



Sustainability Appraisal Scoping Report for the Fenland Local Plan

October 2019



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Contents

1. Introduction	2
1.1 Introduction	2
1.4 Sustainability Appraisal Scoping Report	2
1.8 Background to Fenland	3
1.11 National Policy Background	5
1.13 Council's Strategic Priorities	5
1.16 Sustainability Appraisal Themes	6
2. Sustainability Appraisal Process	8
2.1 Appraisal Process	8
2.2 Sustainability Appraisal Stage A	9
2.13 Structure of this Report	11
3. Review of Sustainability Issues	13
3.1 Healthy Communities	13
3.2 Jobs, Education and Housing	34
3.3 Transport	46
3.4 Heritage, Place Making and Landscape	59
3.5 Resilience to Climate Change and Flood Risk	69
3.6 Land Use and Wildlife	75
3.7 Water Resources	86
3.8 Pollution and Waste	91
3.9 Sustainable Resources	97
4. Sustainability Appraisal Objectives Framework	103
5. Next Steps	114
5.5 Stage B: Developing and Refining Alternatives and Assessing Effects	114
5.11 Stage C: Preparing the Sustainability Appraisal Report	116
5.12 Stage D: Seek Representations on the Sustainability Appraisal Report from Consultation Bodies and the Public	116
5.13 Stage E: Post Adoption Reporting and Monitoring	116

List of Figures

Figure 1: Map of Fenland	4
Figure 2: Fenland Sustainability Appraisal Themes & Associated Topics.....	7
Figure 3: Sustainability Appraisal Process.....	8
Figure 4: Sustainability Appraisal Scoring System.....	12
Figure 5: Percentage of population by broad ethnic group, Fenland 2011.....	16
Figure 6: General fertility rate in Cambridgeshire 2013-15.....	17
Figure 7: ONS mid-2015 to ONS mid-2016 population estimates.....	17
Figure 8: ONS mid-2015 to mid-2016 population estimates by comparison	18
Figure 9: Comparison of non UK migrants.....	18
Figure 10: East of England Migration Patterns – non-UK Born Pop 2001-2011.....	19
Figure 11: 'Wider Determinants of Health' diagram	20
Figure 12: Comparison of health factors: Fenland vs England – 2017.....	21
Figure 13: Population Reporting Good or Very Good Health.....	22
Figure 14: Population with a Long-term Activity-Limiting Illness.....	23
Figure 15: Age-standardised rates for Major Causes of Death.....	24
Figure 16: Comparison of disease prevalence by district and nationally.....	25
Figure 17: Settlements in Fenland with GP surgery facilities.....	25
Figure 18: 10 most deprived LSOAs in Cambridgeshire & change since 2010.....	26
Figure 19: Deprivation comparison of Cambridgeshire districts 2010 & 2015.....	27
Figure 20: Map representation of Figure 19	28
Figure 21: Comparison of deprivation of wards in Fenland & Cambridgeshire	29
Figure 22: Mean Annual Gross Pay 2017.....	37
Figure 23: Average unemployment rate by Cambridgeshire district 2004-2016.....	38
Figure 24: Net Completions in Fenland 2002 to 2018.....	42
Figure 25: Ratio of median house price to median annual earnings.....	43
Figure 26: Housing waiting list numbers and times in Fenland.....	43
Figure 27: Method of travel to work	49
Figure 28: Commuting patterns across Cambridgeshire and Peterborough.....	50
Figure 29: Accessibility to major employment sites by public transport.....	51
Figure 30: Cyclists in Cambridgeshire and Peterborough as % of population.....	53

Figure 31: Comparison of method of travel to work under 2.0km.....	54
Figure 32: Comparison of number of car trips to work under 2.0km.....	54
Figure 33: Travel to work by car for less than 2.0km.....	55
Figure 34: Designated Heritage Assets in Fenland.....	60
Figure 35: Landscape character types and areas	63
Figure 36: Global temperature and carbon dioxide.....	70
Figure 37: Difference in global temperature relative to 1951-1980 average.....	71
Figure 38: Agricultural Land Classification in Fenland.....	77
Figure 39: Broad habitats across Cambridgeshire.....	83
Figure 40: Management catchments within the Anglian river basin district.....	83
Figure 41: Map showing air pollution monitoring sites in Cambridgeshire.....	93
Figure 42: Waste arisings for the Cambs and P'boro M&W Plan area 2016.....	95
Figure 43: Installed renewable energy generation in Fenland 2001 – 2018.....	98
Figure 44: Distribution of Minerals in Peterborough and Cambridgeshire.....	100
Figure 45: Sustainability Appraisal Objectives Framework	103
Figure 46: Criteria for assessing the effects of the Fenland Local Plan	105

Appendices

Appendix A: List of Relevant Policies, Plans, Programmes, Strategies and Initiative.....	117
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Glossary of Acronyms

BAP	Biodiversity Action Plan
BREEAM	Building Research Establishment Environmental Assessment Methodology
CAMS	Catchment Abstraction Management Strategy
CHP	Combined Heat and Power
CIL	Community Infrastructure Levy
CO ₂	Carbon Dioxide
CPRE	Campaign to Protect Rural England
DCLG	Department of Communities and Local Government
DECC	Department of Energy and Climate Change
DPD	Development Plan Document
EA	Environment Agency
FDC	Fenland District Council
GCSE	General Certificate of Secondary Education
GI	Green Infrastructure
GTANA	Gypsy and Traveller Accommodation Needs Assessment
GVA	Gross Value Added
HMA	Housing Market Area
IMD	Indices of Multiple Deprivation
kWh	Kilowatt hour
JNCC	Joint Nature Conservation Committee
JSNA	Joint Strategic Needs Assessment
LDS	Local Development Scheme
LNR	Local Nature Reserve
LSOA	Lower Super Output Area
MHCLG	Ministry of Housing, Communities and Local Government
MWDF	Minerals and Waste Development Framework
MWh	Megawatt hour
NE	Natural England
NNR	National Nature Reserve
NPPF	National Planning Policy Framework
NVZ	Nitrate Vulnerable Zone
OAN	Objectively Assessed Need
ONS	Office of National Statistics
PCPA	Planning and Compulsory Purchase Act
PPG	Planning Policy Guidance
RIGS	Regionally Important Geological and Geomorphological Site
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SHMA	Strategic Housing Market Assessment
SINC	Site of Importance for Nature Conservation
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
SuDS	Sustainable Drainage Systems
WCS	Water Cycle Study
WFD	Water Framework Directive
WRC	Water Recycling Centre

Executive Summary

This is the Sustainability Appraisal (SA) Scoping Report for the emerging Local Plan for Fenland District Council, which will cover the period 2019 to 2040.

