on non-renewable energy sources. Mitigations include implementation of the County Climate Change Action Plan and application of low carbon standards to public buildings, both in design and delivery.
- *R23 Utilities* Inadequate or poor provision of ‘Water Cycle’ management solutions across the developments leads to poor quality sustainable developments. In mitigation, Phase 2 WCS to be commissioned for carried out.
- *R16c Green Infrastructure*. Failure to deliver green infrastructure resulting in unsustainable communities. To mitigate, the partnership will ensure that green infrastructure provision is addressed, funded, and implemented.

- 11.35 The overarching risk of climate change is that the quality of life of the County is damaged by an inadequate response to the severity of the problem. To prevent this, strategies are being developed both to reduce greenhouse gas emissions and to promote resilience measures. In addition to plans at County and district level, the emerging East of England Implementation Plan includes a Climate Change Action Plan.

Map



Source: Green Infrastructure Strategy

Outcomes

- 11.36 The outcome of this package is that the growth in housing and economy that Cambridgeshire aspires to will simultaneously be used to promote sustainable energy and water use, as well as to protect and promote high quality green space and biodiversity, and to maximise the opportunities for the development of "green collar" jobs and companies in what will undoubtedly be a growing field for the application of new technology and management techniques.
- 11.37 Through the LCDI Special Purpose Vehicle, Cambridgeshire and the East of England region will directly benefit from the development of a working best practice model that will enable new and existing housing and commercial developments to grow with minimal carbon impact. The intended outcomes of the LCDI include:
  - Identification of a pipeline of potential projects and local authority partners in the region’s Growth Points to join the LCDI programme;

- Establishment of one regional low carbon LCDI partnership vehicle and two subsidiary site-specific SPVs , one of which will deliver the Northstowe renewable energy project;
  - Through tender or ongoing ownership, potentially the return of initial local authority and ERDF partner investment, re-investment of remaining surplus in further ongoing projects or retention of value to improve current delivery, forming a Low Carbon Investment Fund.
- 11.38 Putting together a suite of Water Cycle Strategies for the County will allow water to become a fully integrated consideration in the planning process, as well as ensuring growth does not have a negative impact on water resources. Developing detailed spatial plans for flooding, water quality, groundwater and surface water management will also assist planning for climate change resilience. As Cambridgeshire is one of the most water-stressed areas of the country, this is vital for future quality of life.
- 11.39 The implementation of the projects in the Green Infrastructure Strategy will deliver benefits in terms of:
- Climate change adaptation, particularly flood prevention,
  - Climate change mitigation, through the establishment of carbon sinks and promotion of sustainable transport routes,
  - Health and well-being (mental and physical),
  - Biodiversity protection and enhancement,
  - Education and community involvement/development,
  - Landscape protection and enhancement,
  - Community access and recreation,
  - Food, fuel and other sustainable resource production.

**Project List**

Name of project	<b>Renewable Energy Infrastructure Plan for Growth</b>
Investment Category	Utilities
Description	<p>To review the current levels of capacity within the national grid and to identify all necessary upgrades to cope with the additional requirements for growth. This study will examine the following:</p> <ul style="list-style-type: none"> <li>• Analyse energy demand (buildings, transport, waste and water) up to 2031 to identify the quantity of energy required to fulfil the growth agenda aspirations</li> <li>• Determine the projected CO2 emissions from above and identify the mitigation required</li> <li>• Scope sites in Cambridgeshire (major sites, urban extensions and those development of 100 homes or more) and identify the most cost effective solutions for renewable energy generation that delivers the most significant CO2 reductions.</li> </ul>

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	<ul style="list-style-type: none"> <li>• Develop an infrastructure delivery programme for RE infrastructure and consult on this infrastructure programme with stakeholders.</li> <li>• Identify how the public bodies in Cambridgeshire can use their current and future assets (public buildings, existing council housing stock, land) to provide anchor loads to support the longer-term viability of bringing forward new RE infrastructure. Relate these assets to the sites identified in 3 above.</li> <li>• Identify the constraints and benefits to Local Authorities (and other public bodies) of using their cash assets to support the delivery of local renewable energy schemes.</li> </ul>
Justification	To support the development of future renewable energy infrastructure by identifying the role and the business case for future public sector investment. Overall this will support low-carbon development in Cambridgeshire.
Delivery Lead	Cambridgeshire Horizons
Status	Project brief currently being developed
Total Cost	TBC
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Private sector contribution sought	N/A
Other Funding	
Comments	

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Name of project	<b>Water Cycle Strategies for the County</b>
Investment Category	Utilities
Description	Detailed water modelling and infrastructure planning for all districts.
Justification	Required to feed into spatial planning and inform decision making, with the aim of moving towards water neutrality.
Delivery Lead	Cambridgeshire Horizons in partnership with district and county councils, Environment Agency and other stakeholders
Status	Stage 1 WCS for major sites complete, stage 2 for major sites out to tender. HDC, ECDC and FDC being scoped.
Total Cost	For major sites, stage 1 £95,000 and stage 2 £87,000. ECDC and FDC, stages 1 & 2 £165,000. No costings for HDC WCS to available. Additional £26,000 project to identify constraints to growth from water resources.
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Private sector contribution sought	N/A
Other Funding	£195,000 from HGF revenue TBC, towards funding major sites phase 2 WCS, FDC & ECDC WCS, 50% match-funding HDC WCS.
Comments	

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Name of project	<b>Low Carbon Development Initiative Special Purpose Vehicle</b>
Investment Category	Utilities
Description	The purpose of the Low Carbon Development Initiative (LCDI) SPV is to overcome the early-stage development risks currently halting progress on delivering low carbon new housing and commercial developments.
Justification	Required to expand renewable energy capacity in the County.
Delivery Lead	Renewables East
Status	Business case prepared, funding bids underway
Total Cost	£2.25 million
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Private sector contribution sought	N/A
Other Funding	Housing Growth Fund £1 million, ERDF match funding bid underway.
Comments	

Name of project	<b>Ouse Valley Landscape Area</b>
Investment Category	Green Infrastructure
Description	<p>Ouse Valley Landscape Area. Includes the following sites, corridors and initiatives:</p> <p>Green Corridor 1: Ouse Valley</p> <p>St Neots Green Infrastructure</p> <p>Paxton Pits Nature Reserve</p> <p>Paxton Pits Expansion Project</p> <p>Hinchingbrooke Country Park</p> <p>Meadows, Commons and Nature Conservation sites along Ouse</p> <p>Green Infrastructure Initiative B: Houghton Meadows</p> <p>Green Infrastructure Initiative A: Fen Drayton Lakes</p> <p>Green Infrastructure Initiative C: Needingworth Wet Fen</p> <p>Green Infrastructure Initiative H: Ouse Wash Extensions</p> <p>WWT Welney Washes</p> <p>Green Corridor 5: Old West River</p> <p>Green Infrastructure Initiative M: Ely Country Park</p> <p>Green Corridor 10: Guided bus route green corridor: Cycleway/Bridleway Link</p>
Justification	<p>Green Infrastructure supports sustainable growth through the provision of significant benefits for:</p> <p>Climate change adaptation and mitigation</p> <p>Health and well-being (mental and physical)</p> <p>Biodiversity protection and enhancement</p> <p>Education and community involvement/development</p>

	Landscape protection and enhancement Community access and recreation Food, fuel and other sustainable resource production
Delivery Lead	Various
Status	Constituent projects are at various stages of delivery. Landscape Area concept to be developed as part of Green Infrastructure Strategy Review.
Total Cost	Over £15 million based on 2006 costs. Does not included new projects not yet included in Green Infrastructure Strategy.
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Private sector contribution sought	TBC
Other Funding	TBC
Comments	Please note that the above 'Project Name' is based on the assumed outcomes of the Green Infrastructure Review and 2 <sup>nd</sup> Edition. Other Landscape Areas may emerge as part of the Review. Sites, corridors and initiatives listed are not exhaustive and only represent those contained within the current Green Infrastructure Strategy. These may change as a result of the Review. Costs are an estimate based on information contained within the current Strategy. Not all projects listed have been costed, nor have the full costs for some projects been shown.

Name of project	<b>Cam Valley Landscape Area</b>
Investment Category	Green Infrastructure
Description	Cam Valley Landscape Area. Includes the following sites, corridors and initiatives:  Green Infrastructure Initiative V: Southern Fringe, Monsanto site  Green Infrastructure Initiative Y: Southern Fringe/Addenbrooke's  Green Infrastructure Initiative P: Cambridge Rowing Lake Milton Country Park  Green Corridor 2: River Rhee Enhancement Project Green Corridor 3: River Grant Enhancement Project Green Corridor 4: River Cam Enhancement Project
Justification	Green Infrastructure supports sustainable growth through the provision of significant benefits for:  Climate change adaptation and mitigation Health and well-being (mental and physical) Biodiversity protection and enhancement Education and community involvement/development Landscape protection and enhancement Community access and recreation Food, fuel and other sustainable resource production
Delivery Lead	Various
Status	Constituent projects are at various stages of delivery.

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	Landscape Area concept to be developed as part of Green Infrastructure Strategy Review.
Total Cost	Over £7 million based on 2006 costs. Does not included new projects not yet included in Green Infrastructure Strategy. Excluded development-based projects.
Carbon Impact	Decreased <b>CO<sub>2</sub> Emissions</b>
Private sector contribution sought	TBC
Other Funding	TBC
Comments	Please note that the above 'Project Name' is based on the assumed outcomes of the Green Infrastructure Review and 2 <sup>nd</sup> Edition. Other Landscape Areas may emerge as part of the Review. Sites, corridors and initiatives listed are not exhaustive and only represent those contained within the current Green Infrastructure Strategy. These may change as a result of the Review. Costs are an estimate based on information contained within the current Strategy. Not all projects listed have been costed, nor have the full costs for some projects been shown.

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Name of project	<b>Nene Washes Landscape Area</b>
Investment Category	Green Infrastructure
Description	Nene Washes Landscape Corridor. To be developed – not currently covered by existing Green Infrastructure Strategy for the Cambridge Sub-Region.
Justification	Green Infrastructure supports sustainable growth through the provision of significant benefits for: Climate change adaptation and mitigation Health and well-being (mental and physical) Biodiversity protection and enhancement Education and community involvement/development Landscape protection and enhancement Community access and recreation Food, fuel and other sustainable resource production
Delivery Lead	Various
Status	Landscape Area concept to be developed as part of Green Infrastructure Strategy Review.
Total Cost	TBC
Carbon Impact	Decreased <b>CO<sub>2</sub> Emissions</b>
Private sector contribution sought	TBC
Other Funding	TBC
Comments	Please note that the above 'Project Name' is based on the assumed outcomes of the Green Infrastructure Review and 2 <sup>nd</sup> Edition. Other Landscape Areas may emerge as part of the Review. Sites, corridors and initiatives listed are not exhaustive and only represent those contained within the current Green Infrastructure Strategy. These may change as a result of the Review. Costs are an estimate based on information contained within the current Strategy. Not all projects listed have been costed, nor have the full costs for some projects been shown.

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Name of project	<b>Southern Chalklands Landscape Area</b>
Investment Category	Green Infrastructure
Description	<p>Southern Chalklands Landscape Area. Includes the following sites, corridors and initiatives:</p> <p>Green Corridor 19: Icknield Way</p> <p>Green Corridor 21: Wimpole Hub</p> <p>Green Corridor 27: Roman Road</p> <p>Green Corridor 23: Cambridge Orbital Recreation Route</p> <p>Green Corridor 26: Fleam Dyke</p> <p>Green Corridor 28: Devil's Dyke</p> <p>Green Corridor 17: Wicken to Chippenham</p> <p>Green Infrastructure Initiative J: Bassingbourn Chalk Grassland Improvements</p> <p>Green Infrastructure Initiative R: Barrington Chalk Grassland Improvements</p> <p>RSPB Fowlmere Nature Reserve</p> <p>Green Infrastructure Initiative G: Gog Magog Countryside Project</p> <p>Green Infrastructure Initiative W: Cambridge East</p>
Justification	<p>Green Infrastructure supports sustainable growth through the provision of significant benefits for:</p> <p>Climate change adaptation and mitigation</p> <p>Health and well-being (mental and physical)</p> <p>Biodiversity protection and enhancement</p> <p>Education and community involvement/development</p> <p>Landscape protection and enhancement</p> <p>Community access and recreation</p> <p>Food, fuel and other sustainable resource production</p>
Delivery Lead	Various
Status	Constituent projects are at various stages of delivery. Landscape Area concept to be developed as part of Green Infrastructure Strategy Review.
Total Cost	Over £17 million based on 2006 costs. Does not include new projects not yet included in Green Infrastructure Strategy. Excluded development-based projects.
Carbon Impact	<b>Decreased CO<sub>2</sub> Emissions</b>
Private sector contribution sought	TBC
Other Funding	TBC
Comments	Please note that the above 'Project Name' is based on the assumed outcomes of the Green Infrastructure Review and 2 <sup>nd</sup> Edition. Other Landscape Areas may emerge as part of the Review. Sites, corridors and initiatives listed are not exhaustive and only represent those contained within the current Green Infrastructure Strategy. These may change as a result of the Review. Costs are an estimate based on information contained within the current Strategy. Not all projects listed have been costed, nor have the full costs for some projects been shown.

