



**STRATEGIC PLANNING
CASE FOR
EMPLOYMENT JOINT
LOCAL PLAN
ALLOCATION:
SUBMISSION TO
GREATER CAMBRIDGE
CALL FOR SITES
CONSULTATION
FEBRUARY 2019**

Quality Assurance

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1.0 Executive Summary

Introduction

- 1.1 This report considers the case for a strategic employment site at Slate Hall Farm, Bar Hill in South Cambridgeshire. It considers the current economic conditions in the District and wider area, and the potential for future growth in employment floorspace to meet predicted future demands.
- 1.2 The site is located on the north side of the A14 Junction 29, with easy access to A1(M) and M11. It is also accessible from local roads connecting it to Longstanton and Northstowe. The A14 is currently in the process of a substantial upgrade that will increase capacity and bypass Huntingdon before improving the connection with the A1 and A1(M). The realignment of the A14 provides an opportunity to review development opportunities at Slate Hall Farm – its enviable location on the strategic highway network, just outside of the Cambridge Green Belt, would suggest that employment uses might be most suitable.
- 1.3 The site itself was historically farmland but is currently used for works related to the A14 development.
- 1.4 This report sets out:
- The commercial need for further employment land in South Cambridgeshire;
 - The opportunity afforded by the site's location; and
 - The site's relevance to local planning and development initiatives.
- 1.5 A desk-based review of national and local policy and evidence has been undertaken to ascertain the site's potential and the economic uses that might be best suited for the site. A full list of documents and data sources reviewed are listed in **Appendix 1**.

Summary of the Market Demand for Employment Land

- 1.6 Our research clearly indicates a need for general industrial (use class B2) and storage and distribution (use class B8 premises) in South Cambridgeshire.
- 1.7 The Cambridge area (generally defined as the City itself and the surrounding South Cambridgeshire District) industrial market is small compared to the buoyant office and research and development market and afforded low priority by both the City Council and South Cambridgeshire District Council in their newly adopted local plans.
- 1.8 The local industrial market is characterised by a severe lack of stock and allocated light industrial (use class B1c), B2 and B8 land, yet there is positive demand.
- 1.9 In the City itself, further industrial development is unlikely with some owner occupiers securing residential consent on their industrial sites, and landlords and institutions actively encouraging higher value residential or mixed-use schemes on their estates.
- 1.10 As a result, the industrial stock within Cambridge will continue to decline but, as the Cambridge economy grows further (off the back of the R&D and Bio-technology sector), the Cambridge area will need additional B1c/B2/B8 space, which is simply not being catered for. Massively expanding companies such as Astra Zeneca, ARM and other occupiers on the business parks surrounding

Cambridge will need a supply chain, which will require services operating from B1c/B2/B8 properties as well as office space.

- 1.11 In addition, Cambridge is one of the most prosperous centres in the UK and is expected to generate interest from internet retailers and parcels companies.
- 1.12 The anticipated reduction in industrial stock, coupled with the increasingly restricted availability of B1c, B2 and B8 land and positive demand profile, reinforces the view that the site provides an ideal location for much of the industrial land the Cambridge area desperately needs.
- 1.13 The adopted Cambridge and South Cambridgeshire Local Plans identify sites for future employment development, see **Table 1** with further details in **Appendix 2**. However, most of these sites are allocated only for B1 uses or have access and design constraints. None are located on the strategic road network. As such, the choice of sites on offer for industrial uses is severely limited. This supports the case for Slate Hall Farm, which would provide a relatively unconstrained addition to the employment land supply with qualities currently not on offer on current allocations.

Table 1: Local Plan Total Employment Land Requirements and Allocations

AUTHORITY	EMPLOYMENT LAND REQUIREMENT	TOTAL LAND ALLOCATED
South Cambridgeshire	43ha (22,000 new jobs)	43ha
Cambridge	7.4ha (8,900 new jobs)	12ha of which 10.87ha is on strategic sites

Economic Need for Industrial Sites

- 1.14 The Cambridgeshire and Peterborough Combined Authority (C&PCA) commissioned an in-depth analysis of the county’s economy¹, to help inform the preparation of a Local Industrial Strategy. It identifies that development in the sub-region is driven by economic growth, and that it is significantly greater than official ONS statistics report. As such, the statistical basis on which the local planning authorities based their employment land need predictions is not representative of what is happening in the area. The research indicates that additional employment sites will therefore be required, for businesses wishing to be part of the agglomeration and others which are part of the supply chain. Currently, only 10.8% of supplies are from this local area, while 27.8% are from overseas.
- 1.15 To meet and sustain the necessary levels of growth being targeted by the C&PCA requires support to be given to the science and tech clusters. This includes enabling their supply chains and delivering sites that reduce commuting and negative health and wellbeing impacts. The research shows that the knowledge-based industries (KI) are very location selective, preferring to move aboard rather than take a sub optimal location outside the main business cluster. As such, it is essential that those sites within the clusters are prioritised for KI industries and that other sites close to but outside of the agglomeration area are made available for more footloose, non-knowledge intensive businesses.
- 1.16 The study identifies that the A14 corridor is a growth area and a favoured location for non-KI industries. Supporting this market-led growth is also consistent with another key recommendation

¹ The Cambridgeshire and Peterborough Independent Economic Review 2018 (CPIER), September 2018.

that development follows a blended spatial strategy with emphasis on fringe and transport corridor locations as well as densification and dispersal.

A Special Location

- 1.17 This site is special because of its position on strategic and local transport links, its location outside the Green Belt and close to major growth areas and local settlements. The road connections generate highly valuable connectivity for both the movement of goods and people. In short, the site benefits from top quality operational connections as well as making it a sustainable employment location. This wealth of accessibility creates an unusual opportunity: a site that has excellent strategic as well as local connections, while offering high quality walking, cycling and bus connections to places of employment and housing. Furthermore, it supports the transport investment being planned in the surrounding area. These connections are summarised in **Figure 1**.

Figure 1: Transport Connections

- **The A14** is due to open at the end of 2020.
- The site is located on the new Bar Hill junction of the A14.
- The de-trunked A14, which runs along the southern edge of the site, will provide a new two-lane **local access road** between Fenstanton and Cambridge, providing access to neighbouring employment and residential areas.
- A new **dedicated cycle and walking route** will be built on the northern side of A14 from Fenstanton via the site to Cambridge providing a high quality active-modes transport network that links the site to Bar Hill, Northstowe and Cambridge.
- The site connects to and supports the **existing public transport network**. The site is less than 2km from the Northstowe Guided Bus Stops, providing access to the Guided Bus network which is being expanded and upgraded at Huntingdon.
- The site sits at the heart of a ring of villages that are to be better connected by **active transport modes** and public transport to enable better access to secondary schools and link up employment sites.

- 1.18 The special location of the site is further enhanced by its position at the intersection of four regional growth areas, each offering enormous potential for economic growth in the region:
- Cambridge Science Cluster
 - London - Stansted - Cambridge Corridor
 - Cambridge Norwich corridor
 - Oxbridge Growth Corridor

Meeting Policy Objectives

- 1.19 The site, as a location for employment use is supported by national and local planning policy.
- 1.20 The National Planning Policy Framework (NPPF) recognises that building a strong and competitive economy requires each area to build on its strengths, particularly where the UK is a

global leader. It requires local authorities to set clear strategies and identify sites to deliver this strategy, as well as be flexible enough to accommodate needs not yet anticipated in a local plan.

- 1.21 In 2017, the UK Industrial Strategy was launched with a vision to improve productivity through five foundations: ideas, people, infrastructure, business and environment. It recognises four grand challenges which have steered the industrial strategy towards sectors that are already present in Cambridgeshire, and in some instances, world leading, notably R&D and capturing innovation. Growth of small and medium size businesses is a priority and the strategy advocates “*fostering clusters and connectivity across cities, towns and surrounding areas*”. Cambridgeshire clearly has a vital role to play in delivering large parts of the Industrial Strategy.
- 1.22 The site is also compatible with the strategic objectives of the recently adopted South Cambridgeshire Local Plan, which favours a hierarchical approach to site allocation. A recent review of the Green Belt concluded that no additional sites on the edge of Cambridge should be released and consequently the strategy is to focus development in key centres and well-connected settlements.
- 1.23 The South Cambridgeshire Local Plan provides land allocations sufficient to meet its identified need to 2031 (but see paragraph 1.14 above). The new settlements at Northstowe, Bourne Airfield and Waterbeach are the focus for the long-term housing supply and each is ascribed their own employment designations in the town centre and free-standing estates, which are not yet in the planning pipeline. Other employment sites are provided to serve the bio-tech cluster almost exclusively.
- 1.24 Both the City and District councils have undertaken to replace their individual newly adopted local plans with a joint local plan to facilitate further economic growth in line with the City Deal agreed with the Government in 2014. This provides an opportunity to promote the site for development as central to the future development strategy.
- 1.25 The site is well suited to deliver the Transport Plan objectives, with the potential to provide:
- HGV overnight parking
 - Freight consolidation centre
 - Employment uses close to residential areas
 - Rural jobs that are accessible by active travel modes

The Opportunity

- 1.26 The site opportunity generates meaningful and tangible benefits:
- Its location would be attractive to the local, regional and national industrial market.
 - It is a sustainable location for employment given its proximity to Bar Hill, Northstowe and Cambridge, providing easy access to the labour market through the excellent pedestrian, cycle and bus opportunities arising from the A14 corridor improvements.
 - It provides a relatively low-cost site within the Cambridge cluster for businesses that:
 - are part of the Cluster supply chain; and/or
 - require proximity to the cluster.
 - It is relatively unconstrained and is readily developable once work on the A14 is completed.