It is a statutory requirement for Local Planning Authorities to carry out an appraisal of the sustainability of their Local Plans. SA is a systematic and iterative process undertaken alongside the preparation of the Local Plan. It assesses the extent to which policies in the Plan help to achieve development which is socially, environmentally and economically sustainable.

This Scoping Report is the first stage in the SA process. Through an assessment of the current social, environmental and economic situation in the Plan area (the baseline), the report attempts to identify which issues need to be addressed by the SA.

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This Scoping Report has been published for consultation, alongside the [Issues and Options Consultation document](#). Comments are welcome from any organisation or individual, but especially from the following statutory consultees:

- Historic England
- Natural England
- The Environment Agency

Comments can be made in writing to the following postal address or email address:

Local Plan Team
Fenland District Council
Fenland Hall
County Road
March
PE15 8NQ

Or

localplan@fenland.gov.uk

Comments to be received no later than **11.59 pm on Thursday, 21st November 2019**.

1. Introduction

Introduction

- 1.1 Fenland District Council (the Council) is preparing a new Local Plan for the area that will cover the period 2019 to 2040. It will help to shape the future growth of the district including in the four market towns and surrounding villages.
- 1.2 The Local Plan will be a single document which will replace the existing adopted Development Plan Document (DPD), namely the Fenland Local Plan – May 2014.
- 1.3 It will not replace any Minerals and Waste DPDs

Sustainability Appraisal Scoping Report

- 1.4 The European Strategic Environmental Assessment (SEA) Directive¹ places a mandatory requirement on European member states to carry out environmental assessment on the preparation of land use plans (e.g. Local Plans). In 2004 this directive was transposed into English statute law through The Environmental Assessment of Plans and Programmes Regulations 2004 (The SEA Regulations).
- 1.5 The SEA Regulations state that SEA must assess effects on the following topic areas:
 - biodiversity;
 - population;
 - human health;
 - fauna;
 - flora;
 - soil;
 - water;
 - air;
 - climatic factors;
 - material assets;
 - cultural heritage, including architectural and archaeological heritage;
 - landscape; and
 - the inter-relationships between the above
- 1.6 The Planning and Compulsory Purchase Act 2004 requires all Local Planning Authorities to carry out a Sustainability Appraisal (SA) for their Local Plans. This SA incorporates the requirements of the SEA Regulations and fully considers the social, environmental and economic effects of the emerging Local Plan. Where reference is made within this document to Sustainability Appraisal, it also implies where appropriate, the Strategic Environmental Assessment regulations.

¹ Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment

- 1.7 Sustainability Appraisal is an iterative process to assist in the formulation of policy options for a Local Plan. It appraises emerging options against the three elements of sustainability; namely social, environmental and economic. In doing so it assists in selecting preferred options deemed to be the most sustainable when assessed against all reasonable alternatives (including not producing a Plan).