Name of project	<b>Wooded Claylands Landscape Area</b>
Investment Category	Green Infrastructure
Description	<p>Wooded Claylands Landscape Area. Includes the following sites, corridors and initiatives:</p> <p>West Cambridgeshire Hundreds (formerly Forest of South Cambridgeshire)</p> <p>Green Infrastructure Initiative D: Grafham Water Ancient and Semi Natural Woodland Link/Brampton Woodlands</p> <p>Huntingdonshire Wolds</p> <p>Woodditton – Weston Green Woodland cluster</p> <p>Green Corridor 16: Cambridge to St Neots</p> <p>Green Corridor 21: Cambourne – Wimpole Hub</p> <p>Green Corridor 22: Land east of St Neots</p> <p>Green Corridor 20: Wimpole to Greensand Ridge</p> <p>Green Corridor 30: Godmanchester to Cambourne Link</p> <p>Green Corridor 31: Ouse Valley to Cambourne</p> <p>Green Corridor 11: North west Cambridge Settlement Link</p> <p>Green Infrastructure Initiative Q: land east of St Neots</p> <p>Green Infrastructure Initiative N: Regional Arboretum</p> <p>Green Infrastructure Initiative K: Wimpole Hub Project</p> <p>Green Infrastructure Initiative U: Coton Countryside Reserve</p> <p>Green Infrastructure Initiative X: NIAB/NW Cambridge</p> <p>Green Infrastructure Initiative T: Northwest of Huntingdon</p> <p>Green Corridor 29: Huntingdon towards Peterborough</p> <p>Green Corridor 8: Grafham Water to Abbots Ripton</p>
Justification	<p>Green Infrastructure supports sustainable growth through the provision of significant benefits for:</p> <p>Climate change adaptation and mitigation</p> <p>Health and well-being (mental and physical)</p> <p>Biodiversity protection and enhancement</p> <p>Education and community involvement/development</p> <p>Landscape protection and enhancement</p> <p>Community access and recreation</p> <p>Food, fuel and other sustainable resource production</p>
Delivery Lead	Various
Status	Constituent projects are at various stages of delivery. Landscape Area concept to be developed as part of Green Infrastructure Strategy Review.
Total Cost	Over £25 million based on 2006 costs. Does not included new projects not yet included in Green Infrastructure Strategy. Excluded development-based projects.
Carbon Impact	<b>Decreased CO<sub>2</sub> Emissions</b>
Private sector contribution sought	TBC
Other Funding	TBC

Comments	Please note that the above 'Project Name' is based on the assumed outcomes of the Green Infrastructure Review and 2 <sup>nd</sup> Edition. Other Landscape Areas may emerge as part of the Review. Sites, corridors and initiatives listed are not exhaustive and only represent those contained within the current Green Infrastructure Strategy. These may change as a result of the Review. Costs are an estimate based on information contained within the current Strategy. Not all projects listed have been costed, nor have the full costs for some projects been shown.
Name of project	<b>Fens Landscape Area</b>
Investment Category	Green Infrastructure
Description	<p>Fens Landscape Area. Includes the following sites, corridors and initiatives:</p> <p>Green Infrastructure Initiative F: Wicken Fen Vision</p> <p>Green Infrastructure Initiative E: Great Fen Project</p> <p>Block Fen</p> <p>Earith-Mepal Complex</p> <p>Green Infrastructure Initiative L: South Chatteris Country Park</p> <p>Green Corridor 9: Fen edge project</p> <p>Green Corridor 15: Chatteris to Somersham</p> <p>Green Corridor 14: Chatteris to Ely</p> <p>Green Corridor 24:Fen Waterways Project</p> <p>Green Corridor 25: Fen Waterway to Great Fen Project</p> <p>Green Corridor 13: South Peterborough Green Park to Great Fen Link</p>
Justification	<p>Green Infrastructure supports sustainable growth through the provision of significant benefits for:</p> <p>Climate change adaptation and mitigation</p> <p>Health and well-being (mental and physical)</p> <p>Biodiversity protection and enhancement</p> <p>Education and community involvement/development</p> <p>Landscape protection and enhancement</p> <p>Community access and recreation</p> <p>Food, fuel and other sustainable resource production</p>
Delivery Lead	Various
Status	Constituent projects are at various stages of delivery. Landscape Area concept to be developed as part of Green Infrastructure Strategy Review.
Total Cost	Over £20 million based on 2006 costs. Does not included new projects not yet included in Green Infrastructure Strategy. Excluded development-based projects.
Carbon Impact	<b>Decreased CO<sub>2</sub> Emissions</b>
Private sector contribution sought	TBC
Other Funding	TBC
Comments	Please note that the above 'Project Name' is based on the assumed outcomes of the Green Infrastructure Review and 2 <sup>nd</sup> Edition. Other Landscape Areas may emerge as part of the

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Review. Sites, corridors and initiatives listed are not exhaustive and only represent those contained within the current Green Infrastructure Strategy. These may change as a result of the Review. Costs are an estimate based on information contained within the current Strategy. Not all projects listed have been costed, nor have the full costs for some projects been shown.

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Name of project	<b>Clay Ridge Corridors Landscape Area</b>
Investment Category	Green Infrastructure
Description	Clay Ridge Corridors Landscape Area. To be developed – not currently covered by existing Green Infrastructure Strategy for the Cambridge Sub-Region. Likely to include:  Northamptonshire Clay Ridge (inc Bullock Road, Aversley Wood, Archers Wood).  Huntingdon – Ely – Littleport Clay Ridge (inc Green Corridor 12: Northstowe to Wicken Fen).
Justification	Green Infrastructure supports sustainable growth through the provision of significant benefits for:  Climate change adaptation and mitigation Health and well-being (mental and physical) Biodiversity protection and enhancement Education and community involvement/development Landscape protection and enhancement Community access and recreation Food, fuel and other sustainable resource production
Delivery Lead	Various
Status	Landscape Area concept to be developed as part of Green Infrastructure Strategy Review.
Total Cost	Not known at this stage.
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Private sector contribution sought	TBC
Other Funding	TBC
Comments	Please note that the above 'Project Name' is based on the assumed outcomes of the Green Infrastructure Review and 2 <sup>nd</sup> Edition. Other Landscape Areas may emerge as part of the Review. Sites, corridors and initiatives listed are not exhaustive and only represent those contained within the current Green Infrastructure Strategy. These may change as a result of the Review. Costs are an estimate based on information contained within the current Strategy. Not all projects listed have been costed, nor have the full costs for some projects been shown.

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Name of project	<b>Limestone Landscape Area</b>
Investment Category	Green Infrastructure
Description	Limestone Landscape Area. To be developed – not currently covered by existing Green Infrastructure Strategy for the Cambridge Sub-Region.
Justification	Green Infrastructure supports sustainable growth through the

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	provision of significant benefits for: Climate change adaptation and mitigation Health and well-being (mental and physical) Biodiversity protection and enhancement Education and community involvement/development Landscape protection and enhancement Community access and recreation Food, fuel and other sustainable resource production
Delivery Lead	Various
Status	Landscape Area concept to be developed as part of Green Infrastructure Strategy Review.
Total Cost	Not known at this stage.
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Private sector contribution sought	TBC
Other Funding	TBC
Comments	Please note that the above 'Project Name' is based on the assumed outcomes of the Green Infrastructure Review and 2 <sup>nd</sup> Edition. Other Landscape Areas may emerge as part of the Review. Sites, corridors and initiatives listed are not exhaustive and only represent those contained within the current Green Infrastructure Strategy. These may change as a result of the Review. Costs are an estimate based on information contained within the current Strategy. Not all projects listed have been costed, nor have the full costs for some projects been shown.
<b>Name of project</b>	<b>Household Waste Recycling Centres</b>
Investment Category	Utilities
Description	Provisions of 4 new household waste recycling centres to serve the needs of a growing population of Cambridge
Justification	To ensure population growth in Cambridge does not put additional pressure on existing facilities, and to ensure Cambridgeshire maintains its high levels of recycling.
Delivery Lead	Cambridgeshire County Council
Status	To be confirmed in Waste and Minerals LDF
Total Cost	c. £5 – 7 million per recycling centre
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Private sector contribution sought	N/A
Other Funding	
Comments	

Name of project	<b>Recycling Centre Upgrades</b>
Investment Category	Utilities
Description	Upgrading six existing recycling centres around Cambridge to cope with population growth and to provide more advanced recycling technologies.
Justification	To provide split-level recycling centres to enable easier sorting of waste for members of the public. Enhanced facilities will also help to support higher levels of recycling across the County.
Delivery Lead	Cambridgeshire County Council
Status	To be confirmed in Waste and Minerals LDF
Total Cost	£1 – 7 million per recycling centre, depending upon the level of upgrade desired
Carbon Impact	Decreased <b>CO<sub>2</sub> Emissions</b>
Private sector contribution sought	N/A
Other Funding	
Comments	

### ***Phasing and Interdependencies***

- 11.40 Climate Change has no single mitigation, and responses to it must be considered holistically. For instance, it is important that the interdependence between sustainable water management and green infrastructure is recognised, as many projects can deliver both. Green spaces can be managed in such a way as to reduce flood risk and remove the need for piped surface water drainage. Strategic Sustainable Urban Drainage Systems (SUDS) can be green infrastructure projects in their own right. The Green Infrastructure Strategy is long term in nature; certain projects within it will take decades to mature.
- 11.41 By 2011, Water Cycle Strategies will cover the whole County, and a costed programme of water infrastructure works will be in place. The LCDI Special Purpose Vehicle will begin operation in 2009.

## 12: Strategic Community Infrastructure

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### **Summary of Package**

- 12.1 Successful new communities require a broad range of cultural facilities to support and enhance quality of life. Too often new settlements are built without the necessary community infrastructure in place, resulting in isolated and uninviting settlements with residents reliant on out-commuting to pursue cultural and leisure activities, something that is unsustainable from both a social and environmental point of view.
- 12.2 It is well established that Cambridge punches above its weight economically and academically. With substantial forecast population growth in the East of England, and the Cambridge area in particular, there is potential for greater markets for cultural facilities, which would support economic growth and provide wider benefits for the growing community. The growth agenda provides the opportunity to develop exciting new facilities as well as enhancing existing ones. This offers a major opportunity for both new and existing residents to see the benefits of growth and to enhance Cambridgeshire's already-strong brand identity as a county that attracts businesses and individuals.
- 12.3 Unfortunately new cultural facilities have frequently been located at the fringes of the communities they serve and designed for only one core use. In times when securing investment for cultural facilities will prove highly challenging due to the scarcity of available public subsidies, it is important that new cultural facilities are planned to maximise their viability and made accessible to the broadest possible range of users. By considering arts, culture and sport as part of the wider cultural agenda, the intention is to maximise the potential of available funding and ensure the development of genuinely sustainable community hubs.

### **Arts & Culture**

- 12.4 Major Arts and Cultural venues are often a major element of inward investment strategies. There are many examples of varying sizes and specification throughout the country. Some of the better-known venues, such as The Sage in Gateshead and Bridgewater Hall in Manchester, serve much larger population catchment areas than Cambridge; however smaller-scale regional examples based around cities such as York or Bath are also in existence. Any such facility would clearly be designed to serve the wider county and regional market for arts and culture.
- 12.5 A major Arts and Cultural facility was identified as a priority in the Sub-Regional Arts and Culture Facilities Strategy. A concert hall/events venue would form part of the cultural infrastructure required to satisfy the needs of the new communities in the sub-region while a large-scale conference centre would put Cambridgeshire on the conference organizers map and create a positive economic impact.
- 12.6 The cost of a combined concert hall/conference centre facility is difficult to estimate without a more precise vision for the building. However, estimating a capital budget of in excess of

£40 million, it must be recognised that direct revenue generated by similar venues is typically insufficient to service the debt of arts programmes and meet ongoing operational costs and these losses have to be borne by tax contributions or cross subsidies. If the facility were designed to replace the Cambridge Corn Exchange, then current public sector funding could be switched making a more generous contribution to its running costs and/or capital costs.

### **Sports**

- 12.7 The sub-regional Major Sports Facilities Strategy identified a number of key priorities for future sports provision. Central to its analysis was a recommendation to create a network of high quality community and specialist sports facilities to enhance the quality of life in new and existing communities. The strategy identifies four key priorities for Cambridgeshire: a community football stadium, an ice rink, a multi-lane rowing facility, and a 50 metre swimming pool.
- 12.8 Horizons have been working with partners from the local authorities, Football Association and the three Cambridge football clubs and a rugby club to investigate the feasibility of a Community Stadium. This would be a major spectator sports facility, supplemented with a range of community facilities to meet a local need. Activities could include the use of the pitch and stadium for local football matches or other sporting or outdoor events. The stadium could also provide additional training pitches, possibly all weather, a dance studio, educational facilities, health centre, fitness suite, gymnasium, specialist treatment centre, physiotherapy rooms, conference and meeting spaces, restaurants and possibly a hotel.
- 12.9 There are various ownership models for a Community Stadium, including local authority ownership, lease arrangements and independent trust ownership. A critical factor for any such stadium would be to ensure that the specification meets the objectives of the area, such as supporting the Cambridgeshire Together vision broad objectives of growth, economy, environment, inclusion and well-being, and learning.
- 12.10 The Community Stadium feasibility study, commissioned by Horizons in 2007, identifies approximate costs for a Community Stadium to be between £12 million and £16 million for an optimum 8,000 -10,000 seat stadium with community facilities. For the scheme to come to fruition funding would be required from a range of partners. This could include developer funding, private investment, grants (e.g. from the Football Foundation or/and Sport England), developer funding and public funds (e.g. Growth Funds) to reflect the private and community benefits of the scheme. The report also identifies potential income sources, including gate receipts, fees and commercial enterprise, such as provision of a restaurant or conference facilities. The commercial potential of the project suggests that further work should be undertaken on developing a business case, led by a club or the FA.