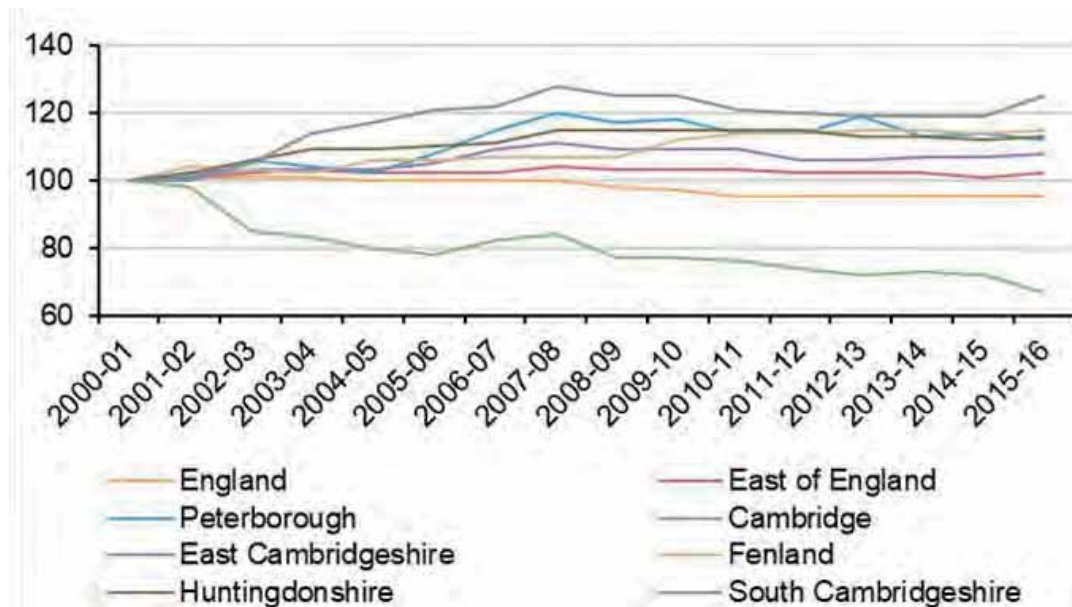
Land at Slate Hall Farm – Strategic Planning Case

- Its close proximity to Cambridge could be used to free up sites in the City for uses that are less footloose.
- It is situated in a location known to be favoured by local non-KI business.
- It is Ideal for a unified freight consolidation centre which helps reduce air pollution by reducing the need for HGVs to enter the City.
- It provides HGV overnight parking and the chance to reduce HGV nuisance in local villages.
- It is a flexible site that would suit a wide range of industrial uses.

2.0 Commercial Need for Employment Sites

- 2.1 The Cambridge commercial property market is one of the most buoyant in the South East, dominated by the burgeoning office/R&D market both within the City and on the surrounding business parks.
- 2.2 The Cambridge industrial warehouse property market is small in comparison to the office/R&D market with total industrial stock of 8.66 million sq.ft. within 10 miles of Cambridge including 2.4m sq.ft. situated within the City itself.
- 2.3 Higher value uses such as residential, retail warehousing and student accommodation have meant that during the last 10 years, total industrial stock in Cambridge has reduced year on year (see **Figure 2**). Furthermore, planning policy is currently focussed on the delivery of new housing rather than industrial and warehousing in the Cambridge area (see later chapters). For example, industrial estates such as Clifton Road Industrial Estate (180,000 sq.ft.) is earmarked as part of a wider mixed-use development area in the adopted Cambridge City Local Plan. Around 160,000 sq.ft. at Dales Manor, Babraham Road Sawston is earmarked for residential development in the South Cambridgeshire emerging Local Plan.

Figure 2: Change in industrial floorspace since 2000/01 (=100)



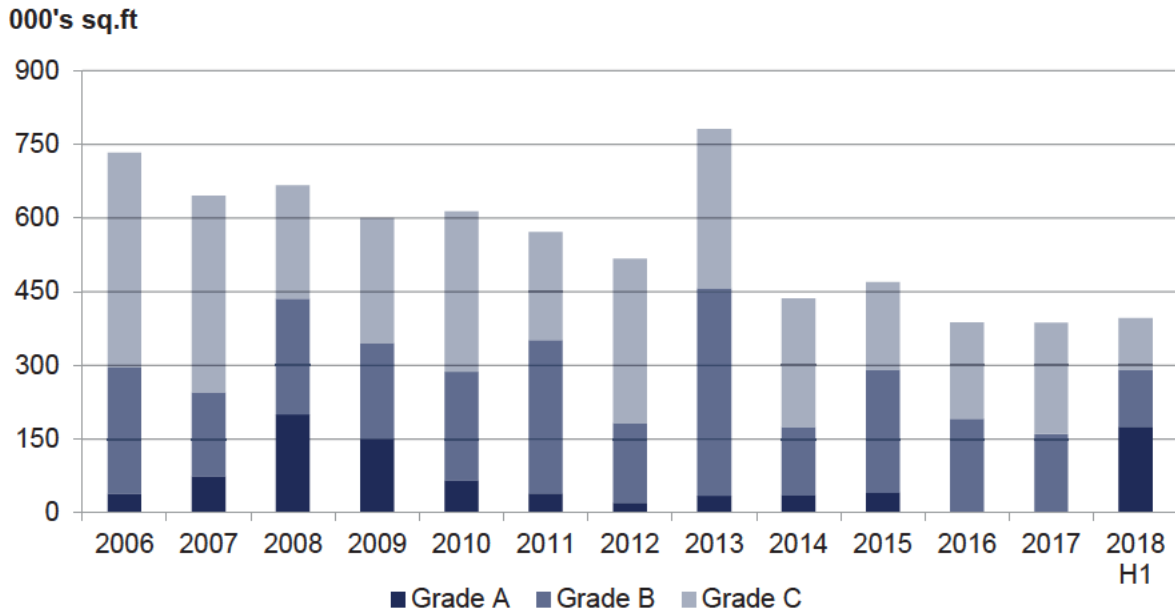
Source: VOA

- 2.4 Industrial owner-occupiers in the City such as Travis Perkins, Ridgeons and Marshall of Cambridge have secured, or are shortly to secure, residential consents on sites of between five and fifteen acres.
- 2.5 The continual reduction in the total industrial warehousing stock is already forcing occupiers to pay higher rents and/or take space further away from the City and its immediate environs.

Supply

- 2.6 **Figure 3** details the reducing availability of industrial accommodation in the Cambridge area since 2006. At the end of 2017, total supply was down to 387,000sq.ft., a fall of 50.4% from the 2013 peak level.
- 2.7 The lack of grade A (i.e. new) ready to occupy buildings in 2016/2017 encouraged developers to build speculatively, adding 230,000sq.ft of new space by mid-2018. Despite this (due to take up) availability in the Cambridge market remains at a lowly 396,000sq.ft, i.e. 4.6% of total stock.

Figure 3: Availability of industrial accommodation in the Cambridge area



Source: Bidwells

Available Industrial Land

- 2.8 **Table 2** details the very few available significant employment sites for industrial uses (B1c/B2/B8) within 10 miles of Cambridge. Salmon Developments is shortly to complete the speculative development of 16 units totalling 68,000sq.ft at Cambridge South, Dales Manor. Most of the units are under 3,000sq.ft where demand is robust, but won't satisfy the need for larger units. Bidwells experience suggests larger units (over 10,000sq.ft) command less demand on this estate due to the difficulties of HGV access through the village and to the A11.
- 2.9 Furthermore, adjacent parts of the estate currently in industrial use have been allocated for housing development in the Local Plan, which will limit the type of uses that could be accommodated at Dales Manor to 'neighbourly' occupiers. Hence, currently available sites are limited to employment and industrial uses that are business park friendly and appropriate within a residential neighbourhood.

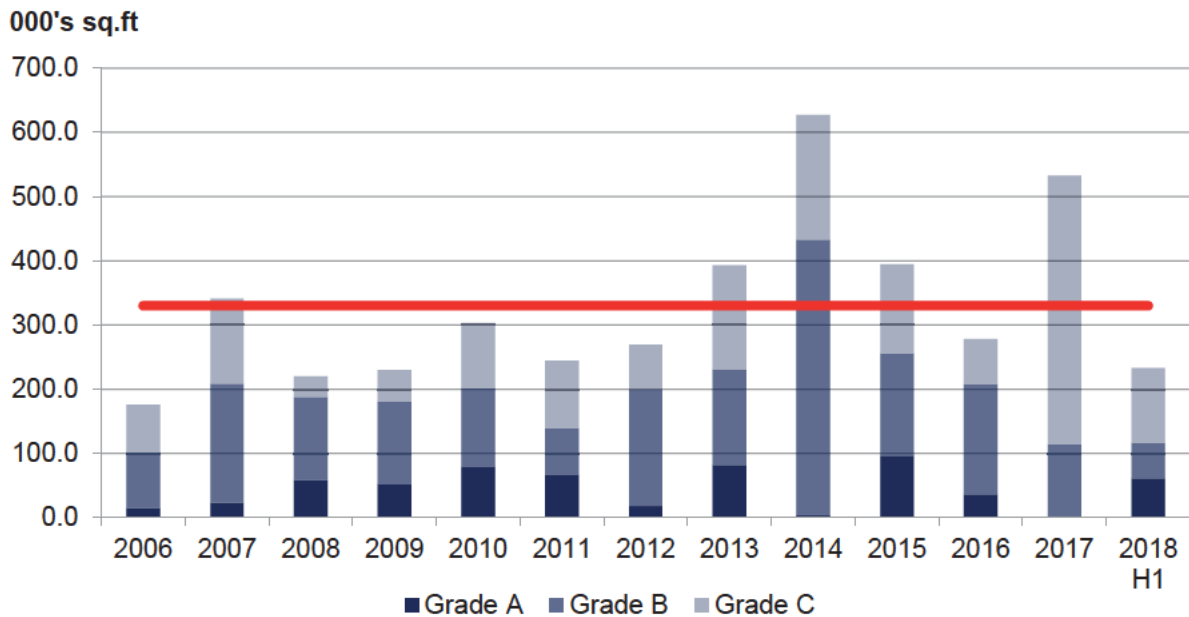
Table 2: Available significant employment site for industrial uses within 10 miles of Cambridge