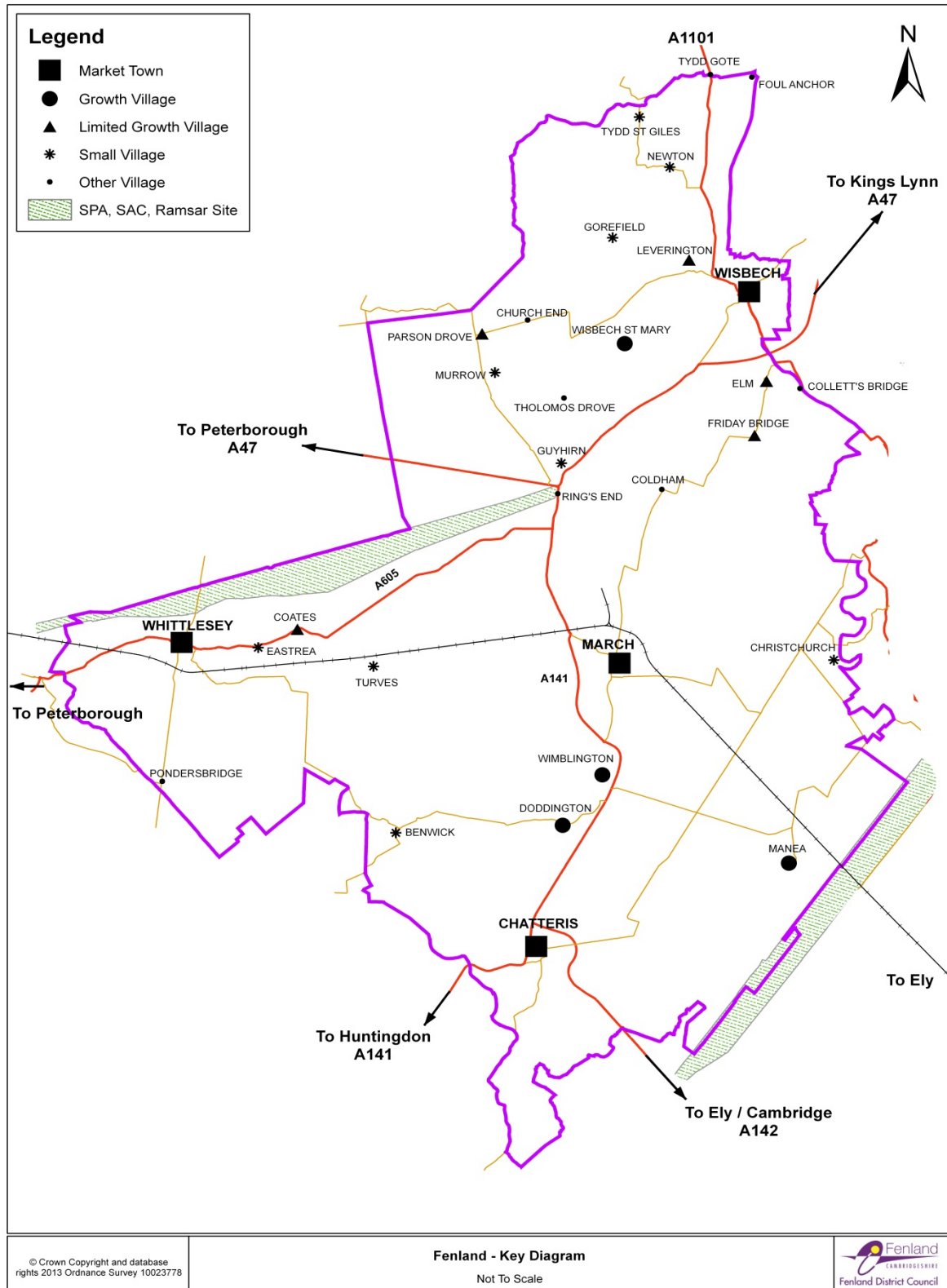
Background to Fenland

- 1.8 Fenland is a district council authority located within the northern part of Cambridgeshire. It covers an area of about 200 square kilometres and includes the four market towns of March, Wisbech, Chatteris and Whittlesey as well as around 30 villages. To the north is the district of South Holland (part of Lincolnshire), to the north-east the Borough Council of King's Lynn and West Norfolk (part of Norfolk) and to the east and south the district of East Cambridgeshire. Huntingdonshire district (also part of Cambridgeshire) is to the south-west and the unitary authority of Peterborough City Council is to the west.
- 1.9 The population of the Fenland District Local Authority Area is approximately 101,500 and is set to increase to approximately 112,700 by the year 2041.² This forecast in growth represents an increase of 11% and is due not only to people living longer, but also to inward migration. This increasing population and changing population composition will require appropriate planning, to ensure that Fenland grows in the right way for the benefit of all of its residents.

² Cambridgeshire Insight²

<https://cambridgeshireinsight.org.uk/population/report/view/f7de925f5608420c825c4c0691de5af2/E07000010>

Figure 1: Map of Fenland



National Policy Background

- 1.10 Paragraphs 7 and 8 in Chapter 2 – ‘Achieving Sustainable Development’ of the National Planning Policy Framework (NPPF) – February 2019³ sets out the national sustainability objectives:
- 1.11 Paragraph 7: The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs (Footnote).
- 1.12 Paragraph 8: Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
- a) 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;
 - b) a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and
 - c) an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Council’s Strategic Priorities

- 1.13 The Council has set out a number of corporate priorities in its Business Plan for 2019/20.⁴ These are focused around three consistently recurring themes of:
- Communities
 - Environment
 - Economy
- 1.14 Within each theme a number of issues are highlighted with explanation provided within the Business Plan as to how these matters will be addressed (Footnote with link).

Communities

- Support vulnerable members of our community
- Promote Health and Wellbeing for all
- Work with partners to promote Fenland through Culture and Heritage

³ National Planning Policy Framework <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

⁴ Fenland District Council Business Plan 2019 https://www.fenland.gov.uk/media/14691/Business-Plan-201920/pdf/Business_Plan_2019_v2.pdf

Environment

- Deliver a high performing refuse, recycling and street cleansing service
- Work with partners and the community on projects to improve the environment and street scene
- Work with partners to keep people safe in their neighbourhoods by reducing crime and anti-social behaviour and promoting social cohesion

Economy

- Attract new businesses, jobs and opportunities whilst supporting our existing businesses in Fenland
- Promote and enable housing growth, economic growth and regeneration across Fenland
- Promote and lobby for infrastructure improvements across Fenland

1.15 Through these priorities the Council aims to improve the quality of life for all residents and communities and to create a truly sustainable Fenland.

Sustainability Appraisal Themes

1.16 The Council's priorities together with the objectives of the NPPF and requirements of the SEA regulations provide the basis for the sustainability issues that this Scoping Report will consider.

1.17 As a result, the following nine themes have been identified as the main issues that the new Local Plan will seek to address and once adopted will be key to helping deliver the priorities of the Council's Business Plan.

1.18 The nine themes are:

- 1. Healthy Communities**
- 2. Jobs, Education and Housing**
- 3. Transport**
- 4. Heritage, Place Making and Landscape**
- 5. Resilience to Climate Change and Flood Risk**
- 6. Land Use and Wildlife**
- 7. Water Resources**
- 8. Pollution and Waste**
- 9. Sustainable Resources**

1.19 This approach will ensure that the district continues to grow in a truly sustainable way, in a way which meets the needs of the area today, whilst ensuring that the needs of future generations will not be compromised.