### **Overall Costs**

- 12.11 The overall costs for strategic community infrastructure as described below, are likely to total in the region of £60 million in capital expenditure, with a commitment of at least £10 million for ongoing revenue costs including some degree of local authority subsidy. It should be noted that this figure is only outline and that costs are likely to change once the precise nature of any chosen scheme is better known. Furthermore there are a range of other potential

projects emerging from the sub-regional facilities strategies whose feasibility has not yet been explored, but which could still be delivered.

### **Outcomes**

- 12.12 The outcome of such an investment would be the provision of high-quality cultural facilities for Cambridgeshire and the region that would enhance the quality of life for residents and potentially provide assets and revenue for the owner(s) of such facilities. This package will enhance Cambridge's standing as a significant regional cultural venue and provide modern facilities that can support the demands of a growing population.
- 12.13 Economically this package will widen the regional appeal of Cambridgeshire, firmly establishing its reputation as a regional centre and bringing greater numbers of visitors to the county, generating further economic growth. If well located and connected to public transport, such facilities could help reduce the levels of car journeys for leisure and recreational activities, thus leading to a reduction in carbon emissions across the county.

### **Project List**

Name of project	<b>Community Stadium</b>
Investment Category	Strategic & community Infrastructure
Description	A 10,000 all-seater sports stadium to be the new home of Cambridge United and potentially another of the city's main sports clubs. In addition this development will provide a range of community facilities including training pitches, a health centre, education facilities and business units.
Justification	Current sports provision in Cambridge is inadequate to cope with the demands of a growing population, whilst Cambridge United have a pressing need to relocate to a new ground. More widely, through the provision of community facilities, this project will bring benefits in terms of: Health & well-being Inclusion and participation Education and community development Leisure and recreation
Delivery Lead	Various
Status	Feasibility study suggested possible facility combinations and site locations. Work is ongoing to establish the project vision and look at the more detailed locational aspects
Total Cost	£10 – 14 million, depending on level of facilities provided
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Private sector contribution sought	TBC
Other Funding	TBC
Comments	

Name of project	<b>Large-scale arts facility</b>
Investment Category	Strategic & Community Infrastructure
Description	<p>A large scale concert hall/and or conference centre for Cambridge. Subject to confirmation of the project vision this will include one or more of the following facilities:</p> <p>Concert hall/conference centre (1,200 capacity)</p> <p>Exhibition Space (c. 3,000m<sup>2</sup>)</p> <p>Associated retail and entertainment space</p>
Justification	<p>Existing concert facilities in Cambridge are in need of some upgrading, particularly to cope with the demands of a growing population. An EEDA report from 2007 identified Cambridge as the only settlement in the East of England capable of supporting a regional-scale arts development. Such a facility would improve the cultural provision for residents of Cambridge and the surrounding area, supporting or potentially replacing some of the existing provision.</p> <p>Cambridgeshire currently lacks a conference centre capable of hosting national-scale conferences. Such a facility could stimulate the business tourist market, and bring benefits to supporting infrastructure such as hotels and restaurants.</p> <p>More widely, both facilities could bring wider benefits to the whole community in terms of</p> <p>Inclusion and participation</p> <p>Education and community development</p> <p>Leisure and recreation</p>
Delivery Lead	Various
Status	A feasibility study has been completed which considered possible facility combinations and scales. Discussions are ongoing with partners to consider locational issues and the overall project vision
Total Cost	c. £40,000,000 in capital costs, plus further support in terms of ongoing revenue costs.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Private sector contribution sought	TBC
Other Funding	TBC
Comments	

- 12.14 Cambridgeshire Horizons' sub-regional arts and sports strategies identify a range of possible projects that would enhance cultural and sports provision for a growing sub-region. These have not yet been considered to the same level of detail as those projects listed above; the table below summarises these projects, providing indicative capital costs where available.

Project	Description	Indicative Cost
Regional Centre for	Cambridge hosts a vibrant creative high tech sector yet the	TBC

Creativity		region lacks sufficient flexible and affordable workspaces for creative businesses. A regional centre for creativity could act as an innovation hub to bring the business and creative sectors together.	
County and Cambridgeshire Collection	Archives	The proposed development of a Historical Resource and Cultural Centre to house the county's archive collection and famous Cambridgeshire Collection and provide an opportunity for exhibition, display and promotion of Cambridgeshire's historical and archeological resources.	TBC
Ice rink		Analysis shows that there is demand and a unique catchment area for a potential ice rink development with plans well advanced through the Cambridge University led consortium. This would bring benefit to local sports clubs, the university and the wider community.	£6 million
Multi-lane Facility	Rowing	Develop a high quality regional rowing facility, suitable for both training and national competitions. Cambridge Sports Lake Trust have already secured planning permission on a site north of Cambridge, however further funding is required to enable construction to begin.	c. £16 million
50 Metre Pool		The development of a 50 metre regional training pool will help provide for elite and club development pathways within Cambridgeshire, and would also cater for other aquatic disciplines.	£10 million
Gymnastics Centre		To complement the specialist provision at Huntingdon, a second gymnastics centre based in the east of Cambridgeshire would benefit club development and could be linked to school provision for growth.	£2 million
Sports Halls		3 -4 indoor sport halls will be required for a growing Cambridgeshire, these would be flexibly designed to accommodate a range of indoor sports (e.g. badminton, tennis, football, etc)	£2.5 million per hall
Martial Arts		A specialist martial arts centre should be co-located with other facilities, e.g. gymnastics, and should be linked to a strong local club. Club development and potential co-location with other sporting provision should be the key determinants for location.	£0.5 million
Indoor tennis		There is a need for increased indoor tennis provision across the sub-region although the focus should be outside of Cambridge as the City has 15 of the 18 indoor courts in the region. It is important that any new provision is closely linked to club development structures and pathways.	£2.2 million
Indoor Cricket		A 2 lane specialist indoor cricket facility to serve the Huntingdonshire area, this will complement the good level	£1.2 million

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	of provisions based around Cambridge.	
Equestrian Centre	An opportunity driven by the popularity of equestrian activities within Cambridgeshire and the potential to deliver training and competition opportunities in the build up to 2012.	£1 million
Water sports	Grafham Water Centre is an existing facility of sub-regional, if not regional significance. It is anticipated that the recently approved proposals and funding for improvement will protect its long-term sustainability and its sub-regional role. However, urgent action needs to be taken to address the £400,000 funding shortfall in terms of delivering its multi-phased developments.	£0.4 million
Indoor Bowls	There is a demand for indoor bowls provision. Careful consideration should be made with regards to location of such provision in relation to other facilities, alongside sustainable operational models. Elsewhere within the county the focus for improved provision should be rationalisation, for e.g. the potential opportunity for the relocation of the City of Ely Club.	£1 million

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### ***Phasing and Interdependencies***

- 12.57 The list above details the identified needs for strategic sports, arts, and community facilities. Further work has progressed on identifying sites for a potential Community Stadium and Large-scale Arts Facility, however decisions have yet to be made on taking the other potential projects forward. Timescales for these projects will be entirely dependent on the availability of funding, which has yet to be identified and will a considerable challenge to secure. There is considerable potential for co-location of more than one facility, especially with regard to sports provision.

## **Part Three: Spatial Packages**

## 13: Introduction to the Spatial Packages

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- 13.1 In response to the evidence and analysis presented in Part One, seven spatial packages have been identified, drawing on the existing spatial and economic strategies for Cambridgeshire. Together these will contribute significantly to delivering the medium-long term aspirations for sustainable economic and housing growth across Cambridgeshire. These packages are:
- Spatial Package 1: CB1 and Cambridge City Centre
  - Spatial Package 2: Cambridge Southern Fringe
  - Spatial Package 3: North West Cambridge
  - Spatial Package 4: Cambridge East
  - Spatial Package 5: Chesterton Strategic Interchange and Gateway
  - Spatial Package 6: Northstowe
  - Spatial Package 7: Strategic Market Towns
- 13.2 Detailed explanations as to the rationale for each of the spatial packages, the outcomes they will deliver, the interventions on which they depend, and the scale and timing of the investment that is required, are provided in the chapters that follow.
- 13.3 Each consists of the capital infrastructure projects required to unlock housing and economic growth in each area to 2021. Groundworks and utilities are not included, but facilities required to unlock development of the site and subsequently serve it are. Many of the costs within the packages are sourced from Cambridgeshire Horizons' Long Term Delivery Plan (LTDP<sup>25</sup>), which made a high-level assessment of the infrastructure needs of certain growth sites. This was completed in August 2007, and in some cases further detailed work and negotiations have revised the figures. Sources are cited for all figures shown.

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<sup>25</sup> [http://www.cambridgeshirehorizons.co.uk/documents/publications/reference/sub-region\\_long\\_term\\_delivery\\_plan.pdf](http://www.cambridgeshirehorizons.co.uk/documents/publications/reference/sub-region_long_term_delivery_plan.pdf)

## 14: CB1 & Cambridge City Centre

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### **Summary of Package**

- 14.1 CB1 is a scheme to transform Cambridge railway station in order to provide a superb gateway into the city. It is the largest development project ever planned for the city centre, covering nearly 10 hectares. The following elements are included in the Area Development Framework and planning application for the site:
- Significant upgrades and refurbishment of the railway station
  - Large tree-lined public square to the front of the station
  - Guided busway and city bus interchange
  - 632-space car park and 2812-space bike park
  - 5250 sqm of retail floorspace
  - 331 residential units (40% affordable)
  - 1250 student bedsits
  - 120-bed hotel
  - 3 six-storey office buildings with floorspace totalling 53,560 sqm
  - NHS polyclinic
  - Community facilities
  - Potential creative industries hub.
- 14.2 The CB1 development gained resolution to grant outline planning permission in October 2008, and is currently negotiating a S106 agreement.

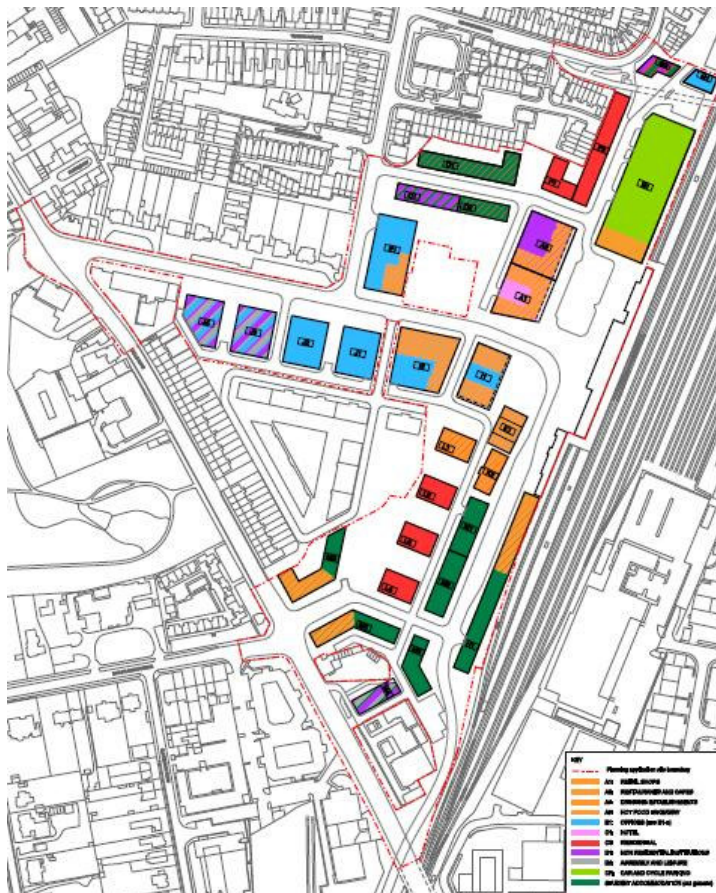
### **Overall Costs**

- 14.3 Viability assessment work on this scheme concluded that the overall cost of infrastructure needed to support it is approximately £18 million. This does not include Network Rail's costs for station refurbishment, as these are not currently available, but which are expected to be met by Network Rail core funding. The Creative Industries incubator unit will cost £7.75 million to develop, taking the total package cost to £25.75 million.

**Package Level Risks**

14.4 An assessment of the financial viability of the scheme was carried out to inform the planning application process, and concluded that the scheme was broadly ‘viable’. This assessment was carried out in mid-2008; the economic downturn will have affected this position. In addition, assumptions were made on the availability of Community Infrastructure Fund (£3 million) and Housing Growth Fund (£1.5 million) to support this scheme. The Community Infrastructure Fund monies have not yet been confirmed.

**Map**



Source: CB1 Planning Application, <http://www.cambridge.gov.uk/ccm/content/development-control/major-applications-within-the-city.en>

**Outcomes**

14.5 This office and retail-led package offers a unique opportunity to transform an area of Cambridge city that is vital to the economic and social wellbeing of all its residents, as well as having wider regional significance. The existing station approach is run-down, congested and inconvenient. In keeping with its status as a key driver of the UK economy, Cambridge requires a modern transport hub to promote sustainable travel and move towards a low carbon economy. CB1 will form an exciting new economic locus for the city, as well as improving access to the rest of the UK and beyond for the County.