ADDRESS	OWNER / DEVELOPER	SIZE	COMMENTS
Cambridge Research Park, CB25 9PD	XLB / Royal London	Plot 5000 – 9 acres Plot 6000 – 2.5 acres	Any new development likely to be high office content 'mid tech' use rather than B2 or B8 given CRP's business park environment
Cambridge South Site, Dales Manor Business Park, Sawston, CB22 3TJ	Salmon Developments	3 acres.	Approx 68,000 sq ft of B1c, B2 & B8 under construction speculatively in units from 1,500 to 21,000 sq ft. 3 acres remain undeveloped.
Bourn Quarter, CB23 2TQ	Savills IM / Aitchison Developments	25 acres	Proposing a 1 st phase of 150,000 sq ft on 15 acres in units ranging from 6,000 to 40,000 sq ft, with a large unit of 100,000 sq ft.

Take Up

2.10 **Figure 4** shows take up from 2006 to H1 2018, with trend take up around 325,000sq.ft per annum. Take up in the Cambridge industrial market has remained above trend rates of activity since 2013, only dipping below this level in 2016 due to lack of available industrial units. The highest annual take up was 625,000sq. ft. in 2014. This followed the highest availability of 770,000sq.ft. in Q4 2013, which suggests that the trend rate of take up would be higher if sufficient Grade A and B space was available. Broadly speaking, the 425,000sq.ft. of Grade A and B space available at the end of 2013 was all taken up during 2014. Take up at H1 2018 was 233,000sq.ft. Take up for H2 will be lower than H1 but it is anticipated that take up for the whole year to be above trend.

Figure 4: Industrial take up



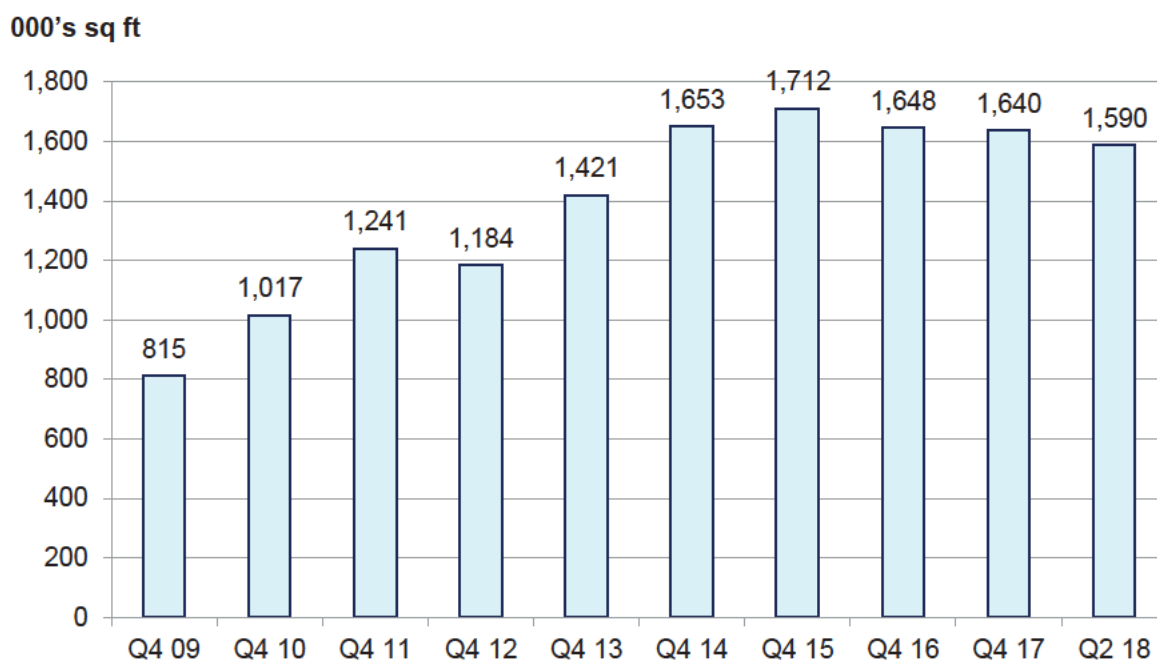
Source: Bidwells

Demand

Industrial Demand

2.11 **Figure 5** shows that demand for industrial floorspace between 2014 and 2017 in the Cambridge area was steady at 1.6m to 1.7m sq.ft of unsatisfied requirements. Demand for H1 2018 was slightly lower due to the high level of take up in 2017 but remains at 1.59m sq.ft of outstanding industrial requirements.

Figure 5: Demand for industrial floorspace in the Cambridge area



Source: Bidwells

Office/R&D Market Effect on Industrial Demand

2.12 In addition, there has been a step change in office/R&D requirements and consequently it is anticipated that there will be an increase in industrial/warehouse demand to serve these large new office/R&D developments, which include:

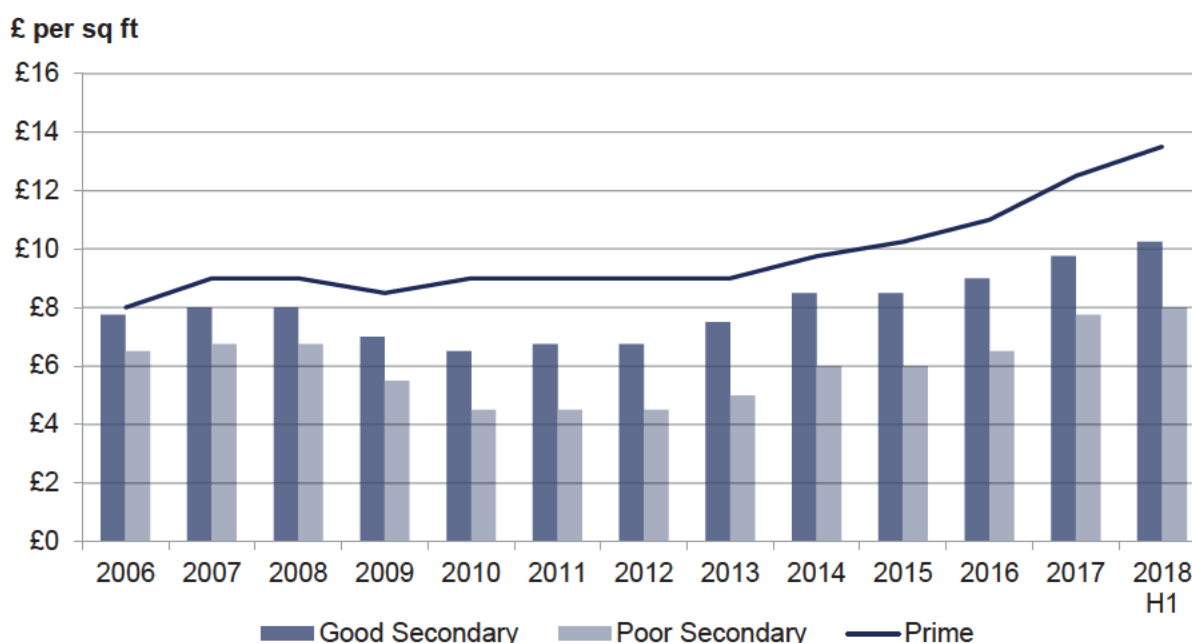
- Astra Zeneca – Construction of 450,000 sq.ft of their consent for 890,000 sq.ft on the Biomedical Campus to be completed in 2019.
- ARM – Construction of a new 180,000 sq.ft facility to complete in late 2019 at Peterhouse Technology Park.
- Illumina – Construction of 150,000 sq.ft at Granta Park to be completed shortly.
- Gilead – 90,000 sq.ft also at Granta Park.
- Amazon – 70,000 sq.ft office just acquired at One Station Square to focus on their drone technology.
- 22 Cambridge Science Park – 66,000 sq.ft under offer to a confidential occupier with occupation due Summer 2019.
- 26 Cambridge Science Park – 66,000 sq.ft recently let to Frontier.

- 50/60 Station Road – 140,000 sq.ft let or under offer.

Prime Rental Values

2.13 **Figure 6** shows the prime rental value for Cambridge industrial since 2006. Prime industrial rents in Cambridge have been increasing since 2013, by 50% over this period to H1 2018 standing at a new peak level for the city at £13.50 per sq.ft, representing some of the highest rents outside London. Over the past three years rents on good quality second hand space have grown by 20% to £10.25 per sq. within the city, whilst rents on poorer quality second hand stock are up by 30% to £8.00 per sq.ft. Given the supply/demand dynamic of the Cambridge industrial market, Bidwells’ prime rental growth is forecasted to be 4.6% per annum (annualised growth rate over the next 5 years), compared to 1.6% per annum for offices.