1.20 All of the topic areas which are covered by this sustainability appraisal scoping report and which are required to be covered under the SEA regulations are based on the Council's corporate objectives outlined in its Business Plan and the sustainability objectives in the NPPF. As such they provide a coherent and logical structure to the report. It should be noted that some of the themes contain more topics than others and that some topics are cross cutting and could fit readily into other theme areas as there is considerable overlap in the issues being assessed. The full list of themes and topic areas is shown in Figure 2 below:

Figure 2: Key Fenland Sustainability Themes and Associated Sustainability Topics

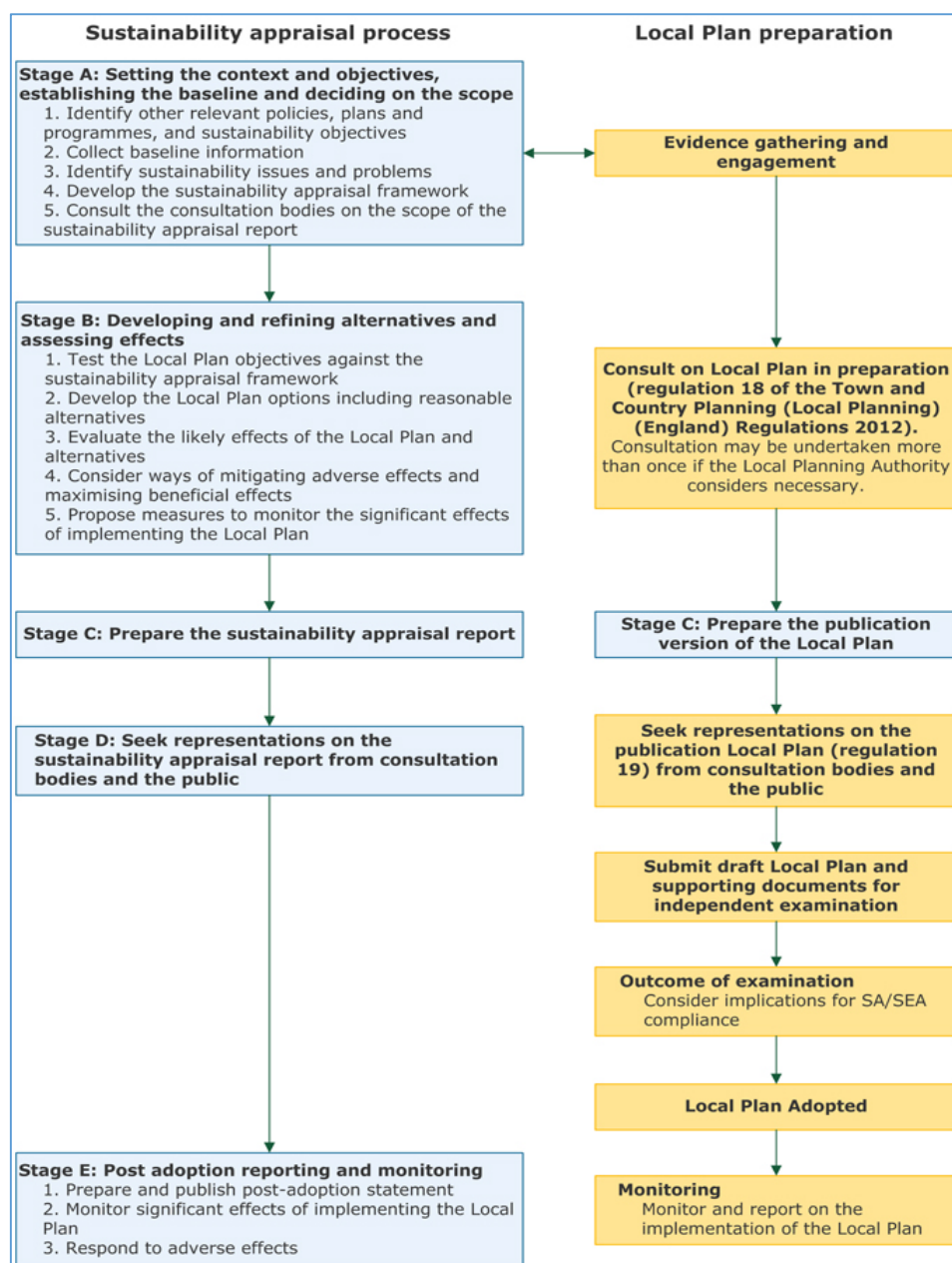
Fenland Themes	Relevant Sustainability Topics
 <p>1. Healthy Communities</p>	<ul style="list-style-type: none"> • Population • Health and Well-being • Deprivation • Crime • Open space • Leisure • Local food
 <p>2. Jobs, Education and Housing</p>	<ul style="list-style-type: none"> • Economy • Employment • Retail and town centres • Education • Housing
 <p>3. Transport</p>	<ul style="list-style-type: none"> • Roads • Car use and commuting • Rail • Bus • Cycling and walking
 <p>4. Heritage, Place Making and Landscape</p>	<ul style="list-style-type: none"> • Archaeology • Heritage assets • Conservation areas • Townscape character • Culture • Landscape character
 <p>5. Resilience to Climate Change and Flood Risk</p>	<ul style="list-style-type: none"> • Climate change • Flood Risk
 <p>6. Land Use and Wildlife</p>	<ul style="list-style-type: none"> • Agriculture • Biodiversity • Geodiversity • Designated nature sites
 <p>7. Water Resources</p>	<ul style="list-style-type: none"> • Water supply • Water quality • Water waste management
 <p>8. Pollution and Waste</p>	<ul style="list-style-type: none"> • Pollution • Waste • Recycling
 <p>9. Sustainable Resources</p>	<ul style="list-style-type: none"> • Renewable Energy • Minerals • Materials

2. Sustainability Appraisal Process

Appraisal Process

- 2.1 National Planning Practice Guidance shows the five different stages of the sustainability appraisal process. We are currently at Stage A. Section 5 of this report sets out the next steps covering Stages B to E.

Figure 3: Sustainability Appraisal Process:⁵



⁵ Planning Practice Guidance

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/580027/sea1_013.pdf

Sustainability Appraisal Stage A

Scoping Report

2.2 The first stage of the appraisal process (Stage A) is the scoping stage. The primary purpose of the scoping report is to set out the framework within which to carry out the sustainability appraisal. It aims to set the context and objectives of the sustainability appraisal and **establishes a baseline**, a snapshot of the existing environmental, social and economic characteristics of the area (including any trends). The scoping report consists of following stages:

1. **Identify other relevant policies, plans and programmes and sustainability objectives**
2. **Collect baseline information**
3. **Identify sustainability issues and problems**
4. **Develop the sustainability appraisal framework**
5. **Consult the consultation bodies on the scope of the sustainability appraisal report**

1. Identify other relevant policies, plans and programmes, and sustainability objectives

2.3 A review was undertaken of international, national, regional and local plans and programmes which are relevant to the preparation of the Fenland Local Plan and those which incorporate social, environmental and economic objectives which should be taken into account in preparation of the Fenland Local Plan, including through the SA process.