**Project List**

Name of project	<b>Transport Interchange</b>
Investment Category	Transport
Description	Public square outside the station, to accommodate drop-off point, taxi rank, nine bus stops, additional cycle parking.
Justification	Required to facilitate easy interchange between trains, guided buses, standard buses, taxis, cars, bicycles and pedestrians as set out in the Station Area Development Framework.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	The developers, Ashwells CB1 Ltd
Comments	To receive HGF funding
Name of project	<b>Junction Improvements</b>
Investment Category	Transport
Description	Alterations to the Hills Road/Station Road junction to include relocation of war memorial and new pedestrian crossings. Alterations to Station Road/Tenison Road junction to include a raised table and new pedestrian refuge.
Justification	Required to prevent additional congestion on key junctions around the station area as a result of this development.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	The developers, Ashwells CB1 Ltd
Comments	
Name of project	<b>New access roads</b>
Investment Category	Transport
Description	New North Access Road (NAR) to run parallel to Station Road. Two new Southern Access Roads to run perpendicular to Station Road. New bus/cycle link road to form a fourth arm to the Brooklands Avenue/Hills Road junction.
Justification	These roads are required to serve the station square, bus interchange and new housing areas.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	The developers, Ashwells CB1 Ltd
Comments	To receive CIF funding

Name of project	Low Carbon Creative Industries Incubator
Investment Category	Economic Development
Description	Development of new Creative Industries incubator providing flexible work space, public art area and networking space
Justification	Key opportunity to link media-tech companies in Greater Cambridge with Creative Industries sector groups within proximity of developments at Kings Cross
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Delivery Lead	Anglia Ruskin University
Comments	

Name of project	<b>Upgrades to Cambridge railway station</b>
Investment Category	Transport
Description	Refurbishment and expansion of Cambridge station, to include a new island platform to allow use of 12-car trains. Enlargement of ticket hall is under consideration as part of this.
Justification	Required to cope with increasing rail passenger numbers and proposed increases in number of carriages per train and frequency of services.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Network Rail and Train Operating Companies
Comments	

### ***Phasing and Interdependencies***

- 14.6 The CB1 redevelopment is expected to start in 2010. It is interdependent with the Cambridgeshire Guided Busway, which is now expected to be complete in late summer 2009.
- 14.7 The timing of the Community Infrastructure Fund and Transport Innovation Fund will impact on CB1. Network Rail's plans for the station refurbishment and island platform will also have an impact.

	2009	2010	2011	2012	2013	2014
Transport Interchange						
Junction Improvements						
Access Roads						
Low Carbon Incubator						

Railway Upgrades						
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## 15: Cambridge Southern Fringe

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### ***Summary of Package***

- 15.1 Cambridge Southern Fringe will be a vibrant, innovative and distinctive urban extension to Cambridge, which will complement and enhance the character of the city. Development will secure a Countryside Enhancement Strategy comprising landscape, biodiversity and public access enhancements in the surrounding countryside, which will complement the existing landscape character of the area and protect and enhance the setting of the city.
- 15.2 The 2003 Structure Plan identified land to the south and east of Trumpington and adjoining Addenbrooke's Hospital for development to provide a major urban extension to Cambridge (Policy P9/2c). It requires that provision be made for housing and mixed-use development as well as a major new employment area all on land to be released from the Green Belt.
- 15.3 The Southern Fringe urban extension will include around 4,000 new homes, additional employment opportunities, and a range of new transport services and community facilities. The new homes will be built on the four residential sites: Trumpington Meadows (1200 units), Clay Farm (2300 units), Glebe Farm (300 units), and Bell School (350 units).
- 15.4 In addition to this new residential community, the Structure Plan also allows for the expansion of the Addenbrooke's campus. This campus provides not only hospital services but accommodates significant amounts of teaching and bio medical research activities. The proposals ('The 2020 Vision') submitted by the Hospital Trust and its developer partners, foresees the expansion of the campus to create the Cambridge Biomedical Campus. A further 70 acres of land will be developed, around a third of which will allow for the expansion of the clinical facilities. This additional capacity is required to allow for the treatment of the growing population, development of specialist services and improvement of the existing hospital facilities. The Papworth Hospital Foundation NHS Trust is actively planning its transfer to the campus in around 4 year's time. The remaining land will be developed to provide additional bio medical research space, including a new building for the Medical Research Council's nationally acclaimed Laboratory of Molecular Biology. Construction work on this new facility is already underway. It is expected that a further 7,000 to 8,000 jobs will be created on the campus, providing a significant proportion of Cambridgeshire's future employment target. Further land has been 'safeguarded' to allow future expansion of the clinical and medical research facilities in the longer term. The Cambridgeshire Guided Busway (CGB) will also link the development to the city centre and the new development of CB1.
- 15.5 The Cambridge City Local Plan 2006 explains that the Southern Fringe will meet a range of needs for the City. These include providing more housing close to the existing employment area of Addenbrooke's Hospital. The Southern Fringe is mainly located within the Cambridge City Council area, but some of the land also falls with South Cambridgeshire District Council boundaries. The two local authorities have therefore been working together closely to push forward a cohesive development. The residential sites include proposals for extensive green open space, within the community and for two large parks.

- 15.6 This package is required to ensure that the Southern Fringe becomes a sustainable, high-quality community. The Addenbrooke's Access Road is a key transport infrastructure project required to open up the site for public and private transport, including the provision of a more direct link to the M11. Without this access, the development would add congestion to an area of Cambridge already struggling with existing road capacity.
- 15.7 To support the new homes, Cambridgeshire County Council are preparing to build a new secondary school and two new primary schools, as well as to extending the existing Fawcett primary school in Trumpington. The area will also require a new children's centre and a joint, co-located library, community centre, youth facility and GP surgery. In order to ensure that car use in the new community is as low as possible, improved transport links into Cambridge and surrounding areas will be provided. These will include access to the Cambridgeshire Guided Busway, walking routes and cycling paths.
- 15.8 As of June 2009, the five planning applications for the Southern Fringe urban extension have resolution to permit, and are in the process of agreeing S106 packages. Given the current economic climate and falling housing market, the two larger residential sites are undergoing viability testing as part of the S106 negotiations. It is envisaged that outline planning permissions could be issued in late Summer 2009. Start on site is expected in 2010, with build-out lasting an estimated 10 years.
- 15.9 The Southern Fringe Delivery Board manages delivery of the Southern Fringe urban extension through the delivery plan. Set up and administered by Cambridgeshire Horizons, the Delivery Board includes all key public sector partners and developers from the five sites. It meets bi-monthly and owns the Delivery Plan, which is updated by Cambridgeshire Horizons. The Delivery Plan brings together all essential information on the development's timescales, risks, and infrastructure requirements.

### ***Overall Costs***

- 15.10 The total cost of the Southern Fringe Spatial Package is approximately £109 million, based on an aggregation of the projects below. This excludes the Cambridge Biomedical Campus development, which would add an additional £1.4 billion, as the vast majority of this investment will be from NHS and developer funding.

### ***Package Level Risks***

- 15.11 Management of risks takes place through the Risk and Issue Logs in the Southern Fringe Delivery Plan. All organisations represented on the Delivery Board input into these logs, keeping them up to date and ensuring that risks are addressed by action across the partnership. Each risk or issue is accorded a RAG status as follows:
- Green – Monitoring but no action required.
  - Amber – Action required, but process in place to manage risk.
  - Red – Action required, no process agreed, intervention needed.
- 15.12 In March 2009, the risks and issues flagged red were as follows:

- *SFR20* Failure to complete Southern Fringe S106 contributions levels of proposed agreements to meet deadlines set by planning committee, resulting in delay to issue of decision notices or appeal for non-determination.
- *SFI3* Viability of sites with current levels of proposed S106 contributions being questioned by developers. Requests for rephrasing of S106 payments or reopening of viability modelling have been requested across the Southern Fringe.

15.13 Mitigations are in place for all risks and issues, the two above are currently considered the most serious threats to the delivery of a balanced and sustainable new community at the Southern Fringe. To address viability concerns, options for creative use of funding streams, such as Housing Growth Fund, and a flexible approach to S106 are being explored, in liaison with HCA.

### Map



Source: Cambridgeshire Horizons,  
[http://www.cambridgeshirehorizons.co.uk/whats\\_going\\_on/projects/project\\_gallery.aspx?ID=4](http://www.cambridgeshirehorizons.co.uk/whats_going_on/projects/project_gallery.aspx?ID=4)

### Outcomes

15.14 At package level, the successful outcome will be a high-quality, inclusive new community extending Cambridge to the South. This would address the overall housing shortage in the County by providing an additional 4000 homes, 40% of which would be affordable. The Addenbrooke's 2020 development will deliver approximately 8000 new jobs, allow Addenbrooke's to provide appropriate accommodation for the treatment of its patients, provide additional clinical specialities, and develop the national and international reputation of the teaching and research activities on the campus. The Southern Fringe will thus be a major contributor to RSS and RES targets for new housing and jobs.

### **Southern Fringe Spatial Package Project List**

Name of project	<b>Southern Fringe Education</b>
Investment Category	Education
Description	New secondary school, two new primary schools, extension to existing Fawcett Primary School, Children's Centre
Justification	Required for sufficient timely education facilities to be available within the new community
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	
Name of project	<b>Southern Fringe Waste</b>
Investment Category	Waste
Description	Recycling centre
Justification	Required for sufficient timely facilities for waste handling and recycling
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	
Name of project	Cambridge Bio-Medical Campus, including business start-up incubator
Investment Category	Economic Development
Description	Development of Addenbrooke's site for additional public and private sector research activity, related business premises and start-up incubator
Justification	Part of approved 2020 Vision
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridge University Hospitals (Addenbrooke's)
Comments	
Name of project	<b>Community Facilities</b>
Investment Category	Community Infrastructure
Description	Joint Community Facility and temporary interim provision

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	of community rooms
Justification	Required for sufficient timely community facilities to be available within the new community, to promote cohesion and quality of life
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Local Authorities and Cambridgeshire Horizons
Comments	Joint facility at Clay Farm to include library, health centre, police & social services, community uses and some residential

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Name of project	<b>Addenbrooke's Access Road</b>
Investment Category	Transport
Description	Link road
Justification	Opens up development on the Southern Fringe
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	Phase 1 complete, phase 2 under construction, phase 3 (the 2020 Boulevard) secured planning permission in January 2009. Completion of all phases expected November 2009.

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Name of project	<b>Play areas, parks, sports facilities and allotments</b>
Investment Category	Green infrastructure, community facilities
Description	Tennis courts, grass pitches, floodlit MUGA, pocket park, allotments, sports development officer
Justification	Required for sufficient timely recreation facilities to be available within the new community, to promote cohesion and quality of life
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Developers; likely to be works-in-kind
Comments	

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Name of project	<b>Bus, walking, cycling and equestrian routes</b>
Investment Category	Transport
Description	Contribution to Cambridgeshire Guided Busway, new conventional bus services, network of cycling, equestrian and walking routes.
Justification	Required for sustainable travel patterns to be built into the new community from the start, congestion prevented, and site permeability achieved.

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Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council/Developers
Comments	

Name of project	<b>M11 Junction Upgrades</b>
Investment Category	Transport
Description	Improvements to the Junction 11 of the M11 and A14, including new signals
Justification	Required to prevent additional congestion at the M11 junction as a result of the development.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Highways Agency
Comments	

### ***Phasing and Interdependencies***

- 15.15 It is currently anticipated that Trumpington Meadows, Clay Farm and Glebe Farm will come forward for housing first, with Bell School towards the later stages. Addenbrookes Biomedical Campus is expected to begin construction in 2010.
- 15.16 The Addenbrooke's Access Road (AAR) is required to be complete before the substantive portion of development to begin, and negotiations are ongoing to include this in the Southern Fringe S106 agreements. Work on the road is underway. The first phase has been completed, whilst the third phase or '2020 Boulevard' gained planning permission in January 2009. The second phase is currently under construction and has not experienced any notable delay. Completion of the entire AAR is anticipated to be in November 2009.

	2009	2010	2011	2012	2013	2014
Education						
Waste						
Biomedical Campus						
Community Facilities						
Addenbrooke's Access Road						
Play, sports, parks						
Buses, walking, cycling						
M11 Junction upgrades						



## 16: Cambridge North West

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### ***Summary of Package***

- 16.1 Cambridge North West will be a major new urban extension covering two sites either side of Huntingdon Road. The two developments, the NIAB site and the University site, will together form a new community on the northwestern fringe of the city.
- 16.2 The NIAB development stretches from Huntingdon Road to Histon Road and will provide at least 1,780 new houses. The University site is between Madingley Road and Huntingdon Road, and will become a new education quarter for the City, including accommodation for University of Cambridge employees and students, as well as market housing. Both new developments will include a high proportion of affordable housing to help meet pressing local demands.
- 16.3 The NIAB development is named after the National Institute of Agricultural Botany, the headquarters of which can be found there. The 48-hectare area will be redeveloped into a vibrant new community. In addition to at least 1,780 new homes (of which a significant percentage will be affordable homes), schools, a library, a health centre and plenty of green open spaces, including parks, play areas and allotments, will be conveniently located within the community.
- 16.4 The vision for the land between Madingley Road and Huntingdon Road is to accommodate the long-term growth of the University of Cambridge to 2025 and beyond, in order to maintain the University's position as a world leader within the fields of higher education and research. The site is in proximity to the University's existing West Cambridge site, which is the current focus for the growth of the University. Other sites in the City are allocated for Collegiate and faculty development. Accordingly, this site will only be brought forward when the University can show a clear need for the development and that this could not be met elsewhere.
- 16.5 Up to 83 hectares of land owned by the University of Cambridge will be redeveloped as a new higher education quarter for the City. Approximately 2,500 homes are planned, with approximately half of these allocated as affordable housing for key workers at the University. Accommodation for around 2,000 undergraduate and postgraduate students will also be developed to help ease the requirement of additional student accommodation in the City.
- 16.6 In addition to housing, there will be research and academic facilities, which could include a hotel and conference space, parks and play areas, and protected wildlife habitats will make the new community an attractive place to live in. This development is also planning to implement renewable energy generation measures, such as a district heating network, to help reduce the carbon footprint of its new residents.
- 16.7 As of March 2009 the NIAB site planning application is being considered. Amendments have recently been received and re-consultation on them is underway, with determination expected in the latter part of 2009. Work is taking place to investigate the viability of the scheme and

how this impacts on the S106 agreement. Start on site will be in 2011, with build-out of all 1780 units lasting approximately 7 years.