Figure 6: Prime rental values in Cambridge



Source: Bidwells

Summary

- 2.14 The Cambridge area industrial market is small relative to the buoyant office/R&D market and is under prioritised by the City and South Cambridgeshire District Councils. The industrial market is characterised by a severe lack of stock and under-allocated B1c/B2/B8 land and yet there is positive demand.
- 2.15 In Cambridge City itself, industrial development is unlikely with some owner-occupiers securing residential consents on their industrial sites, and landlord/institutions actively encouraging higher value residential or mixed-use schemes on their estates. As a result, the industrial stock within Cambridge will continue to reduce but as the Cambridge economy grows even further, the City will need additional B1c/B2/B8 space which is simply not being catered for. The massively expanding companies such as Astra Zeneca, ARM and other occupiers on the business parks surrounding Cambridge will need a supply chain which will require services operating from B1c/B2/B8 properties as well as office space.

- 2.16 In addition, Cambridge is one of the most prosperous centres in the UK and is expected to generate interest from internet retailers and parcels companies.
- 2.17 The anticipated reduction in industrial stock coupled with the increasingly restricted availability of B1c/B2/B8 land and positive demand profile reinforces the view that the site provides a good opportunity to contribute further industrial land the Cambridge area desperately needs.

3.0 National Policy Context

National Planning Policy Framework

- 3.1 The Government recently published a revised National Planning Policy Framework (NPPF)². Paragraph 7 confirms that the purpose of the planning system is to contribute to the achievement of sustainable development. One of the three overarching objectives intended to contribute towards sustainable development, as set out in paragraph 8, states:

“An economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure.”

- 3.2 Chapter 6 of the revised NPPF specifically deals with the need to build a strong competitive economy. Paragraph 80 states:

“Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation⁴⁰, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.”

- 3.3 Footnote 40 states that:

“The Government’s Industrial Strategy sets out a vision to drive productivity improvements across the UK, identifies a number of Grand Challenges facing all nations, and sets out a delivery programme to make the UK a leader in four of these: artificial intelligence and big data; clean growth; future mobility; and catering for an ageing society. HM Government (2017) Industrial Strategy: Building a Britain fit for the future.”

- 3.4 The next section discusses the Industrial Strategy further.

- 3.5 Finally, paragraph 82 states that:

“Planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.”

- 3.6 The NPPF is accompanied by Planning Practice Guidance (PPG)³, which adds further detail as appropriate. For economic development however, particularly in terms of determining the demand for it, the PPG is largely silent and is therefore not considered further in this report.

² MHCLG. July 2018. National Planning Policy Framework.

³ MHCLG. September 2013. Planning Practice Guidance.

The Government's Industrial Strategy

3.7 The Industrial Strategy⁴ identifies five foundations of productivity:

- *“Ideas: the world’s most innovative economy.*
- *People: good jobs and greater earning power for all.*
- *Infrastructure: a major upgrade to the UK’s infrastructure.*
- *Business Environment: the best price to start and grow a business.*
- *Places: prosperous communities across the UK.”*

3.8 Infrastructure and places are clearly linked with planning and development.

3.9 In terms of infrastructure, the Strategy highlights that decisions should actively support long-term productivity. The Government confirmed that it should take greater account of disparities in productivity and economic opportunity between different places, ensuring investments drive growth across all regions. The Strategy notes that:

“Well targeted investment can drive economic development, particularly when implemented as part of a wider programme of interventions to address the unique circumstances of each area. However, an approach based solely on static analysis can favour investment in places where development has already happened, and overlook long-term benefits that infrastructure can bring to a place.”

3.10 In terms of places, key policies include:

- Agreeing Local Industrial Strategies that build on local strengths and deliver on economic opportunities (although the first of these are unlikely to be before March 2019).
- Find projects that drive productivity by improving connections within city regions.

3.11 The Strategy states that:

“Strong local economies around the world tend to have some key attributes. They have a good supply of skilled labour; they are well connected and have land available for homes, offices and factories; and they have rich innovation ecosystems, often built around a university. They have an attractive cultural environment.”

3.12 The Strategy backs economic growth corridors and economic clusters, culture and innovation. The Strategy notes that:

“...towns such as MK, Oxford and Cambridge have been hot spots for job creation. We must promote growth through fostering clusters and connectivity across cities, towns and surrounding areas.”

3.13 It is understood that a Local Industrial Strategy is currently being prepared by the Combined Authority, which is discussed further below.

⁴ HM Government. November 2017. Industrial Strategy: Building a Britain Fit for the Future.

Life Sciences Industrial Strategy

- 3.14 The Life Sciences Industrial Strategy⁵ recognises the importance of clusters, infrastructure and ‘place’ in the growth of the life sciences sector. Clusters provide benefits such as shared knowledge and shared spaces or services. While the Golden Triangle of Cambridge, London and Oxford is well recognised, there is commercial activity across the UK in the sector
- 3.15 The Strategy also recognises the importance of infrastructure, with incubator space identified as key to the survival of life science start-ups. The Strategy states:

“Government, local partners and industry should work together to ensure the right infrastructure is in place to support the growth of life sciences clusters. This includes transport into and across clusters such as the Oxford Cambridge rail link announced in autumn 2016, Heathrow expansion and HS2/3); housing and schools to attract skilled and talented people, as well as incubators and science parks to nurture and grow start-ups and SMEs. These need to be underpinned by fast broadband and flexible planning.”

Clean Growth Strategy

- 3.16 This Strategy⁶ recognises that the low carbon economy is expected to grow four times faster than the UK economy. The Strategy suggests a range of measures to support businesses to improve their energy productivity by at least 20% by 2030.
- 3.17 In addition, it intends to accelerate the shift to low carbon transport with greater use of rail and investment to make cycling and walking the natural choice for shorter journeys. This reinforces the Cycling and Walking Investment Strategy⁷ on taking a strategic approach to making improvements to infrastructure.
- 3.18 The Strategy also promotes building lower cost, low carbon homes, including factory production and off-site manufacture.

⁵ Bell, J. August 2017. Life Sciences Industrial Strategy – A report to the Government from the life sciences sector.

⁶ HM Government. October 2017. The Clean Growth Strategy: Leading the Way to a Low Carbon Future.

⁷ DfT. April 2017. Cycling and Walking Investment Strategy.

4.0 The Combined Authority

The Strategic Spatial Framework

- 4.1 In November 2016 the Cambridgeshire and Peterborough Devolution Deal was agreed. This involved the creation of the C&PCA, led by a directly elected mayor, overseeing strategic issues across the six LPAs. It was subsequently agreed that the Local Enterprise Partnership (LEP) should be assimilated into the C&PCA as a Business Board.
- 4.2 One of the Mayors powers is to create a non-statutory Strategic Spatial Framework (SSF)⁸ to guide development and planning across the combined authority area based on the Devolution Deal.
- 4.3 The SSF promotes more than 90,000 new jobs and over 100,000 additional dwellings by 2036, which is largely based on the current crop of local plans. The SSF intends to build on this and set out the broad scale of development up to 2050.
- 4.4 It recognises five ‘ambitions’:
- Becoming the UK’s capital of innovation and productivity;
 - Healthy, thriving and prosperous communities;
 - Access to a good job within easy reach of home;
 - A workforce for the modern world founded on investment in skills and education; and
 - Environmentally sustainable.

- 4.5 It then outlines a series of objectives, such as:

“Strategic Spatial Objective 1: The Combined Authority will work with the local planning authorities and new Business Board to ensure the effective delivery of the strategic employment locations identified in Local Plans and economic strategies, including the designated Alconbury and Cambridge Compass Enterprise Zones.”

“Strategic Spatial Objective 7: The Combined Authority will develop and maintain a long-term investment programme of infrastructure projects, including projects it seeks national support to deliver. It will work with the highway authorities and national agencies to ensure timely and effective interventions to deliver strategic transport solutions. This includes investment in strategic infrastructure; facilitating grant bids; feasibility studies and business case development; and working with government for timely delivery of committed infrastructure projects.”

Greater Cambridge Greater Peterborough Enterprise Partnership’s (GCGPEP) Strategic Economic Plan

- 4.6 The LEP Strategic Economic Plan sets out interventions targeted at releasing the areas potential. Of most significance for the site is the recognition that additional commercial floorspace is required to encourage the expansion of technology businesses beyond Cambridge. It is

⁸ Cambridgeshire and Peterborough Combined Authority. April 2018. Cambridgeshire and Peterborough Strategic Spatial Framework (Non-Statutory).

anticipated that this plan will form the foundation of the Local Industrial Strategy that is now in production.

The Cambridgeshire & Peterborough Independent Economic Review

- 4.7 The C&PCA commissioned an in-depth analysis⁹ of the area's economy to help inform the preparation of a Local Industrial Strategy. As part of the Devolution Deal, the C&PCA were given the target to double economic growth by 2043. This requires the area going beyond what it has achieved in the past – economic growth has been between 2.5% per annum since 1998, 2.81% growth is required to meet the target. Achieving this requires employment growth and more importantly productivity growth.
- 4.8 The report recommends that SSF and future Local Industrial Strategy should:
- Have a blended spatial strategy with emphasis on fringe and transport corridor locations as well as densification and dispersal.
 - Instigate development of a wellbeing led growth dimension to growth targets, with consideration of dispersed growth to tackle local variations in deprivation and wellbeing.
 - Ensure that Cambridge continues to deliver for knowledge-based industries, which typically want to agglomerate.
- 4.9 A blended spatial strategy is advocated; a combination of four broad strategies assessed:
- Densification
 - Dispersal (not the primary strategy)
 - Fringe growth
 - Transport Corridor
- 4.10 The report advises that:
- “Fringe growth is likely to work better by moving outwards through a significant well-planned urban extension, and integrating the new fringe into city transport systems, rather than growing in all directions at the same time.”*
- 4.11 Furthermore:
- “By ensuring good quality public transport is in place before development, the number of those new residents who will use the transport is maximised. This is also likely to be the best way to stretch some of the high-value businesses based within and around Cambridge out into wider Cambridgeshire and Peterborough. These companies will not want to be distant from the city, but these clusters could ‘grow’ out along the transportation links, providing connection to other market towns.”*
- 4.12 Both spatial approaches favour sites such as Slate Hall Farm.
- 4.13 The report makes a cautionary warning that actively growing the cluster requires a well-considered approach and an understanding of the nature of businesses in the cluster:

⁹ The Cambridgeshire and Peterborough Independent Economic Review 2018 (CPIER), September 2018.