2.4 Appendix A lists all relevant policies, plans and programs. Section 3 of this report includes a summary of plans and programs relevant to the different sustainability themes.

2.5 Information obtained through this process of review has assisted in ensuring that, in preparation of the Local Plan, proper account is taken of these plans and programmes such that their synergies can be exploited and any tensions, inconsistencies or constraints addressed.

2. Collect baseline information

2.6 Baseline information about the current state of the social, economic and the environmental characteristics of Fenland, as well as information on existing trends, has been gathered through an extensive review of currently available information on the different topics associated with this SA.

2.7 The information collected is set out within Section 3 of this Scoping Report according to the relevant topic. This information will be used in the appraisal as the baseline against which the effects of the Local Plan will be assessed in order to identify any significant effects.

3. Identify sustainability issues and problems

2.8 The collection of baseline information and review of existing plans, policies and programs has helped to identify issues and opportunities facing Fenland. These sustainability issues are identified in Section 3 of this Scoping Report according to their relevance to each sustainability theme.

2.9 Many of the issues identified in this SA Scoping Report are cross-cutting. For example, green infrastructure provides benefits in terms of human health and welfare as well as biodiversity and

flood management. Similarly, climate change has implications across the full spectrum of environmental, social and economic circumstances. As such, there are recurring themes throughout the various chapters in this Scoping Report to address the intertwined nature of these issues.

4. Develop the sustainability appraisal framework

- 2.10 The Sustainability Appraisal Framework is structured around nine themes. Each theme is accompanied by a number of positive and negative effects (or decision-making criteria) – see Figure 2. These positive and negative effects will act as a guide to assist in demonstrating whether proposed policies in the new Local Plan help to achieve the identified objective for each theme. The general approach is to be able to identify the change that would result from the Local Plan being appraised, such as whether a particular observed characteristic will change or, where it is not possible to predict the change with any certainty, to identify an approach that can be taken to address the issue.

5. Consult the consultation bodies on the scope of the sustainability appraisal report

- 2.11 Regulation 4 of the Environmental Assessment of Plans and Programmes Regulations 2004 specifies the relevant consultation bodies which need to be consulted on the scope of the sustainability appraisal report, they are as follows:
- Historic England
 - Natural England
 - The Environment Agency
- 2.12 This SA Scoping Report is available for public consultation alongside the Issues and Options Local Plan.

It is not necessary at this stage to consult further than the prescribed statutory bodies listed above, however comments from any organisation or individual are welcome and will be considered alongside those of the statutory bodies.

Structure of this Report

- 2.13 Section 3 of this report provides a review of all the sustainability issues based on the nine key themes for Fenland, in order to help establish the Sustainability Appraisal Framework. The full Sustainability Appraisal Framework is set out in Section 4.
- 2.14 The National Planning Policy Framework (NPPF) clearly states that the purpose of the planning system is to contribute to the achievement of sustainable development. Therefore the objectives identified in the Sustainability Appraisal Framework set out in this Scoping Report, will also form the objectives of the Local Plan.
- 2.15 Section 3 of this report is based around the nine key themes for Fenland. Each of these are appraised under the following headings:
- **Introduction** - a brief overview of the theme, how the different sustainability topics fit with it and a brief overview of the topics
 - **Policy Context** - a summary of the relevant policies, plans and programmes which are applicable to that theme. A full list is at Appendix A. This includes a summary of the relevant sustainability objective(s) from the NPPF and a summary of the relevant planning practice guidance.⁶
 - **The Current Situation** - the social, environmental and economic characteristics of Fenland with respect to that particular theme which is to provide a baseline. It also draws on trends observed since the last baseline of 2011.
 - **Evidence Gaps** - are there any sources of information missing which the appraisal could benefit from
 - **Specific Issues and Opportunities** - this is a list of the various issues facing Fenland with regard to each theme, along with any opportunities
 - **The Likely Situation without the Plan** - how would the environmental, social and economic characteristics change if no Plan were to be produced. This assumes a full and complete implementation of the current Local Plan, unless where current evidence suggests a departure
 - **Key Sustainability Objectives** - taking into account all of the issues and opportunities identified for the theme, as well as an assessment of the relevant plans, policies and programmes, these are the relevant sustainability objectives which will be carried through as Plan objectives in the new Local Plan
- 2.16 Each emerging draft policy will be appraised against the relevant sustainability objectives and scored as follows:

⁶ Planning Practice Guidance <https://www.gov.uk/government/collections/planning-practice-guidance>

Figure 4: Sustainability Appraisal Scoring System

++	Significant positive
+	Positive
~	Neutral
-	Negative
--	Significant negative
?	Uncertain (insufficient information available)
/	Mixed effects

3. Review of Sustainability Issues



3.1 Healthy Communities

3.1.1 This section of the report relates to the theme of Healthy Communities. The sustainability topics covered under this section are population characteristics, health and well-being (including access to health services), deprivation, open space, leisure and crime. Many sustainability topics have cross cutting implications on the health and wellbeing of populations, hence some references are made to other themes within this report.

- Population
- Health and Well-being
- Deprivation
- Crime
- Open space
- Leisure
- Local food

Policy Context

National Planning Policy Framework:

3.1.2 The NPPF's overarching social sustainability objective seeks:

'to support strong, vibrant and healthy communities... by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being'.