- 16.8 There is also potential for additional land to the North of the NIAB site ('NIAB Extra') to be released from the Green Belt for housing-led redevelopment. South Cambridgeshire District Council is considering this site to make up an identified shortfall in the Site Specific Allocations Development Plan Document. The preferred allocations selected will be considered by the Planning Inspector in Summer 2009. The additional land has the potential to add 920 homes to the North West urban extension. Due to the uncertainty regarding this allocation, little substantive work on its infrastructure requirements has been completed to date.
- 16.9 The Joint Area Action Plan for the University Site has been submitted to the Planning Inspector by Cambridge City Council and South Cambridgeshire District Council. Examination in public concluded in December 2008, and the Inspector's final report is expected in Summer 2009. This report will finalise the footprint of the site, which has been subject to re-consultation at the Inspector's request. An outline planning application for the University site is anticipated in Summer 2010.

### **Overall Costs**

- 16.10 The Long Term Delivery plan puts the total infrastructure cost of North West at £75.8 million. This does not include consideration of NIAB Extra.

### **Package Level Risks**

- 16.11 Management of risks takes place through the Risk and Issue Logs in the North West Delivery Plan. All organisations represented on the Delivery Board input into these logs, keeping them up to date and ensuring that risks are addressed by action across the partnership. Each risk or issue is accorded a RAG status as follows:
- Green – Monitoring but no action required.
  - Amber – Action required, but process in place to manage risk.
  - Red – Action required, no process agreed, intervention needed.
- 16.12 As of March 2009, the risks and issues flagged red were as follows:
- *NWRI* Agreement from NIAB developers needed on requirement for a Secondary School for the North-West of Cambridge. As the school will serve both University and NIAB sites, apportionment of costs will also need to be agreed.
  - *NWRI3* Uncertainty remains on the specification, location and management of community facilities for North West Cambridge. A co-located facility including health, library and community uses is a preferable options, but specific details have yet to be agreed due to uncertainty on the total size and timescale of the North West quadrant.

- **NW12** In the first phases of considering the current NIAB planning application, the viability of this site was not questioned and it was hoped that 40% affordable housing could be delivered alongside the S106 package. The downturn in market conditions and a request for S106 contributions towards the Cambridgeshire Guided Busway scheme prompted the applicants to present an assessment of the scheme, stating that it was not viable to proceed. The viability assessment is being examined by consultants for the public sector partners, with a view to negotiating a S106 package that would allow the development to process whilst ensuring a balanced and sustainable community.

16.13 A wider risk to the success of the whole quadrant is the need for A14 upgrades. If the widening of the A14 between Girton and Histon junctions were to be delayed, the quantity of housing that can come forward on North West would be restricted. This is captured in a Strategic Risk Register used for reporting to the Cambridgeshire Horizons Board.

**Map**



Source: Cambridgeshire Horizons, [http://www.cambridgeshirehorizons.co.uk/whats\\_going\\_on/projects/project\\_gallery.aspx?ID=5](http://www.cambridgeshirehorizons.co.uk/whats_going_on/projects/project_gallery.aspx?ID=5)

**Outcomes**

16.14 Cambridge North West will form a sustainable new mixed community, improving housing supply. The University site will deliver a major new education quarter, including accommodation for University of Cambridge employees and students, as well as research and conference space. This will generate new jobs and assist the University in retaining its status as an academic world leader.

**North West Spatial Package Project List**

Name of project	<b>North West Education</b>
Investment Category	Education
Description	New Secondary school (4 FE without NIAB Extra, 6 FE with), children’s centre, two new primary schools
Justification	Required for sufficient timely education facilities to be available within the new community
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)

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Delivery Lead	Cambridgeshire County Council
Comments	

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Name of project	<b>Waste Facilities</b>
Investment Category	Waste
Description	Recycling centre to serve North of Cambridge, mini recycling centre, waste collection infrastructure
Justification	Required for sufficient timely facilities for waste handling and recycling
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	

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Name of project	<b>Community Facilities</b>
Investment Category	Community Infrastructure
Description	Health, library and community facilities to serve the North West quadrant
Justification	Required for sufficient timely community facilities to be available within the new community, to promote cohesion and quality of life
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Local Authorities, NHS Cambridgeshire
Comments	

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Name of project	<b>Play areas, parks, sports facilities and allotments</b>
Investment Category	Green infrastructure, community facilities
Description	Required for sufficient timely recreation facilities to be available within the new community, to promote cohesion and quality of life
Justification	Required for sufficient timely recreation facilities to be available within the new community, to promote cohesion and quality of life
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Developers
Comments	

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Name of project	<b>Improvements to North of A14 Histon Interchange, Bridge Street/Cambridge Road</b>
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Investment Category	Transport
Description	Measures to upgrade junction, rephrase traffic lights, increase capacity
Justification	Required to mitigate the effects of traffic generated by the development
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Highways Agency
Comments	Will not be required if Transport Plan reduces car trips to predicted low level; to be monitored.

Name of project	<b>Conventional buses, cycle, equestrian and walking paths</b>
Investment Category	Transport
Description	New conventional bus services, network of cycling, equestrian and walking routes.
Justification	Required for sustainable travel patterns to be built into the new community from the start, congestion prevented, and site permeability achieved.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Developer/Cambridgeshire County Council
Comments	

### ***Phasing and Interdependencies***

- 16.15 The NIAB portion of the North West quarter is further through the planning process than the University site, and is expected to start delivering housing earlier. This presents a challenge, as facilities will be shared across the quadrant in order to ensure an integrated community. For instance, it is anticipated that there will be a co-located community facility in the NIAB local centre with capacity to serve the whole quadrant. Both sites would be expected to contribute to the facility, but the University site contributions would come forward much later. It may therefore be necessary to support the front loading of infrastructure with public money, which can then be clawed back later through S106 as necessary. Agreeing when this funding will be needed and how it will be secured is essential for the NIAB S106 to be concluded.
- 16.16 The position on North West infrastructure requirements is also complicated by the potential of an additional 920-1200 units coming forward on the NIAB Extra land. This would have considerable implications for the needs of the North West new community. Confirmation of whether this land can come forward for development, and a clearer indication of how much housing it could accommodate, are expected in the Inspector's binding report in August 2009.
- 16.17 The volume of housing on the University site is also subject to uncertainty, as examination of the Joint Area Action Plan suggested several footprint options for the site. The Planning Inspector, Local Authorities and University have divergent views on the best footprint. The

Inspector's report on the AAP is expected in Summer 2009, with adoption to follow in Autumn. This will allow infrastructure planning for the quadrant to move to a more detailed phase.

	2009	2010	2011	2012	2013	2014
Education						
Waste						
Community Facilities						
A14 Interchange Improvements						
Play, sports, parks						
Buses, walking, cycling						

## 17: Cambridge East

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### ***Summary of Package***

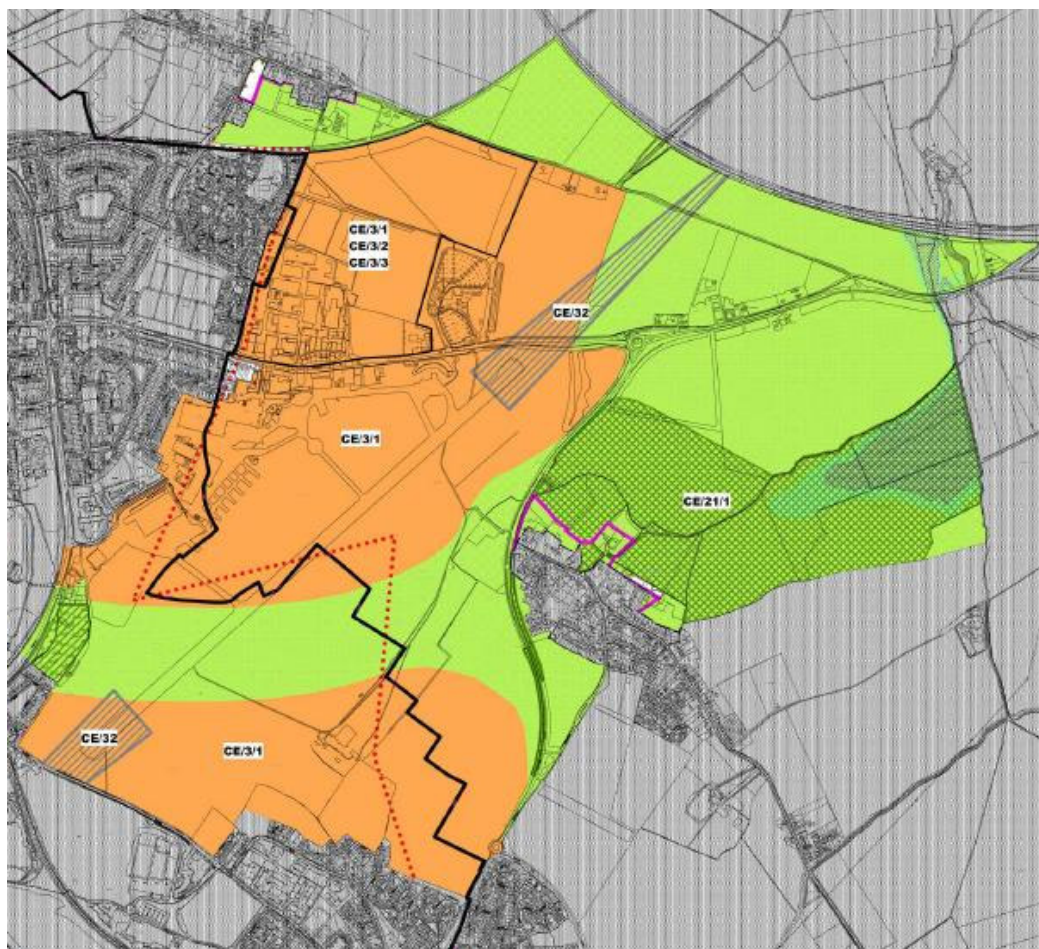
- 17.1 Cambridge East will be a new development the size of a small town within Cambridge, although it crosses the administrative boundaries of the City and South Cambridgeshire. The site represents the largest extension to the city proposed in the Structure Plan indeed, the largest single settlement in the RSS. Although forming a new quarter, it will be important to ensure that it enhances Cambridge as an important and unique city rather than detracting from it. It will need to respect Cambridge as a compact city with a Green Belt setting comprising open countryside and villages, which have their own distinct characters.
- 17.2 Cambridge East will be a high quality and unique extension to Cambridge. Between 10,000 and 12,000 new homes will be built in three areas to the East of the city: North of Newmarket Road, North of Cherry Hinton, and Cambridge Airport. Cambridge East will be designed to be a distinctly new area of Cambridge. In order for it to become established as a successful community as part of wider Cambridge, the urban quarter will need to provide all the necessary employment, services, facilities and infrastructure required to support 10,000 to 12,000 dwellings.
- 17.3 Landmarks, including public art, will establish local identity and a sense of community. The history of the site as an important part of the development of the British aviation industry will also be marked. The new community will be well connected to the rest of the city with a range of high quality public transport links, including a proposed extension to the Cambridgeshire Guided Busway and a network of cycle paths. There are also options for the site to host major cultural, leisure and sporting facilities.
- 17.4 There are a number of overarching development principles that will guide the development of Cambridge East to ensure that it is a sustainable and vibrant new community that respects its context as an urban extension to Cambridge, including how it sits within the landscape setting of Cambridge, the form and character of the urban quarter, the drive towards sustainable living, and the importance of creating a balanced and inclusive new community which addresses the current lack of housing close to Cambridge.
- 17.5 The population of the new quarter will be served by a new large district centre and a number of local centres, to form the focus of services, facilities and employment. The district centre will complement rather than compete with the city centre in order to maintain the dominant focus of the city centre consistent with the character of Cambridge.
- 17.6 Cambridge City Council and South Cambridgeshire District Council adopted a Joint Area Action Plan for the site in early 2008. Housing build-out on site is expected to start in 2012, although the majority of housing will be delivered after 2016 on the Airport site.

### **Overall Costs and Carbon Impact**

- 17.7 The Long Term Delivery Plan estimated that £251.7 million of infrastructure would be required by the Cambridge East urban extension. However this is a high level figure and will be refined as planning of the site advances. Work on Northstowe, a new community of similarly large size, suggests that some costs may have been underestimated. It should also be noted that Cambridge East will have a lengthy build-out period, taking as many as 40 years overall. The majority of infrastructure costs, for example most transport upgrades, will be needed upfront. An informed assumption of 60% of infrastructure costs coming forward prior to 2021 therefore gives a total cost figure of £151 million.