“To foster flourishing business clusters many interrelated elements need to be in place, including the right mix of key actors (private sector firms, public sector organisations, consumers) with the right technologies and capabilities, institutional systems and norms, and networks of relationships. This doesn’t mean intervention can’t work, but it does mean that a whole systems approach needs to be taken, accompanied by deep engagement with local networks to inform bespoke solutions. A simplistic approach of picking business up and moving it around will founder without a solid understanding of supply chain links.”

- 4.14 This of course echoes the analysis in Chapter 2 that to grow the R&D cluster attention also needs to be given to its supply chain.
- 4.15 Also referred to in Chapter 2 is the tendency for KI industries to agglomerate. For non-KI industries, dispersal is more common in order to benefit from cheaper costs and spatially discrete markets. The CPIER report confirmed this, showing the business growth in the A14 corridor between 2010/11-2016/17 is characterised by non-KI firms, but not KI growth (see **Figure 7**).

Figure 7: KI cluster growth and non-KI dispersal

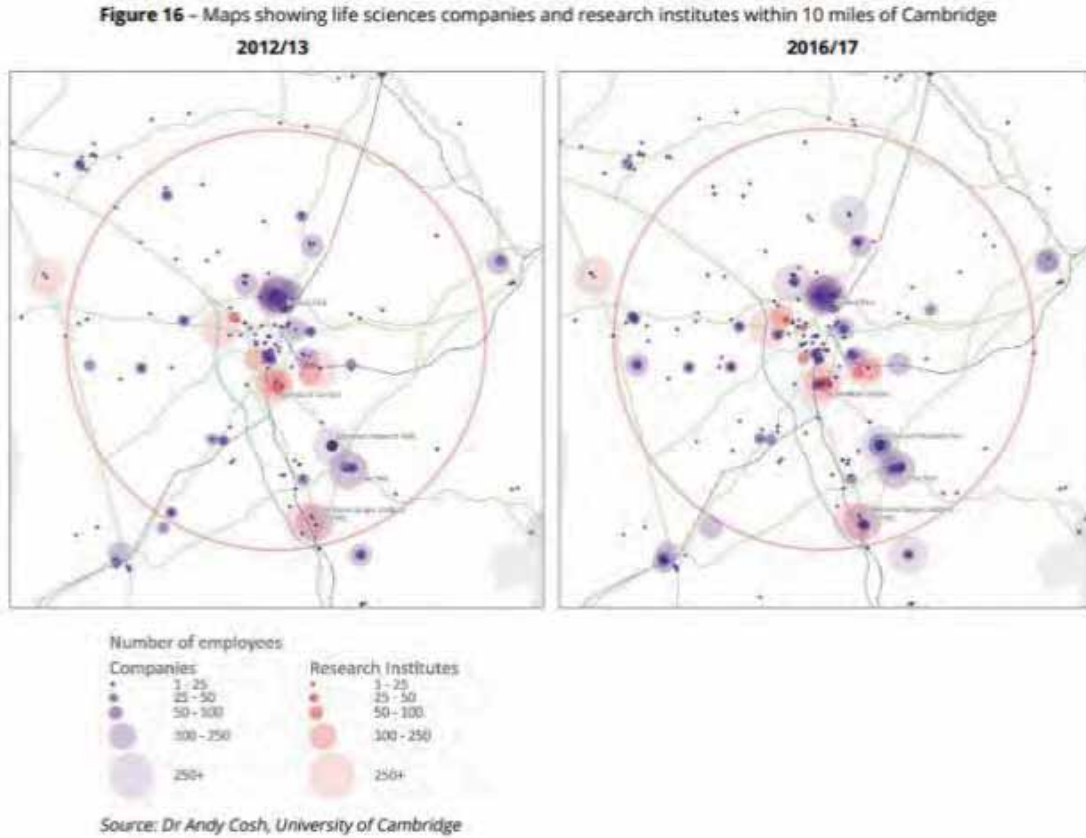
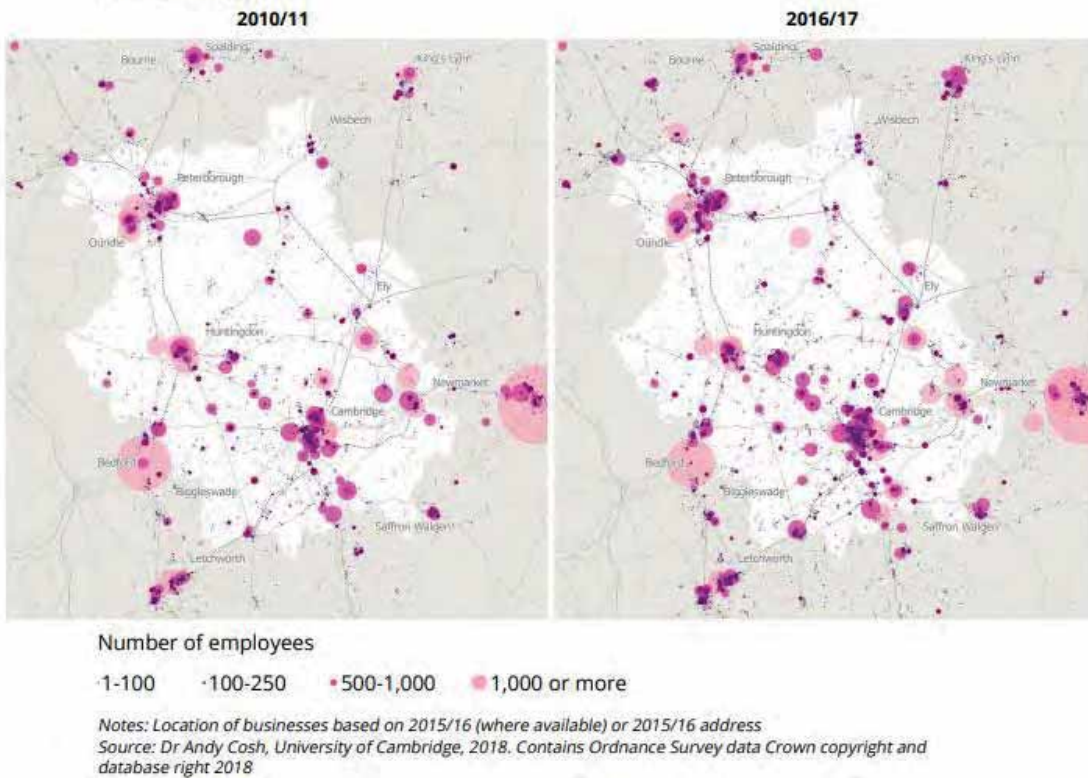


Figure 17 – Locations of non-KI business within Combined Authority area by number of employees 2010/11 and 2016/17



Source: CPIER Report, 2018

5.0 Local Policy

South Cambridgeshire Local Plan 2018

Strategic Objectives

- 5.1 The South Cambridgeshire Local Plan sets out the development strategy for the District up to 2031. The development strategy, set out in Policy S/2, comprises six objectives. Table 3 sets out these objectives and how the site might conform to them.

Table 3: Local Plan Strategic Objectives Policy S/2

POLICY S/2 OBJECTIVES	SITE OPPORTUNITY
To support economic growth by supporting South Cambridgeshire's position as a world leader in research and technology-based industries, research, and education; and supporting the rural economy.	<ul style="list-style-type: none"> • Location for support services to the Cluster. • Local employment accessible to rural areas by active modes.
To protect the character of South Cambridgeshire, including its built and natural heritage, as well as protecting the Cambridge Green Belt. New development should enhance the area and protect and enhance biodiversity.	<ul style="list-style-type: none"> • Not in the green belt. • Development can be sensitively designed.
To provide land for housing in sustainable locations that meets local needs and aspirations, and gives choice about type, size, tenure and cost.	<ul style="list-style-type: none"> • Site could enable firms to relocate, vacating sustainable locations for housing.
To deliver new developments that are high quality and well-designed with distinctive character that reflects their location, and which responds robustly to the challenges of climate change.	<ul style="list-style-type: none"> • High quality design can fulfil this objective.
To ensure that all new development provides or has access to a range of services and facilities that support healthy lifestyles and well-being for everyone, including shops, schools, doctors, community buildings, cultural facilities, local open space, and green infrastructure.	<ul style="list-style-type: none"> • Site has easy access to facilities and services in Bar Hill and Northstowe and could include its own infrastructure that supports health and wellbeing of its occupants.
To maximise potential for journeys to be undertaken by sustainable modes of transport including walking, cycling, bus and train.	<ul style="list-style-type: none"> • On completion of the A14 improvements, the site will have excellent active mode and bus connections.

Employment Land

- 5.2 The Local Plan seeks to ensure sufficient employment land is available, and that jobs are provided close to homes and commute by non-car modes is achievable. To deliver this, development, both employment and housing in South Cambridgeshire is directed to locations according to a spatial hierarchy:

“1. The need for jobs and homes will be met as far as possible in the following order of preference, having regard to the purposes of the Cambridge Green Belt:

- a. On the edge of Cambridge;*
- b. At new settlements;*
- c. In the rural area at Rural Centres and Minor Rural Centres*

...