Paragraph 91 of the NPPF in Section 8 – 'Promoting healthy and safe communities' explains that planning policies and decisions should aim to achieve healthy, inclusive and safe places which:

- promote social interaction for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;
- are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion; and
- enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

Planning Practice Guidance

3.1.3 Planning practice guidance sets out a range of issues relating to healthy communities. This includes how:

The design and use of the built and natural environments and including green infrastructure are major determinants of health and wellbeing. Planning and health need to be considered together in two ways: firstly in terms of creating environments that support and encourage healthy lifestyles, and secondly in terms of identifying and securing the facilities needed for primary,

secondary and tertiary care, and the wider health and care system, taking into account the changing needs of the population.⁷ The PPG describes a healthy place as one which supports and promotes healthy behaviours and environments and reduces health inequalities for people of all ages. It provides communities with opportunities to improve their physical and mental health, and supports community engagement and wellbeing.⁸

Open space: the PPG contains some guidance on open space, sport and recreation facilities, including needs assessments, public rights of way and local green space designations.⁹

Leisure: Much of the guidance relating to leisure facilities is covered under issues relating to open space, such as sports pitches and other recreation facilities.¹⁰

Crime: No specific section exists in the PPG regarding crime. However, issues relating to crime and the fear of crime are covered in other areas, such as design, public safety and town centre vitality.

Other plans and policies¹¹:

- Public Health England (PHE) Strategic Plan (2016)
- Public Health England – Fenland Health Profile 2018
- Joint Strategic Needs Assessment 2017 JSNA core dataset: Fenland Summary, July 2018
- Cambridgeshire and Peterborough Non-Strategic Spatial Framework – Part1 (2018)
- Cambridgeshire Health and Wellbeing Strategy
- Fenland District Council - Leisure Strategy 2017-2021
- Fenland Health and Wellbeing Strategy 2018-2021
- Open Space Audit (2006)
- Fenland District Council - Business Plan (2019-20)

The Current Situation

Population and demographics

3.1.4 ONS population estimates for the UK, England and Wales, Scotland and Northern Ireland: mid-2018 reveal that an estimated 101,491 people live in Fenland. This is made up of 49.5% males and 50.5% females. This accounts for about 16% of Cambridgeshire's population.

3.1.5 By 2031, Fenland's population is forecast to increase to 108,400 and to 112,700 by 2041. This represents a growth of 11,209 (11%) over a 23 year period at an annual average of 487. At 11% the growth is similar to the period 2001-2008 which saw an increase of 9,200. This occurred over an 8 year period; hence taken over a longer period the population forecast indicates that growth will be slower¹².

⁷ Planning Practice Guidance Paragraph: 001 Reference ID:53-001-20190722

⁸ Ibid. Paragraph: 003 Reference ID:53-003-20190722

⁹ Ibid. Paragraph: 001 Reference ID: 37-001-20140306

¹⁰ Ibid. Paragraph: 001 Reference ID: 37-001-20140306

¹¹ For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

¹² <https://cambridgeshireinsight.org.uk/population/report/view/f7de925f5608420c825c4c0691de5af2/E07000010>

Age structure

- 3.1.6 The number of young people (0-15years) accounts for 17.9% of the population which is less than the average for Cambridgeshire (18.7%) and England (19.2%).¹³ Those in the 16-64 age bracket account for 59.5% which is again less than both Cambridgeshire (62.5%) and England (62.6%).¹⁴
- 3.1.7 However, of those in the 64+ age bracket the percentage population is higher at 22.7% than that for Cambridgeshire (18.8%) and England (18.7%). For all age cohorts over 50, Fenland has a higher percentage population than Cambridgeshire or England. This is in line with a nationally increasing elderly population but in Fenland it is that much higher.¹⁵
- 3.1.8 This trend is likely to continue into the foreseeable future. By 2041 the over-64s are forecast to comprise almost a third of the population of Fenland (30.4%). This continues to be significantly higher than for Cambridgeshire (26.3 %) as a whole, and for England (24.2%).¹⁶

Nationality and Ethnicity

- 3.1.9 91% of the Fenland's population comprises UK nationals with the other 9% comprising non- UK nationals. This is slightly more than the average proportions for England (90%:10%) but less than that for Cambridgeshire as a whole (88%:12%).¹⁷
- 3.1.10 Of the non-UK nationals, the vast majority (8%) are from other EU countries. This is more than that for England (5.9%) but less than that for Cambridgeshire as a whole (8.4%).¹⁸
- 3.1.11 The 2011 Census data shows that Fenland was less ethnically diverse than other parts of England, with a greater than average proportion of the population being white (97.2%). This compares with 92.6% for Cambridgeshire and 85.5% for England. The remaining 2.8% (2,631) were composed from a wide mix of ethnic groups including Asian, African, Caribbean, Indian, Chinese and Arab.¹⁹

¹³ Cambridgeshire Insight

<https://cambridgeshireinsight.org.uk/population/report/view/f7de925f5608420c825c4c0691de5af2/E07000010>

¹⁴ Ibid.

¹⁵ Ibid.

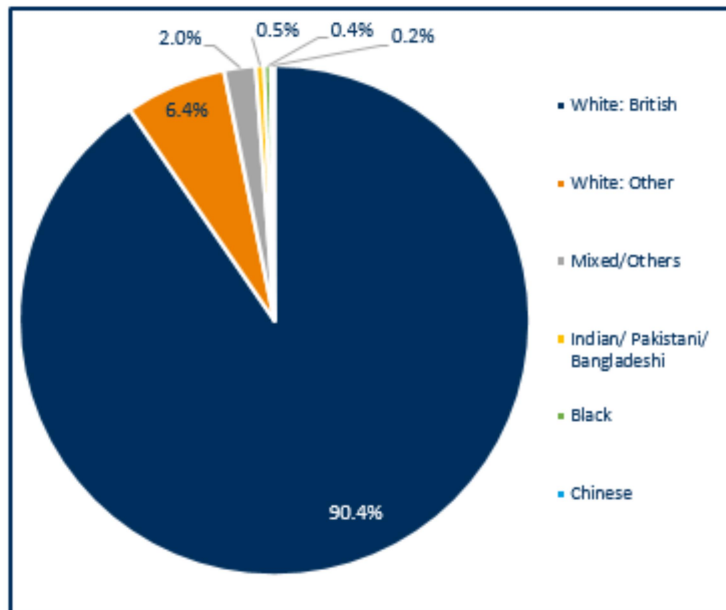
¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ Ibid.