### **Package Level Risks**

- 17.8 If Cambridge Airport is unable to identify a viable option for relocation, the development of Cambridge East will be in doubt. Negotiations are taking place with several sites, although Mildenhall, the initially preferred option, has been rejected after careful consideration.
- 17.9 The volume of housing proposed for Cambridge East will require a substantial upgrade of the currently overstretched transport infrastructure in the vicinity. This will include an extension to the Cambridgeshire Guided Busway, linking the new community to central Cambridge and the proposed Chesterton railway station. It is anticipated that funding for this package of measures will come through the Transport Innovation Fund. Cambridgeshire County Council has made a bid for £500 million of funding for projects that include the measures required for Cambridge East. However the TIF monies are predicated upon the introduction of congestion charging, which is politically controversial. An independent Transport Commission has been formed to undertake consultation on the Transport Innovation Fund and make a decision on progressing the bid. At present, the status of the TIF bid is therefore in doubt. If it does not proceed, an alternative source of funding for the Cambridge East transport measures will need to be identified.
- 17.10 A Delivery Board for Cambridge East has been established and has met. As progress is made with relocation options, a delivery plan will be developed to monitor risks to the site.

**Map**

Source: Cambridge East Joint Area Action Plan,  
<http://www.cambridge.gov.uk/ccm/content/policy-and-projects/cambridge-east-area-action-plan.en>

- 17.11 The map above can be found in the Joint Area Action Plan for the site. Areas for development are highlighted orange. Areas to be retained as greenbelt for the purposes of amenity and to secure the separate identity of Teversham are highlighted green. The black line denotes the administrative boundary between Cambridge City and South Cambridgeshire.

**Outcomes**

- 17.12 Cambridge East will be designed to be a distinctive new quarter of Cambridge. It will provide up to 12,000 homes with supporting services, facilities and employment, contributing towards RSS and RES targets. Sustainability will be designed into the community, including high quality public transport provision to ensure excellent connectivity with the city centre and surrounding settlements.

**Project List**


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Name of project	<b>Cambridge East Education</b>
Investment Category	Education
Description	Two new secondary schools, eight new primary schools, new Lifelong Learning centre
Justification	Required for sufficient timely education facilities to be available within the new community
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	

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Name of project	<b>Community Facilities</b>
Investment Category	Community Infrastructure
Description	To include library, health, emergency services and community services.
Justification	Required for sufficient timely community facilities to be available within the new community, to promote cohesion and quality of life
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council/SCDC/Cambridge City Council
Comments	

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Name of project	<b>Cambridge East Waste</b>
Investment Category	Waste
Description	Recycling centre to serve Cambridge East
Justification	Required for sufficient timely facilities for waste handling and recycling
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	

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Name of project	<b>Cambridgeshire Guided Busway Extension</b>
Investment Category	Transport
Description	Extension of the Guided Busway to link Cambridge East with Cambridge City Centre and Chesterton railway

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	station
Justification	Required for sustainable travel patterns to be built into the new community from the start and congestion prevented.
Carbon Impact	<b>Decreased CO<sub>2</sub> Emissions (Buses will run on biofuel, anticipated use of CGB will reduce car use)</b>
Delivery Lead	Cambridgeshire County Council
Comments	Included in TIF bid proposals, decision in August 2009 on whether this will be taken forward

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Name of project	<b>Road Upgrades</b>
Investment Category	Transport
Description	Improvements to Perne Road, access road to Cherry Hinton and access to Newmarket Road
Justification	Required to prevent additional congestion on roads around the East of Cambridge as a result of the development.
Carbon Impact	<b>Neutral CO<sub>2</sub> Emissions (unknown at this stage)</b>
Delivery Lead	Cambridgeshire County Council
Comments	Perne Road improvements included in TIF bid, decision in August 2009 on whether this will be taken forward

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Name of project	<b>A14 Upgrades</b>
Investment Category	Transport
Description	New A14 interchange to replace that at Fen Ditton, with a link to Airport Way
Justification	Required to prevent additional congestion on the existing A14 junction as a result of the development.
Carbon Impact	<b>Increased CO<sub>2</sub> Emissions (likelihood that upgrades will generate additional journeys)</b>
Delivery Lead	Highways Agency
Comments	

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Name of project	<b>Walking, cycling and equestrian links, countryside access via rights of way</b>
Investment Category	Transport and leisure
Description	Physical infrastructure to extend walking, cycling and equestrian links into the new community, in addition to providing access to green infrastructure via rights of way.
Justification	Required for sustainable travel patterns to be built into the new community from the start, congestion prevented, site permeability achieved, and leisure use of green

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	infrastructure promoted.
Carbon Impact	Decreased CO <sub>2</sub> Emissions (expected to reduce car use)
Delivery Lead	TBC
Comments	

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### ***Phasing and Interdependencies***

- 17.13 To open up the current Cambridge Airport site for development, a viable alternative location for Marshall's aerospace business is needed. The company is working with Cambridgeshire Horizons, local authorities (Cambridge City Council and South Cambridgeshire District Council) and the Government to explore possible relocation sites. It is expected that a decision on relocation will be made in 2010. Some housing on the sites North of Newmarket Road and North of Cherry Hinton may be able to come forward in advance of this, but this will be limited, as stated in the Area Action Plan.
- 17.14 Certainty on the funding of transport measures will also be required in order for the majority of development on the site to proceed. A decision from the County Council on whether to proceed with the Transport Innovation Fund bid is expected in Autumn 2009.

	2010	2011	2012	2013	2014	2015
Education						
Waste						
Community Facilities						
CGB Extension						
Play, sports, parks						
Buses, walking, cycling						
A14 Upgrades						

## 18: Chesterton Strategic Interchange and Gateway

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### ***Summary of Package***

- 18.1 This package is shaped by the economic and environmental need to reduce congestion around Cambridge and open up a new strategic interchange to take pressure off Cambridge railway station. The Transport Improvements report produced to support the Transport Innovation Fund bid states:
- 18.2 ‘The Local Transport Plan (2006-2011) (LTP2) notes that almost 80% of trips made by car to Cambridge railway station originate from the north/north-west and thus pass through the central area. These trips contribute to increased levels of congestion and delay and associated impacts relating to safety, noise and air quality. The ability to ‘capture’ these trips earlier in their journey and remove them from the local highway network would bring significant benefits.’
- 18.3 A significant proportion of new housing proposed for Cambridge is located on the North side of the city, and considerable transport improvements are required to prevent housing and economic growth worsening this situation. The new transport interchange will respond to increased pressure on public transport as housing and economic growth proceed. The Chesterton Station business case, produced by Atkins in May 2007, examined four options and concluded that a new station interchange performed best on Cost Benefit Analysis.
- 18.4 It was originally envisaged that the sewage works to the North of the site would be relocated to allow redevelopment for housing. An assessment undertaken in early 2008 indicated that there was a viability gap of at least £150 million, and it should be noted that the housing market has become considerably more challenging since. The allocation of Northern Fringe East for housing has therefore been removed from local plans, but the area along Cowley Road and around Chesterton Sidings remains valuable for non-residential uses.
- 18.5 Although an Area Development Framework for the site has not been scoped to date, the framework strategy included in the viability study suggested a range of uses. These could include a new business park, major public transport interchange, and recycling centre could be accommodated. The site could also benefit from agglomeration economies from the proximity of Cambridge Business Park and Science Park. There may also be potential to develop a limited number of high-density residential units in the vicinity of the station, but this would require further analysis.

### ***Overall Costs***

- 18.6 The new station has been costed at £22 million by Cambridgeshire County Council. The North Area Transport Innovation Fund projects will require a total of £146 million, however these include an access road to the Northern Fringe East housing-led development, which is no longer envisaged to come forward within the plan period, as well as wider improvements on and around Newmarket Road. The new transport interchange and links are estimated by

the Long Term Delivery Plan to cost £15 million, and the Cambridge Regional College expansion £22.5 million.

- 18.7 An informed estimate for the total Chesterton Strategic package cost is therefore £72.5 million.

### ***Package Level Risks***

- 18.8 The Chesterton Station business case includes an outline risk register. The top five risks as of 2006 were as follows:

- *Funding restrictions as a result of regionalisation of funding.* This has been mitigated by the inclusion of the station scheme in the Regional Funding Allocation recommendation from EERA to government.
- *Construction related risks.* Mitigation to be agreed at detailed design stage.
- *Funding gap cannot be made up.* Funding for the scheme is being sought through the RFA and Transport Innovation Fund.
- *Insufficient resources/Market overheats due to competing projects e.g. Olympics.* Market overheating now appears less of a risk due to economic slowdown, although competition with Olympic projects is still of note.
- Strategic Planning Risk undermines business case for station. To be monitored.

- 18.9 If the Transport Innovation Fund bid does not proceed and regional funding is not forthcoming, the viability of the package will be in doubt. It is unlikely that sufficient S106 contributions could be secured from office-led development to fund the new gateway.

### ***Map***

- 18.10 The map below shows the framework strategy for the Chesterton station gateway worked up by Roger Tym and Partners in May 2008.



Source: Cambridge Northern Fringe East: Viability of Planning Options (RTP), [http://www.cambridgeshirehorizons.co.uk/documents/publications/research/cambridge\\_northern\\_fringe\\_east\\_report.pdf](http://www.cambridgeshirehorizons.co.uk/documents/publications/research/cambridge_northern_fringe_east_report.pdf)

**Outcomes**

- 18.11 The desired outcome of this package is a new strategic transport interchange for Northern Cambridge, to reduce city-centre congestion, improve connectivity and promote modal shift away from the car. It will support reductions in CO2 emissions and encourage economic growth in Cambridge and the wider County. The surrounding area will be redeveloped as a Business Park, bringing additional jobs to the area. Existing businesses in the Cambridge Business Park and Science Park will benefit from much improved access and reduced journey times into the city centre and beyond.

**Project List**

Name of project	<b>Chesterton Station</b>
Investment Category	Transport
Description	New railway station to North of Cambridge with 2 platforms, ticket office, and toilets.
Justification	Required to cope with increasing rail passenger numbers; facilitate interchange between rail, bus, car, cycle and foot; reduce pressure on and congestion around Cambridge station.
Carbon Impact	<b>Decreased CO<sub>2</sub> Emissions (expected to reduce car use)</b>

Delivery Lead	Network Rail/Cambridgeshire County Council
Comments	EERA has asked for £19.8 million through the Regional Funding Allocation. Full funding of station included in TIF proposals.
Name of project	<b>Transport Interchange</b>
Investment Category	Transport
Description	Interchange with Cambridgeshire Guided Busway, other buses, cars, cycles and pedestrians.
Justification	Required to facilitate easy interchange between trains, guided buses, standard buses, taxis, cars, bicycles and pedestrians to promote sustainable transport choices.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	Potential Transport Innovation Fund
Name of project	Low Carbon Education & Enterprise Centre
Investment Category	Economic Development
Description	Extension of SmartLIFE facility, cleantech incubator (TBC) and Citylife social enterprise centre
Justification	Opportunity to expand SmartLIFE sustainable construction training, linked to a cleantech incubator to capitalise on Cambridge's R&D base
Carbon Impact	Decreased CO <sub>2</sub> Emissions
Delivery Lead	Cambridgeshire County Council, Cambridge Regional College
Comments	Feasibility study completed. Funding being sought from range of sources including EEDA and Housing Growth Fund
Name of project	Cambridge Regional College expansion
Investment Category	Economic Development
Description	Additional wing to CRC
Justification	Need to additional FE places in Cambridge to maintain population growth
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	CRC

Comments	
Name of project	<b>Junction Improvements</b>
Investment Category	Transport
Description	Improvements to Cowley Road junction
Justification	Required to prevent additional congestion on key junctions around the station area as a result of this development.
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	Potential Transport Innovation Fund

### ***Phasing and Interdependencies***

- 18.12 The station Business Case assumed opening in 2011; however this was based on a planning application in 2008, which did not come forward. There is currently no firm timetable for this package. It is dependent on funding coming forward, and the source of remains unconfirmed. The two strong options are the Transport Innovation Fund and Regional Funding Allocation.
- 18.13 Cambridgeshire County Council has made a bid for £500 million of Transport Innovation Fund (TIF) for projects that include the Chesterton station and strategic transport interchange. However the TIF monies are predicated upon the introduction of congestion charging, which is proving politically challenging. An independent Transport Commission has been formed to undertake consultation on the Transport Innovation Fund and make a decision on progressing the bid. At present, the status of the TIF bid is therefore in doubt. If it does not proceed, an alternative source of funding for the interchange and junction improvement measures will need to be identified. A decision from the County Council on whether to proceed with the Transport Innovation Fund bid is expected in Autumn 2009.
- 18.14 The Chesterton Station project has also been included in the Regional Funding Allocation recommendation from EERA to government. If this is confirmed then £18.9 million of regional funding will support the delivery of the station prior to 2013/14. The station could therefore come forward if the Transport Innovation Fund bid was not progressed. However, the regional funding alone would not be sufficient to support the entire package.
- 18.15 Network Rail's plans for greater use of Chesterton Sidings for train stabling, as well as their wider programme, will impact on this package.
- 18.16 A joint Area Development Framework, agreed by Cambridge City Council and South Cambridgeshire District Council, would assist with the progression of this package. Cambridge City Council Local Development Scheme proposes that such a document would follow the adoption of the Core Strategy, anticipated in December 2010.