4. Development in the rural area will be limited, with allocations for jobs and housing focused on Rural Centres and Minor Rural Centres, and rural settlement policies providing for windfall development for different categories of village consistent with the level of local service provision and quality of public transport access to Cambridge or a market town.”

5.3 Bar Hill is the nearest established settlement close to the site and allocated in the Local Plan 2018 as a minor rural centre. The Local Plan seeks to avoid the inherent conflict between the need for appropriate levels of growth while providing an attractive rural hinterland and setting to the historic City of Cambridge. The site is ideally located to avoid these conflicts as it is not in the Green Belt yet is close to Cambridge with exceptionally good transport links.

5.4 The Local Plan (Policy E/13) permits employment growth on the edge of villages subject to conditions, which are could be met on the site.

“New Employment Development on the Edges of Villages Subject to Green Belt policy, new development for employment development (B1, B2 and B8 Use Classes) will be permitted on sites adjoining or very close to the development frameworks of villages where:

- a. It is demonstrated that there are no suitable buildings or sites within the settlement or nearby, or suitable buildings to reuse or replace in the countryside nearby.*
- b. The site comprises previously developed land. If greenfield sites are proposed they will need to demonstrate no suitable previously developed sites are available.*
- c. The proposal is justified by a business case, demonstrating that the business is viable.*
- d. There is a named user for the development, who shall be the first occupant. A planning condition will be attached to any permission to this effect.*
- e. The proposal is logically related to the built form of the settlement, the scale and form of the development would be in keeping with the category and scale of the village.*
- f. The proposal would not have an unacceptable adverse impact on the character and appearance of the area and in particular the village edge, and is in scale with the location.*
- g. The site can be easily accessed on foot or cycle.*

Cambridge City Local Plan 2018

5.5 Significant loss of industrial space to higher value uses in recent years has prompted the protection of remaining industrial areas for employment uses, with the exception of two industrial uses near the train station which have been allocated for mixed use at higher densities.

5.6 The Local Plan has identified three principle locations for future business space development:

- The City Centre and Eastern Gateway
- Areas around the station
- The biomedical campus and West Cambridge

5.7 A full list of site allocations is described in **Appendix 2**. All sites are for office or R&D to support the cluster. None have the strategic transport network advantages of the Slate Hall Farm. Both the loss of employment land and the strong competition from non-industrial uses, has led to a shortage of industrial land development opportunities. As discussed in Chapter 2, the current Local Plan allocations and their use restrictions do not address this problem.

Cambridgeshire Local Transport Plan 2011-2031

5.8 Cambridgeshire County Council, as the local transport authority, is responsible for producing the Cambridgeshire Local Transport Plan (LTP), which seeks to address existing transport challenges as well the needs generated by new development, and plan for the delivery of new transport infrastructure, such as road improvements. This third LTP (LTP3) comprises three documents:

- Policies and Strategies;
- The Long-Term Transport Strategy (previously the Implementation Plan); and
- The Transport Delivery Programme (updated annually).

5.9 The LTP3 documents address the County Councils priorities:

- Supporting and protecting people when they need it most;
- Helping people to live independent and healthy lives in their communities; and
- Developing our local economy for the benefit of all

5.10 It also has the following focused strategic objectives:

- Enabling people to thrive, achieve their potential and improve quality of life;
- Supporting and protecting vulnerable people;
- Managing and delivering the growth and development of sustainable communities;
- Promoting improved skills levels and economic prosperity across the county, helping people into jobs and encouraging enterprise; and
- Meeting the challenges of climate change and enhancing the natural environment.

5.11 The Policies and Strategies 2014-2031 (July 2015) has a Vision of “*creating communities where people want to live and work: now and in the future*”. Key issues are the large scale planned growth and consequences for air quality, congestion, pressure on the environment, and access and social exclusion in rural areas. Travel behaviour in the County also generates some specific challenges:

- Cambridgeshire has higher than national average Carbon dioxide emissions arising from transport (32% compared to 21% nationally);
- Length of commuter journeys in Cambridgeshire is double the national average;
- High volume of through traffic on roads.

- 5.12 The document identifies eight specific challenges related to achieving the objectives and tackling the challenges as shown in **Figure 8**. Development at the site has the potential to particularly address challenges 1, 2, 3 and 5.
- 5.13 Challenge 1 relates in part to road freight. The document seeks to limit the volume of HGV movement through the villages and has an advisory map on HGV routes in Cambridgeshire. It is also looking to provide more A14 overnight HGV parking to prevent drivers going to villages. An overnight lorry park would suit the site and meet this objective.
- 5.14 Challenges 2 and 3 aim to provide the opportunity for more people to live within a reasonable distance of where they work, and the services and facilities they require, thereby reducing reliance on private vehicles. As an employment site with excellent public transport and active mode connections, close to rural villages and Northstowe and North West Cambridge, the site is clearly compatible with these challenges.
- 5.15 Rural communities which are particularly at risk of social exclusion (challenge 5) would be well served by employment opportunities at the site.

Figure 8: Challenges to meet our LTP objectives

LTP Challenge	LTP Objectives*			
	1 & 4	2	3	5
Challenge 1: Improving the reliability of journey times by managing demand for road space, where appropriate and maximising the capacity and efficiency of the existing network			✓	
Challenge 2: Reducing the length of commute and the need to travel by private car	✓		✓	✓
Challenge 3: Making sustainable modes of transport a viable and attractive alternative to the private car	✓	✓	✓	✓
Challenge 4: Future-proofing our maintenance strategy and new transport infrastructure to cope with the effects of climate change				✓
Challenge 5: Ensuring people - especially those at particular risk of social exclusion - can access the services they need within reasonable time, cost and effort wherever they live in the county.	✓	✓		
Challenge 6: Addressing the main causes of road accidents in Cambridgeshire	✓	✓		
Challenge 7: Protecting and enhancing our natural environment				✓
Challenge 8: Influencing national and local decisions on land-use and transport planning that impact on routes through Cambridgeshire			✓	✓

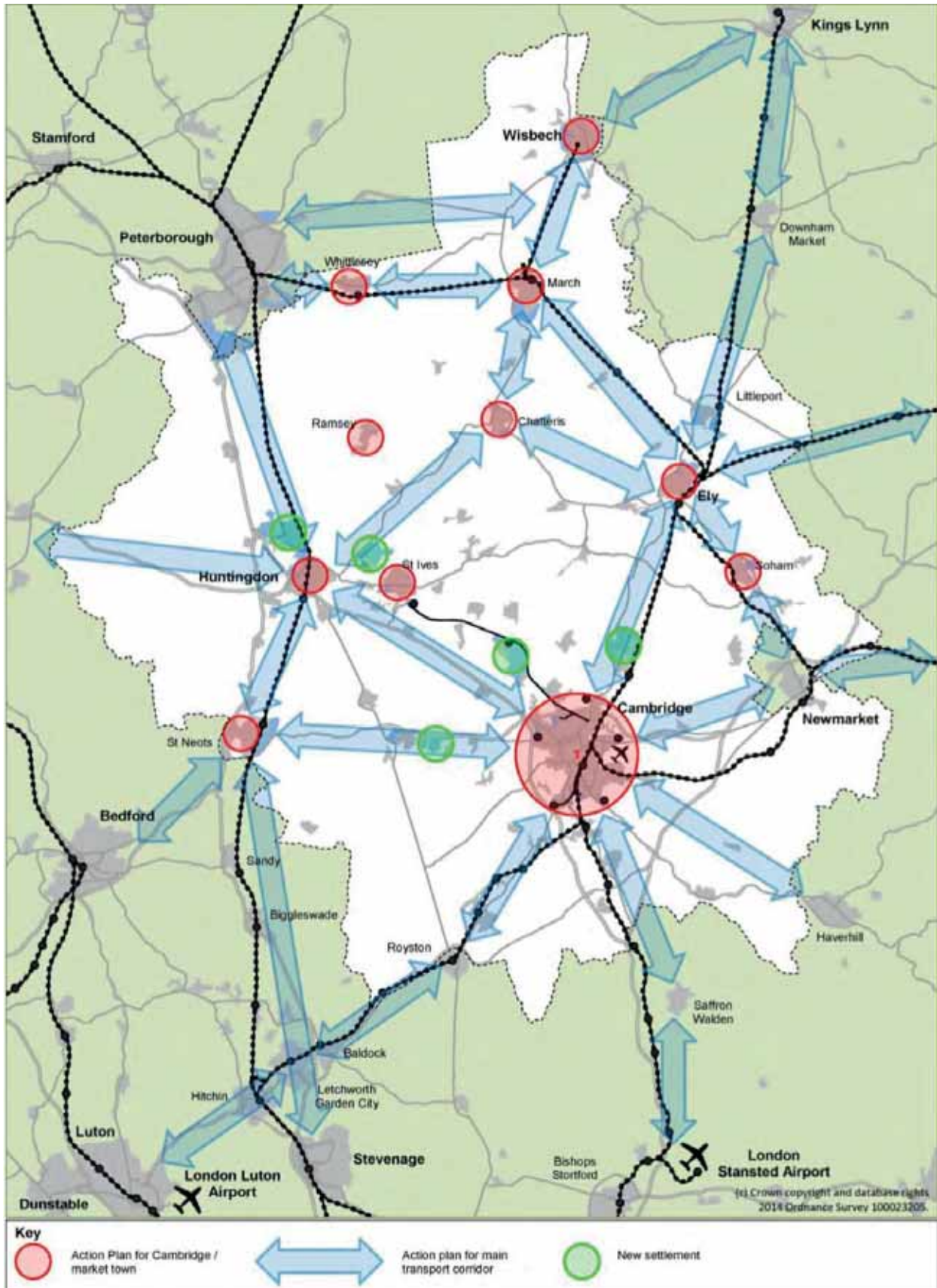
* LTP Objectives

1. Enabling people to thrive, achieve their potential and improve their quality of life
2. Supporting and protecting vulnerable people.
3. Managing and delivering the growth and development of sustainable communities.
4. Promoting improved skill levels and economic prosperity across the county, helping people into jobs and encouraging enterprise.
5. Meeting the challenges of climate change and enhancing the natural environment.