Figure 5: Percentage of population by broad ethnic group, Fenland 2011



Source: Office for National Statistics, Census 2011, Table QS211EW

- 3.1.12 From the 2011 census Gypsies and Travellers in Fenland numbered 467 (0.5%) which compares with 1,508 (0.2%) for Cambridgeshire and 54,895 for England (0.1%). However, within the district much of the traveller population is settled with more than half of the households living in bricks and mortar housing rather than caravans.²⁰

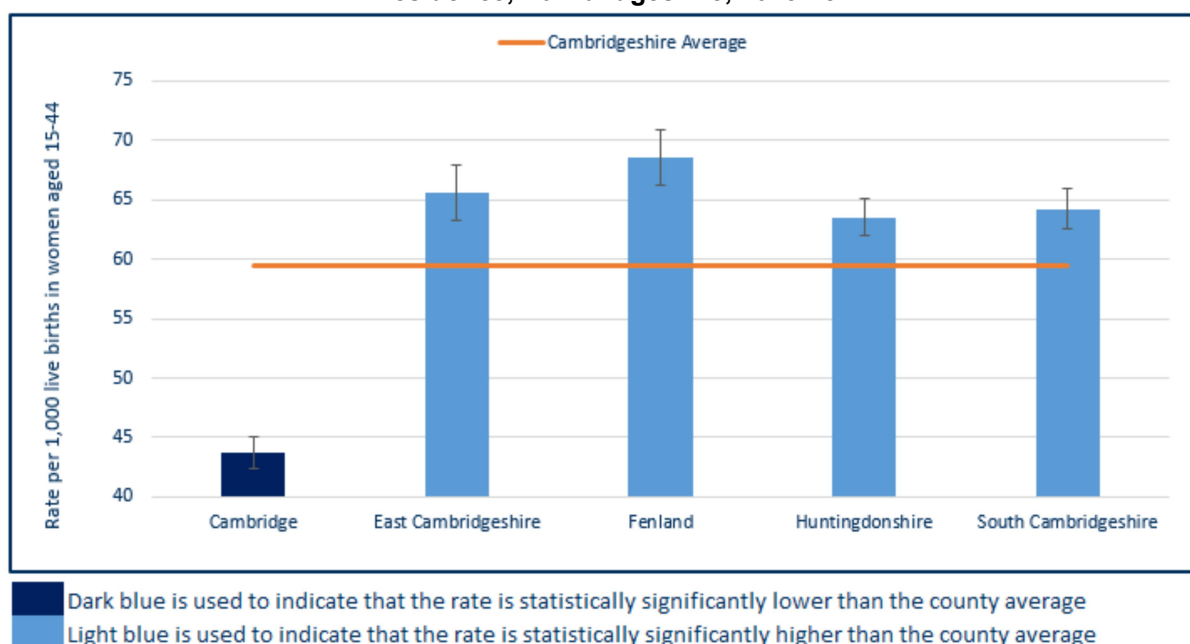
Fertility

- 3.1.13 Excluding Cambridge, Fenland has a similar fertility rate to the other districts in Cambridgeshire. This rate is statistically significantly higher than the county average which is influenced by Cambridge's lower fertility rate.

²⁰ Cambridgeshire Insight

<https://cambridgeshireinsight.org.uk/population/report/view/f7de925f5608420c825c4c0691de5af2/E07000010>

Figure 6: General fertility rate (live birth rate per 1,000 women aged 15-44 years) by local authority of mother's residence, Cambridgeshire, 2013-15



Source: ONS births registrations, ONS mid-year population estimates

Migration

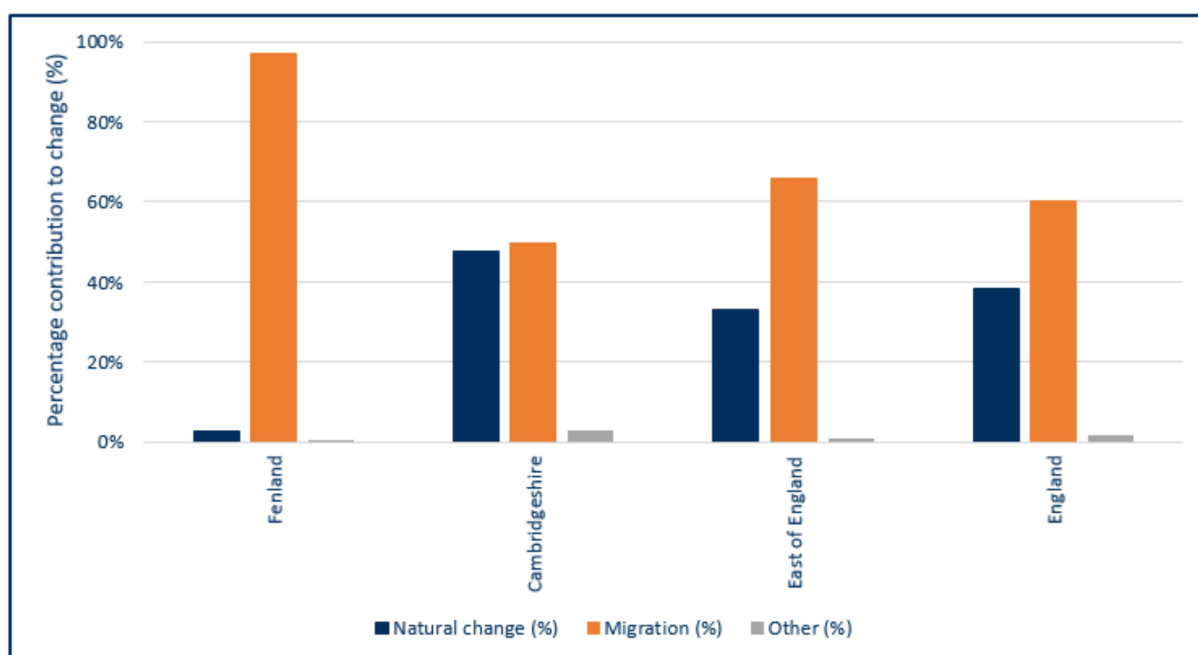
3.1.14 Natural change (births and deaths) and internal (from the rest of the UK) and international migration contribute to the majority of population change. Within Cambridgeshire between 2015 and 2016 natural change and migration made an approximately equal contribution to population change. However, almost all of Fenland's population changes are a result of migration with only 3% of change due to natural change. Similarly, nationally and regionally, migration made a larger contribution to population change than natural change.