	2010	2011	2012	2013	2014
Chesterton Station					
Transport Interchange					
Low Carbon Education Centre					
CRC Expansion					
Junction Improvements					

## 19: Northstowe

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### ***Summary of Package***

- 19.1 The Structure Plan requires that Northstowe will be a sustainable high quality settlement, which will be an example of excellence [...] and promote the Cambridge Sub-Region as a leader in technological innovation and high quality built environment (Policy P9/3).
- 19.2 Located just five miles from Cambridge, Northstowe will be a truly modern community, showcasing excellent sustainability standards, high quality design, cutting-edge public transport and inspiring people to want to live and work there. It will be a new town comprising 9,500 new houses and a wide range of facilities, which will support a population of up to 24,000. The site covers 427 hectares, and is located north west of Cambridge near Longstanton, Oakington and Westwick, on the route of the Cambridgeshire Guided Busway (CGB).
- 19.3 Creating a new town is an amazing opportunity and also a major challenge. The joint promoters (Gallagher Longstanton Ltd and the Homes and Community Agency), are working in partnership with the Local Authorities (South Cambridgeshire District Council and Cambridgeshire County Council), Cambridgeshire Horizons and a range of other organisations to ensure that Northstowe becomes an exemplar community.
- 19.4 More than a third of Northstowe will consist of open spaces that can be used by the community for sport, leisure and recreation. Six primary schools, a secondary school, a post-16 centre, community and health facilities, areas of employment, and a vibrant town centre will ensure residents have everything they need within easy reach.
- 19.5 A community-wide biomass Combined Cooling, Heat and Power (CCHP) plant could create electricity for the grid, provide heating in the winter and cooling in the summer, to homes and businesses via a network of underground pipes. Not only would this system have an environment benefit, it would also provide heating from a reliable, stable source, and could help to keep heating bills constant. Whilst at an early stage in development, this proposal could be included within the new town, should it prove viable.
- 19.6 Other potential renewable energy solutions could include biomass boilers within schools, community buildings and apartments, large-scale wind turbines, solar water heating for houses not connected to the CCHP, and pumps that draw heat from the ground for some commercial buildings.
- 19.7 There is also potential for a National Skills Academy for Construction to be developed in Northstowe. This scheme is based on the concept of higher performing workplaces and the establishment of construction projects as work-based learning centres, to promote training and development. It would allow learning and experience from low-carbon construction solutions used in Northstowe to be shared, encouraging a cluster of sustainable construction expertise to grow.

- 19.8 As well as cutting edge renewable energy projects, Northstowe will be highly accessible by sustainable methods of transport. These will include the Cambridgeshire Guided Busway, which will run to the town and which connects the town with St Ives and Cambridge, and a network of cycle-routes and footpaths running throughout the town and beyond, making it easier for residents to leave their cars at home.

### **Overall Costs**

- 19.9 The total cost of infrastructure to support Northstowe was estimated at £282 million by the Long Term Delivery Plan. More detailed work relating to the S106 agreement suggests that this may be a considerable underestimate of the total cost of Northstowe. The current infrastructure plan total is £253,908,243. However this does **not** include any transport costings beyond an expected £14,000,000 CGB contribution. The link roads and associated A14 works are likely to add significant costs, although some costs may also be reduced through negotiations, and the later start date for Northstowe which reduces some of the interim measures that would have been required had Northstowe been advancing before the A14 main works have been completed.
- 19.10 The majority of costs, for example most transport upgrades, will be front-end infrastructure in early phases. An informed assumption of 60% of infrastructure costs coming forward prior to 2021 therefore gives a total cost figure of approximately £200 million.

### **Package Level Risks**

- 19.11 Management of risks takes place through the Risk and Issue Logs in the Northstowe Delivery Plan. All organisations represented on the Delivery Board input into these logs, keeping them up to date and ensuring that risks are addressed by action across the partnership. Each risk or issue is accorded a RAG status as follows:
- Green – Monitoring but no action required.
  - Amber – Action required, but process in place to manage risk.
  - Red – Action required, no process agreed, intervention needed.
- 19.12 As of March 2009, the risks and issues flagged red were as follows:
- *NRI* Delay in grant of planning permission due to lack of agreement on A14 interim measures. These improvements to the A14 are required to allow Northstowe to come forward, without them the Highways Agency will object to the development.
  - *NI4* Rephasing of Northstowe development will generate an additional £12 million up-front infrastructure cost, which there is currently no identified funding for. Opportunities are being explored.
  - *NI8* Impact of Roanne Ruling is that procurement of facilities specified by local authorities for Northstowe has to be put out to competitive tenders, adversely affecting delivery programme. The full implications of this are currently being investigated.

**Map**

19.13 The outline masterplan for Northstowe can be seen below.



Source: Northstowe Planning Application, <http://scambs.jdi-consult.net/majordevelopments/>

**Outcomes**

19.14 The vision for Northstowe is to become an exemplar of sustainability - showcasing a range of measures to reduce the use of energy and water, and to minimise household waste, in addition to renewable energy generation technology. These measures are being built into the plans for the development, and will be implemented across a range of buildings and homes to create a large-scale, joined up approach to sustainability. It will delivery 9,500 new homes.

**Project List**

Name of project	<b>Northstowe Education</b>
Investment Category	Education
Description	New secondary school, six new primary schools

Justification	Required for sufficient timely education facilities to be available within the new community
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	Promoters have been chosen for the first primary school and secondary school.

Name of project	<b>Northstowe Community Facilities</b>
Investment Category	Education
Description	Civic hub and three community centres
Justification	Required for sufficient timely community facilities to be available within the new community, to promote cohesion and quality of life
Delivery Lead	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Northstowe Community Partnership Group
Comments	Community Project Plan has been produced to progress procurement and design work

Name of project	Northstowe Economic Development sites
Investment Category	Economic Development
Description	Employment land and follow-on space
Justification	Need for employment land to create jobs in new settlement. Need for follow-on space for Cambridge R&D companies
Delivery Lead	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	South Cambridgeshire District Council / Developer
Comments	

Name of project	<b>Northstowe Waste</b>
Investment Category	Waste
Description	Recycling centres
Justification	Required for sufficient timely facilities for waste handling and recycling, to promote sustainable lifestyles
Delivery Lead	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council

Comments	
Name of project	<b>Link roads to A14, Dry Drayton and Hatton's Road</b>
Investment Category	Transport
Description	Roads to ensure accessibility of Northstowe from existing routes
Justification	Required to give Northstowe good linkages to road network, avoiding congestion of single route and making new town accessible
Delivery Lead	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Cambridgeshire County Council
Comments	
Name of project	<b>Travellers Site</b>
Investment Category	Housing
Description	16-20 pitches for travellers
Justification	Required to allow for sufficient traveller accommodation provision in the new town.
Delivery Lead	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	TBC
Comments	Homes and Communities Agency Gypsy & Traveller Site Grants identified as funding source
Name of project	<b>Internal Distributor Roads</b>
Investment Category	Transport
Description	Roads within Northstowe
Justification	Required to ensure new town is permeable and traffic of all types flows well
Delivery Lead	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Developers
Comments	Likely to be works-in-kind
Name of project	<b>Renewable energy project</b>
Investment Category	Generation - Renewables
Description	Scoping large-scale renewable energy solutions for Northstowe, for example biomass CCHP plant, large scale wind turbines, solar water heating and ground

	source heat pumps.
Justification	A high percentage of renewable energy generation will make Northstowe an exemplar of sustainability and a pioneer of low carbon living.
Delivery Lead	Decreased CO <sub>2</sub> Emissions
Delivery Lead	Cambridgeshire Horizons/Renewables East
Comments	Viability modelling being undertaken, Special Purpose Vehicle to be established. Funding secured through HGF and ERDF.

Name of project	<b>Sports, allotments, green space</b>
Investment Category	Green infrastructure, recreation
Description	Multi-sports hubs, bowling greens, double MUGA, Youth shelters, allotments, large scale informal space, trees in built up areas
Justification	Required for sufficient timely recreation facilities to be available within the new community, to promote cohesion and quality of life
Delivery Lead	Decreased CO <sub>2</sub> Emissions
Delivery Lead	TBC
Comments	

**Phasing and Interdependencies**

- 19.15 It is currently envisaged that a revised planning application for Northstowe will come forward in 2009, outline permission will be granted in 2010, and building will start on site in 2011. By 2021 an estimated 6500 homes will have been completed, as well as associated facilities and employment uses. These timescales require the revised planning application to be brought forward in a timely manner.
- 19.16 The A14 interim measures will be required in order to unlock development at Northstowe, as will the Cambridgeshire Guided Busway (CGB) link. The CGB is expected to open in late summer 2009.
- 19.17 Front funding will be required for enabling infrastructure required at Northstowe, notably link roads. This funding has yet to be confirmed, although the Homes and Communities Agency may be able to provide some proportion of it. Without certainty on the level of this support, start on site at Northstowe will be delayed.

	2010	2011	2012	2013	2014	2015
Education						
Waste						

Community Facilities						
Economic Sites						
Link Roads						
Travellers Site						
Internal roads						
Renewable energy						
Sports, greenspace						

## 20: Strategic Market Towns

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### *Summary of Package*

- 20.1 The East of England Plan identified that at least 30,800 new homes need to be built in and around the market towns of East Cambridgeshire, Fenland and Huntingdonshire between 2001 and 2021 as part of the growth agenda. Complementing the focus on Cambridge and its environs within the spatial packages, market towns will deliver a significant amount of new housing, as well as improving the economic prospects, aspirations and skills levels within these towns, which is important for the overall economy of the county. Affordability problems are still significant in the more rural areas of the County, as evidenced by the Strategic Housing Market Assessment. The rental market is less significant in the market towns than in Cambridge, and housing growth has not kept pace with household growth.
- 20.2 The eight market towns identified through the planning process for growth are as follows. Approximate housing totals to 2021 are shown in brackets.
- St Neots (2500 units, including at least 1190 on the Loves Farm site)
 

St Neots' population is forecast to increase from 160,700 to 174,000 by 2021. This will include a large development at Love's Farm, where building has already begun, and a longer-term eco-quarter urban extension. However development at St Neots will have significant implications for the A428, which is currently close to capacity. Improvements to the A428 are not currently programmed by the Highways Agency and would be very costly.
  - St Ives (500 units)
 

The accessibility of St Ives by public transport will be greatly improved in late summer 2009 when the Guided Busway opens, as this will connect it to Huntingdon and Cambridge. The planned A14 upgrades will bypass St Ives, which combined with the CGB should reduce traffic congestion in the town. Recent public consultation has highlighted the appetite for improvements to the Market Hill area. This could boost economic activity in the town centre.
  - Huntingdon (1800 units)
 

The town centre of Huntingdon is a regeneration priority. A Community Enterprise Centre is proposed in the Oxmoor area as part of this, and public consultation on this is ongoing. The Northbridge site, an urban extension to the North of Huntingdon, will deliver approximately 1050 homes. However the planning application for this site is not currently acceptable to the Highways Agency. The A14 upgrade works will bypass Huntingdon and open up development around the town.
  - Ely (3000 units)

Masterplanning for Ely is underway; public exhibitions are being held to solicit local views on future plans. The town has excellent transport connections, but these have led to considerable out-commuting. Investment in the station gateway area will be required to boost the local economy. Ely has a significant tourism industry as a result of its historic buildings. Integrating historic elements with new growth will be a challenge.

- March (3000 units)

March is well connected to rail corridors, with frequent services to London. Unlike other Fen towns, it has relatively low levels of out-commuting, due to a range of small business, an industrial estate, and a concentration of public sector organisations in its centre. Fenland District Council, Cambridgeshire County Council and NHS Cambridgeshire have a presence there.

- Wisbech (3100 units)

Wisbech is a regeneration priority. It has historic assets, including an attractive Georgian waterfront, but also high levels of deprivation. A business centre called 'The Boathouse' has been developed, but further investment is needed to progress the regeneration. EEDA has supported this with funding, however the private sector partner in the scheme has pulled out and a replacement will need to be sought.

- Chatteris (1500 units)

Chatteris is a small town of less than 10,000 residents. It lacks a railway link, making it highly car-dependent. There are limited economic opportunities within the town, making out-commuting common. In line with its smaller size and lower range of services, less housing growth is planned for Chatteris, although a particular need for affordable housing has been identified.

- Cambourne (950 units).

A new town planned in the 1990s, Cambourne struggles economically and experiences significant out-commuting. It has excellent road links with Cambridge and surrounding towns, but poor public transport. A high-quality business has been developed on the site, but much of this is not occupied. South Cambridgeshire District Council are anchor tenants. Cambourne requires further work on its economic niche, in order to sustainably accommodate the further housing growth planned.

20.3 This demonstrates that the varying characteristics of each town shape the specific interventions required there. Nonetheless, transport is a key issue throughout, as in order for growth to be sustainable, public and private transport capacity must keep pace with housing. Towns with existing rail connections will be particularly significant in this regard, however major transport upgrades such as the A14 scheme from Ellington to Fen Ditton and the Cambridgeshire Guided Busway will be necessary to release the full amount of growth anticipated.

- 20.4 Spatial planning has reached different stages for each town. In St Neots, St Ives, Huntingdon and Ely planning permissions are already in place for some housing schemes, whilst other areas are allocated in local plans. Fenland District Council is currently undertaking work on 'Shaping Fenland', examining options for March, Wisbech and Chatteris. Cambourne is a new settlement in South Cambridgeshire, the building of which began a decade ago and now numbers several thousand dwellings. Planning permission is being sought for a further 950 homes there. Cambourne has struggled to develop a viable economic centre to date, resulting in significant out-commuting by car. For it to grow furthering a sustainable manner, additional investment in its economic development will be required.