- 5.16 The Cambridgeshire Long Term Transport Strategy 2011-2031 identifies the major infrastructure requirements that are needed to address existing problems and capacity constraints on Cambridgeshire’s transport network, and the further infrastructure that is required to cater for the transport demand associated with planned growth.

- 5.17 It has Action Plans for Cambridge and market towns as well as transport corridors, as shown in **Figure 9**, one of which is the A14 corridor, where the priorities are (further details are set out in **Appendix 3**):
- the transfer of freight from road to rail;
 - increasing road capacity through road infrastructure works including the A14 trunking; and
 - developing rural cycle and pedestrian routes.
- 5.18 The Transport Strategy for Cambridge and South Cambridgeshire (High Level Programme) (March 2014) supports LTP3 and was developed in line with the Cambridge and South Cambridgeshire local plans. It also considers the transport corridors beyond the District boundary from the ring of towns around Cambridge.
- 5.19 The purpose of this Strategy is to:
- Provide a detailed policy framework and programme of schemes for the area, addressing current problems and consistent with LTP3 policies; and
 - Support the Cambridge and South Cambridgeshire local plans and take account of committed and predicted levels of growth, detailing the transport infrastructure and services necessary to deliver this growth.
- 5.20 Eight objectives have been set for this Strategy, all of which would be met by development at the site:
- To ensure that the transport network supports the economy and acts as a catalyst for sustainable growth;
 - To enhance accessibility to, from and within Cambridge and South Cambridgeshire (and beyond the strategy area);
 - To ensure good transport links between new and existing communities, and the jobs and services people wish to access;
 - To prioritise sustainable alternatives to the private car in the strategy area, and reduce the impacts of congestion on sustainable modes of transport;
 - To meet air quality objectives and carbon reduction targets, and preserve the natural environment;
 - To ensure that changes to the transport network respect and conserve the distinctive character of the area and people's quality of life;
 - To ensure the strategy encourages healthy and active travel, supporting improved well-being; and
 - To manage the transport network effectively and efficiently.
- 5.21 The Strategy strengthens the role that main corridors (including the A14) play in catering for passenger movements as well reducing reliance on the car. All improvements in these corridors serve to improve the site's connectivity at a local, regional and national scale.
- 5.22 The Strategy also aims to reduce the number of freight movements entering Cambridge by providing innovative solutions that reduce congestion and other negative impacts such as air quality, as well as providing economic benefits by reducing the cost of the 'final mile'. For example, cargo bikes, freight consolidation centres (part loads consolidated to reduce number of vehicles / trips into the centre). The site is ideally located to fulfil this requirement.

Figure 9: LTP3 Action Plan Areas



Local Policy Summary

- 5.23** The site is compliant with the strategic objectives of the South Cambridgeshire Local Plan, which favours a hierarchical approach to development site allocation. A recent review of the Green Belt concluded that no additional sites on the edge of Cambridge should be released and hence development focus is on the City Centre and well-connected settlements, including Bar Hill which is a 'minor rural centre'.
- 5.24** The Local Plan seeks to identify land allocations sufficient to meet its identified need to 2031. The new settlements at Cambourne, Northstowe, Bourne Airfield and Waterbeach are the focus for the long-term housing supply and each has their own employment designated in the town centre and free-standing estates. However, the industrial land is not yet readily available due to the development phasing. Other employment sites are provided to serve the cluster and typically are limited in their suitability for industrial uses due to their location in business parks or proximity to housing.
- 5.25** Recent research reported in CPIER indicates that national reporting of economic growth significantly underplays the level of growth in the sub-region which is being led by economic expansion. This calls into question the adequacy of the existing employment land allocations in the South Cambridgeshire and Cambridge City local plans.

6.0 Conclusions

6.1 The land at Slate Hall Farm is ideally located to deliver B1(c)/B2/B8 employment development for the following reasons:

- The location of the site is at the intersection of the Oxbridge Growth Corridor, London-Stansted-Cambridge Corridor and Cambridge and Norwich Corridor.
- A new vehicular access is proposed for the site via the A14 improvement works and the detrunking of the A14 road close to the site.
- The central part of the site represents previously developed land and has a long history of industrial and storage usage.
- Landowners and promoter's willingness to deliver development on a flat, well drained site.
- The site falls outside the ambit of Green Belt designation yet is on the 'edge' of Cambridge and will not detrimentally impact on local residents, yet sufficiently close to settlements as a source for jobs with good positive transport connectivity including guided bus and improved cycle networks.
- Research strongly finds there is a desperate need for B1(c)/B2/B8 employment land in this area.
- The site will provide for the relocation of Cambridge businesses needing to make way for residential uses on their existing sites.
- The vicinity around Slate Hall Farm has been the subject of constant change over the last 10 years for highway/drainage components, Northstowe new settlement works.
- The site would help deliver the aims and objectives of the Government's Industrial Strategy, the LEP's Strategic Economic Plan, the Local Transport Plan.

APPENDIX 1

DOCUMENTS AND DATA SOURCES REVIEWED

General

- National Planning Policy Framework 2018
- South Cambridgeshire Local Plan 2018
- Cambridge Local Plan 2018
- Northstowe Phase 2 Application Report March 2015
- Northstowe Area Action Plan

Economic

- UK Industrial Strategy 2017 - Building A Britain Fit for the Future
- Cambridgeshire & Peterborough Independent Economic Review September 2018 (CPIER)
- Greater Cambridge Greater Peterborough Enterprise Partnership's (GCGPEP) Strategic Economic Plan
- South Cambridgeshire Annual Monitoring Report 2017
- Cambridgeshire Economic Prospect 2013
- South Cambridgeshire and Cambridge City Employment Land Review 2012
- Cambridge City Council and South Cambridgeshire District Council Topic Paper – Employment March 2014
- South Cambridgeshire Economic Development Strategy 2010-2015
- SQW, Cambridge Econometrics Scenario Projections for the Cambridgeshire Local Authorities and Peterborough 2012
- SQW Cambridge Cluster at 50 The Cambridge Economy: Retrospect and Prospect March 2011
- PACEC on behalf of South Cambridgeshire District Council Economic Assessment and Strategy Phase 2 Final Report July 2010

Transport

- Highways England Felixstowe to Midlands Route Strategy 2017
- Cambridgeshire County Council Cambridgeshire Rights of Way Improvement Plan Update April 2016
- Cambridgeshire County Council Transport Strategy for Cambridge and South Cambridgeshire (High Level Programme) March 2014
- Cambridgeshire Local Transport Plan 2011-2031
- Policies and Strategies 2014-2031 July 2015
- The Cambridgeshire Long Term Transport Strategy 2011-2031
- The Transport Delivery Programme

Environment

- Cambridge City Council Air Quality Action Plan 2018-2023

Land at Slate Hall Farm – Strategic Planning Case

- Cambridgeshire and Peterborough Minerals and Waste Plan, Preliminary Consultation Draft May 2018
- Cambridgeshire and Peterborough Minerals and Waste Plan, Core Strategy July 2011
- South Cambridgeshire Air Quality Action Plan 2009

APPENDIX 2

EMPLOYMENT LAND ALLOCATIONS

South Cambridgeshire Employment Land Allocations

- Policy SS/1: Orchard Park
- Policy SS/4: Cambridge Northern Fringe East and Cambridge North Railway Station
- Policy SS/6: Waterbeach New Town
- Policy SS/7: New Village at Bourn Airfield
- Policy E/1: New Employment Provision near Cambridge – Cambridge Science Park
- Policy E/2: Cambridge Biomedical Campus Extension
- Policy E/3: Fulbourn Road East (Fulbourn) 6.9 hectare
- Policy E/4: Allocations for Class B1 Employment Uses:
 - Longstanton: N of Hattons Road up to the bypass (6.7 ha.)
 - Pampisford: West of Eastern Counties Leather, London Road (residue) (1.9 ha.)
- Policy E/5: Allocations for Class B1, B2 and B8 Employment Uses:
 - Over: Norman Way (residue) (1.7 ha.)
 - Papworth Everard: Ermine Street South (residue) (2.5 ha.)
- Policy E/6: Papworth Hospital
- Policy E/7: Imperial War Museum at Duxford
- Policy E/8: Mixed-Use Development in Histon & Impington Station Area
- Policy E/15: Established Employment Areas:
 - Cambourne Business Park, Cambourne;
 - Brookfields Business Estate / Park, Twentypence Road, Cottenham;
 - Land at Hinxton Road, South of Duxford;
 - Granta Park, Great Abington;
 - Wellcome Trust Genome Campus, Hinxton;
 - Cambridge Research Park, Landbeach;
 - Site to North of Cambridge Research Park, Landbeach;
 - Daleshead Foods Ltd, Cambridge Road, Linton;
 - Eternit site, Meldreth;
 - Norman Way Industrial Estate, Over;
 - Former Spicers site, Sawston;
 - Buckingway Business Park, Swavesey;
 - Convent Drive / Pembroke Avenue site, Waterbeach.