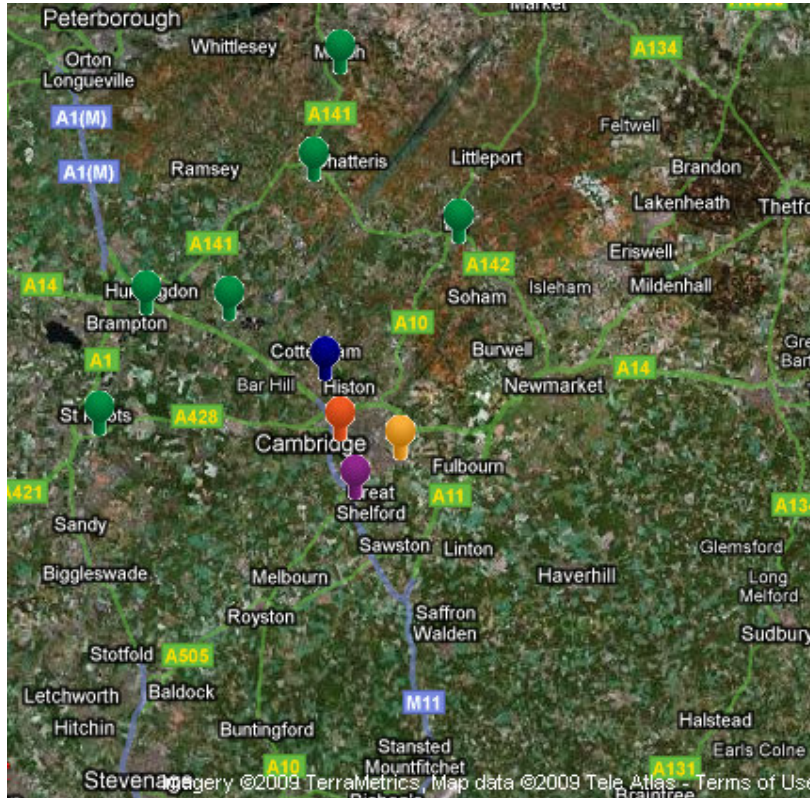
### ***Overall Costs and Carbon Impact***

- 20.5 Huntingdonshire District Council has recently completed its Local Investment Framework (LIF), which provides a detailed analysis of the strategic and local-level infrastructure needs associated with the planned growth, and which has helped to develop the understanding of how any countywide variable rate tariff would need to be applied. The LIF sets out the infrastructure requirements of growth in Huntingdon, St Neots, and St Ives at around £1.9 billion. It should be noted that this figure runs to 2026, and that the Ellington to Fen Ditton A14 scheme composes the majority of this total. The A14 scheme will impact on growth across the County, including the Fringe Sites and Northstowe, and is expected to cost around £1.2 billion, the core funding coming from the Highways Agency. Given the impacts beyond market towns, this scheme is included in the Strategic Transport thematic package.
- 20.6 Detailed infrastructure costs for March, Ely, Wisbech, Chatteris and Cambourne are not yet available. Fenland and East Cambridgeshire District Councils are also in the initial stages of developing an Infrastructure Investment Strategies for their districts.
- 20.7 The Long Term Delivery Plan gives a cost estimate of £160 million for transport, education, community, health, recreation and utilities required by the growth of Ely, Chatteris, St Ives, Huntingdon and St Neots. However, this is very much a high level indicative estimate, not including economic development requirements, and should be treated as such. An estimate of costs to 2021 including March, Cambourne and Wisbech, and aggregating the available costs of the projects below, is £368.08 million.

### ***Package Level Risks***

- 20.8 If key transport projects do not come forward, market town growth will be severely curtailed. The A14 Ellington to Fen Ditton scheme is a particularly notable example. The Highways Agency has consulted on a preferred route for the scheme and draft orders are expected in early 2009. A public enquiry will follow, with completion programmed for 2015.
- 20.9 Insufficient or delayed utilities upgrades could also impede market town growth; the phasing and interdependencies section below gives more details of this.

**Map**



Source: [http://www.cambridgeshirehorizons.co.uk/whats\\_going\\_on/](http://www.cambridgeshirehorizons.co.uk/whats_going_on/)

**Outcomes**

- 20.10 Growth in the market towns of Cambridgeshire will address the imbalance between jobs and homes across the county, improve affordability, and allow towns to become more sustainable local hubs for employment and leisure. The regeneration of Wisbech will deliver substantial improvements to the historic waterfront and create jobs in one of the most deprived areas of the County.

**Project List**

- 20.11 Note that the A14 upgrades, Cambridgeshire Guided Busway and similar strategic projects are included in the Transport Thematic Package, due to their impact on all growth throughout the County. This list is subject to expansion when further information is available for Fenland and East Cambridgeshire District Councils.

Name of project	<b>Rail Upgrades</b>
Investment Category	Transport
Description	Improvements to St Neots station, area around Ely station.
Justification	To encourage sustainable transport use in the market towns as they grow, facilitate interchange between modes

Carbon Impact	Neutral <b>CO<sub>2</sub> Emissions (unknown at this stage)</b>
Carbon Impact	Network Rail
Status	TBC
Comments	

Name of project	<b>Road Improvements (non-A14)</b>
Investment Category	Transport
Description	A1 Buckden Roundabout improvement, A428 Caxton to A1 dualling.
Justification	Required to combat congestion currently experienced, and prevent deterioration as a result of additional growth
Carbon Impact	<b>Increased CO<sub>2</sub> Emissions (likelihood that upgrades will generate additional journeys)</b>
Carbon Impact	Highways Agency
Comments	

Name of project	<b>Bus Improvements</b>
Investment Category	Transport
Description	Improved bus services in the Cambridge to St Neots transport corridor, St Ives to Huntingdon bus priority measures.
Justification	Promotion of more sustainable transport patterns, reduction in congestion
Carbon Impact	<b>Decreased CO<sub>2</sub> Emissions (expected to reduce car use)</b>
Carbon Impact	TBC
Comments	

Name of project	<b>Hinchingbrooke Hospital Improvements</b>
Investment Category	Health
Description	Improvements to increase capacity of hospital, including upgrade of maternity wards
Justification	To allow for sufficient healthcare provision to accommodate growth
Carbon Impact	Neutral <b>CO<sub>2</sub> Emissions (unknown at this stage)</b>
Delivery Lead	NHS Cambridgeshire
Comments	Programmed for March 2009.

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Name of project	St Neots Creative Exchange Phase II
Investment Category	Economic Development
Description	Extension to Creative Industries incubator
Justification	Creative Industries are a priority sector in Huntingdonshire and Greater Cambridge. Phase I of the development is taking tenants already
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Huntingdonshire District Council
Comments	

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Name of project	High Value Manufacturing (HVM) campus and relocation of Huntingdonshire Regional College
Investment Category	Economic Development
Description	HVM campus incorporating HVM units alongside relocated Huntingdonshire Regional College at Hinchbrooke
Justification	HVM is a key sector in Huntingdonshire. The college will offer HVM related training courses
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Huntingdonshire District Council
Status	Feasibility study required
Comments	

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Name of project	Wisbech Innovation Park
Investment Category	Economic Development
Description	Low carbon innovation park in south west Wisbech employment area
Justification	Parcel of land adjacent to existing employment land and A47. Currently low availability of start-up facilities in Wisbech
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Fenland District Council

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Comments	
Name of project	Lancaster Way Business Park
Investment Category	Economic Development
Description	Extension to existing successful park
Justification	Existing park reaching capacity. New investment needed in Ely to attract businesses and reduce high levels of out-commuting
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	East Cambridgeshire District Council
Comments	
Name of project	Octagon Business Park
Investment Category	Economic Development
Description	Development of new business park on edge of Ely
Justification	Need to attract more businesses to Ely to maintain housing growth
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	East Cambridgeshire District Council
Comments	
Name of project	Elean Data Centre Campus
Investment Category	Economic Development
Description	Improved utilities servicing of the site and expansion of the site to create data centre campus
Justification	Opportunity to develop existing employment site
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)

Delivery Lead	East Cambridgeshire District Council / BNB Developments
Comments	Planning application for data centre due in 2009
Name of project	Marine Sector Enterprise Hub
Investment Category	Economic Development
Description	Enterprise hub for marine sector at port of Wisbech covering 19 acres
Justification	A regional facility encouraging investment from companies from around the east coast. Currently limited supply of riverside land and premises
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Fenland District Council
Comments	Boathouse incubator developed. Brownfield land awaiting development.
Name of project	South Fens Business Centre Phase II
Investment Category	Economic Development
Description	Second phase of development on land alongside existing business centre
Justification	Phase I of business centre fully let. New units needed for follow-on space for business expansion
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Fenland District Council
Comments	At feasibility stage
Name of project	Ramsey Enterprise Centre
Investment Category	Economic Development
Description	New enterprise centre for Ramsey Northern Gateway
Justification	Need to develop units in Ramsey due to current under provision

Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Huntingdonshire District Council
Comments	At feasibility stage
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Name of project	Relocation and new build of College of West Anglia
Investment Category	Economic Development
Description	Relocation of College of West Anglia including new buildings in March
Justification	Need for FE facility in March as part of growth of town
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	College of West Anglia
Comments	Awaiting funding confirmation. Planning permission granted. Expected start September 2009.
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Name of project	Fenland Engineering Skills Centre
Investment Category	Economic Development
Description	Development of engineering skills centre at Stainless Metal site, Chatteris
Justification	Need to provide craft priority sector specialist training centres
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Fenland District Council
Comments	Centre being developed

### ***Phasing and Interdependencies***

- 20.12 Growth in St Neots may be restricted by lack of capacity on the A428. A report in September 2007 on the economic impact of the Caxton Common to A1/Black Cat Roundabout upgrade<sup>26</sup> highlighted this dependency. Further development on the Loves Farm site beyond the existing planning permission cannot go ahead without improvements to the A428.

<sup>26</sup> [http://www.cambridgeshirehorizons.co.uk/documents/publications/reference/a428\\_upgrade.pdf](http://www.cambridgeshirehorizons.co.uk/documents/publications/reference/a428_upgrade.pdf)

- 20.13 The Huntingdonshire District Council Local Infrastructure Framework has identified two ‘critical’ infrastructure projects, defined as projects that would set growth back five years or more if they fail to come forward in expected timescales. These projects are the A14 Ellington to Fen Ditton scheme (by 2015) and reinforcement of electricity grid at Eaton Socon (by 2013). Were these not to come forward, the growth of St Neots in particular would be significantly restricted.
- 20.14 The Wisbech regeneration project will require significant public sector support, as well as a private developer partner. To date support from the Homes and Communities Agency and EEDA has been forthcoming, but if a committed private sector partner is not secured then the project will stall.

	2009	2010	2011	2012	2013	2014	2015	2016
Rail upgrades								
Non-A14 road upgrades								
Bus improvements								
Green corridors								
Hitchingbrooke Hospital improvements								
Creative Exchange phase II								
HVM campus/HRC relocation								
Wisbech Innovation Park								
Lancaster Way Business Park								
Octagon Business park								
Elean Data centre campus								
Marine Sector enterprise hub								
South Fens Business								

Centre phase II								
Ramsey Business centre								
Relocation and new build of CWA								
Fenland engineering skills centre								

## Annex A: Key economic development interventions that are outside the county of Cambridgeshire, within Greater Cambridge

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- A.1 The projects below are fall outside Cambridgeshire but are within the Greater Cambridge engine of growth. They will therefore have interdependencies with the economy of Cambridgeshire, despite being outside it.

Name of project	Haverhill Technology Park CB9
Investment Category	Economic Development
Description	Development of Technology Park including an incubator at CB9 location
Justification	Provision of office space and incubator to support ICT sectors in Greater Cambridge. CB9 is located at the edge of Haverhill closest to Cambridge
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	St Edmundsbury Borough Council
Comments	Feasibility study required

Name of project	National Home of Horse Racing – Newmarket
Investment Category	Economic Development
Description	Creation of new National Home of Horse Racing museum in Newmarket town centre
Justification	Opportunity to develop tourism offer building on the area's horse racing heritage
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Museum partnership / Forest Heath District Council
Comments	Fundraising underway through partnership

Name of project	Town Centre Regeneration Scheme
Investment Category	Economic Development

Description	Regeneration of town centres across Greater Cambridge in Royston, Haverhill, Mildenhall
Justification	Need to ensure that town centres remain vibrant and provide services for growing population
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Local authorities
Comments	Different stages of planning
Name of project	Development of employment land
Investment Category	Economic Development
Description	Release of land for employment use across Greater Cambridge in Royston and Bury St Edmunds
Justification	Need to provide employment land for sustainable development of market towns
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Local authorities
Comments	Different stages of planning
Name of project	Transport Infrastructure Investments
Investment Category	Transport
Description	Upgrading of A1307 Haverhill to Cambridge, dualling of A11 Norwich to Cambridge. Upgrading of Cambridge to Bury St Edmunds railway line. Link road to open up Suffolk Business Park.
Justification	Need for investment in transport infrastructure to encourage economic development
Carbon Impact	Neutral CO <sub>2</sub> Emissions (unknown at this stage)
Delivery Lead	Local authorities
Comments	Different stages of planning