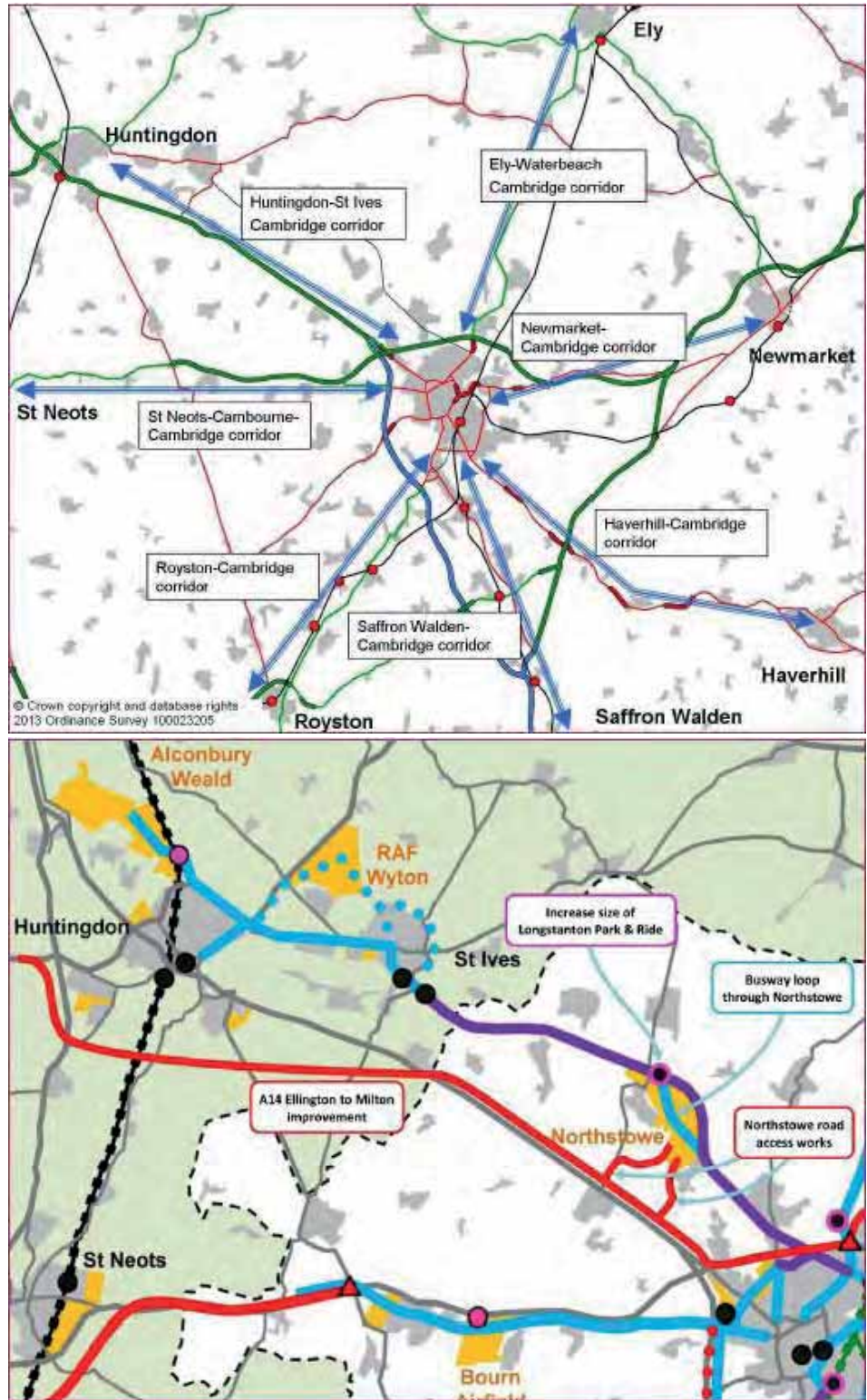
Cambridge City Employment Land Allocations

- Policy 15: Cambridge Northern Fringe East and new railway station Area of Major Change
- Policy 16: South of Coldham's Lane Area of Major Change
- Policy 17: Cambridge Biomedical Campus (including Addenbrooke's Hospital) Area of Major Change
- Policy 19: West Cambridge Area of Major Change
- Policy 21: Station Areas West and Clifton Road Area of Major Change

APPENDIX 3

A14 CORRIDOR PLANNED INTERVENTIONS

Figure 1: Transport Corridor Programme Areas, with A14 corridor Details



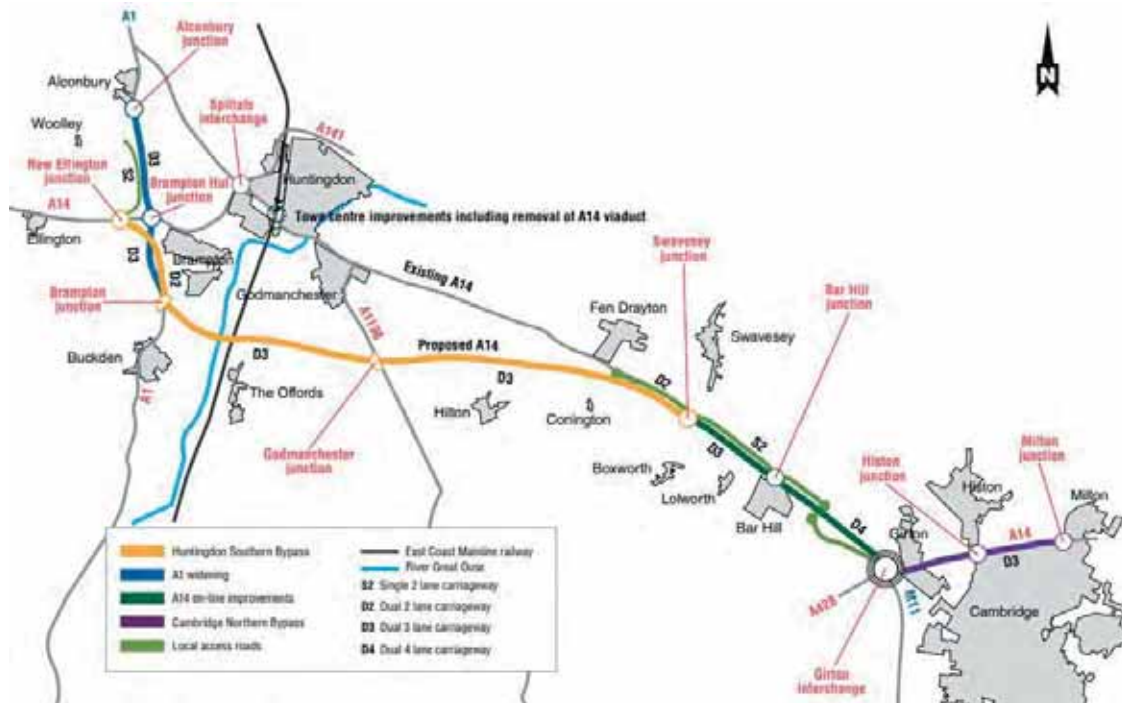
Within the A14 corridor the planned interventions particularly relevant to Slate Hall Farm are:

- Expansion of Longstanton park and ride to 1,000 spaces;
- Expansion of the busway;
- Planned network to connect employment sites;
- Network connecting to transport interchanges;
- Walking and cycling network to support secondary school catchment areas.

As well as increasing road capacity for through traffic along the A14, new junctions for the A1 and M11 aid flows to the motorway network. The scheme will also have substantial beneficial effects for pedestrians, cyclists and equestrians as it includes:

- A new shared cycleway/footway between Fenstanton and Girton on the north-eastern side of the A14 and along the local access road to the crematorium, which provides new, safer opportunities to travel by non-motorised means;
- Reduced traffic volumes on the existing A14 alignment between Brampton Hut and Swavesey making conditions safer for cyclists;
- Provision of dedicated footways and cycleways at new junctions on the A14;
- Two bridges for pedestrians and cyclists at Swavesey and Bar Hill to provide links for local communities to key employment centres by non-motorised means;
- Improved access to bus stops which would be relocated to local access roads;
- A new bridleway near Brampton to reconnect bridleways severed by previous A1 widening work, linking Brampton to Brampton Wood and the Brampton Hut services.







Figure 2: Cambridge to Huntingdon A14 Improvement Scheme



Source: Cambridge to Huntingdon improvement scheme A14 Environmental statement Non-technical summary (December 2014), Highways Agency



LEGEND

-  Site Boundary
-  Busway and Indicative Stops
-  Railway and Stations
-  Road Network
-  A14 New Route (expected 2020)
-  River Course
-  Strategic Road Links
-  Local Connections
-  New A1307 route utilises part of the old A14 route towards Huntingdon, creating a local link
-  Green Belt (outside site boundary)
-  Existing Science/ Business Parks
-  Neighbourhood Strategic Development
-  Existing Settlements

Note:

This illustrative plan serves for information purposes only, do not take measurements from this drawing.

A 14/02/19 SITE BOUNDARY UPDATED

Rev.	Date	Details
1		Do not scale from this drawing. All dimensions to be checked. This plan is to be read with all accompanying documentation.

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**LAND AT BAR HILL
REGIONAL CONTEXT
STRATEGY PLAN**

Job Code: 05 License Number: 44914 100017734
 Drawing Scale: NTS Date: 18.11.20
 Drawn By: HG
 Checked By: DP
 Drawing Number: UDS44914-A3-0101
 Revision: A