Figure 7: ONS mid-2015 to ONS mid-2016 population estimates – absolute and proportional contribution of each component of population change

Area	Population change 2015-2016 (number - gross)	Natural change (number)	Migration (number)	Other (number)	Natural change (%)	Migration (%)	Other (%)
Fenland	1,015	27	986	2	2.7%	97.1%	0.2%
Cambridgeshire	4,702	2,235	2,336	131	47.5%	49.7%	2.8%
East of England	54,091	17,797	35,718	576	32.9%	66.0%	1.1%
England	481,740	183,861	289,432	8,447	38.2%	60.1%	1.8%

Source: ONS population estimates mid-2016

Figure 8: ONS mid-2015 to mid-2016 population estimates – proportional contribution of components of population change in Fenland, Cambridgeshire, East of England and England

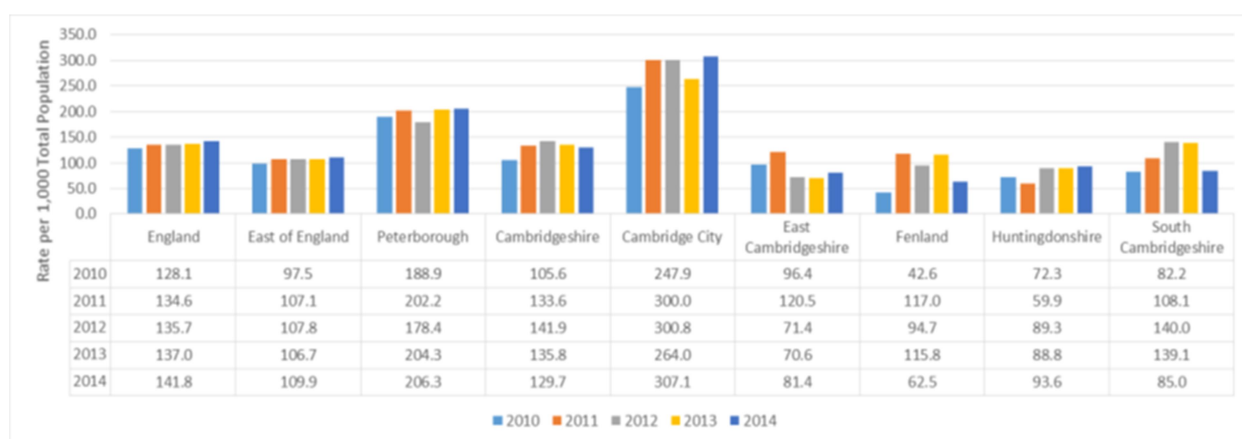


Source: ONS population estimates mid-2016

Non UK Migrants

3.1.15 Fenland has a relatively low rate of non-UK born population overall; the unadjusted rate per 1,000 of total population that are estimated to have been born outside of the UK in Fenland is 62.5 per 1,000, compared to 129.7 per 1,000 across all of Cambridgeshire. (See figure below). Existing migrant populations are highest in Cambridge City, with a non-UK born population of 307.1 per 1,000 residents.

Figure 9: Comparison of non UK migrants



3.1.16 In 2016 the East of England continued to experience relatively high levels of migration in comparison to other areas of the United Kingdom. The percentage increase in migration has been high in Fenland and Peterborough, with rises in non-UK born population in these areas between 2001 and 2011 of 210.8% and 148.2% respectively (see Figure 10).

Figure 10: East of England Migration Patterns – Non-UK Born Population, 2001-2011

Area	2001 Non-UK Born Population	2011 Non-UK Born Population	Numerical Increase	% Increase 2001-2011
Fenland	2,641	8,209	5,568	210.8%
Peterborough	15,268	37,892	22,624	148.2%
South Cambs	9,333	16,564	7,231	77.5%
Cambridge City	20,851	36,381	15,530	74.5%
East Cambs	4,973	8,242	3,269	65.7%
Huntingdonshire	10,822	16,302	5,480	50.6%

Source: Oxford Migration Observatory, 2015, <http://www.migrationobservatory.ox.ac.uk/data-and-resources/maps/census-map-non-uk-born-population-increase-2001-v-2011-england-and-wales>

- 3.1.17 From school census data it is clear that Wisbech is a location that attracts Eastern Europeans, particularly people from Lithuania, Poland and Latvia. Of the ten wards with the highest proportion of Eastern European residents, five are in the Wisbech area.²¹

Household Composition

- 3.1.18 In Fenland in the composition of one family households (65.1%) is line with the rest of Cambridgeshire (65.2%) but above that of England (61.8%). For single person households there were more people living on their own (all ages) in Fenland (28.5%) than in Cambridgeshire as a whole (27.4%), but this was less than the average for England (30.2%).

Health and Wellbeing - Overview

- 3.1.19 Good health, 'expected healthy years of life,' is fundamental to achieving a good quality of life, and is one of the Government's 12 key headline measures of sustainability. The Council recognises the World Health Organisation's definition of health, which is:

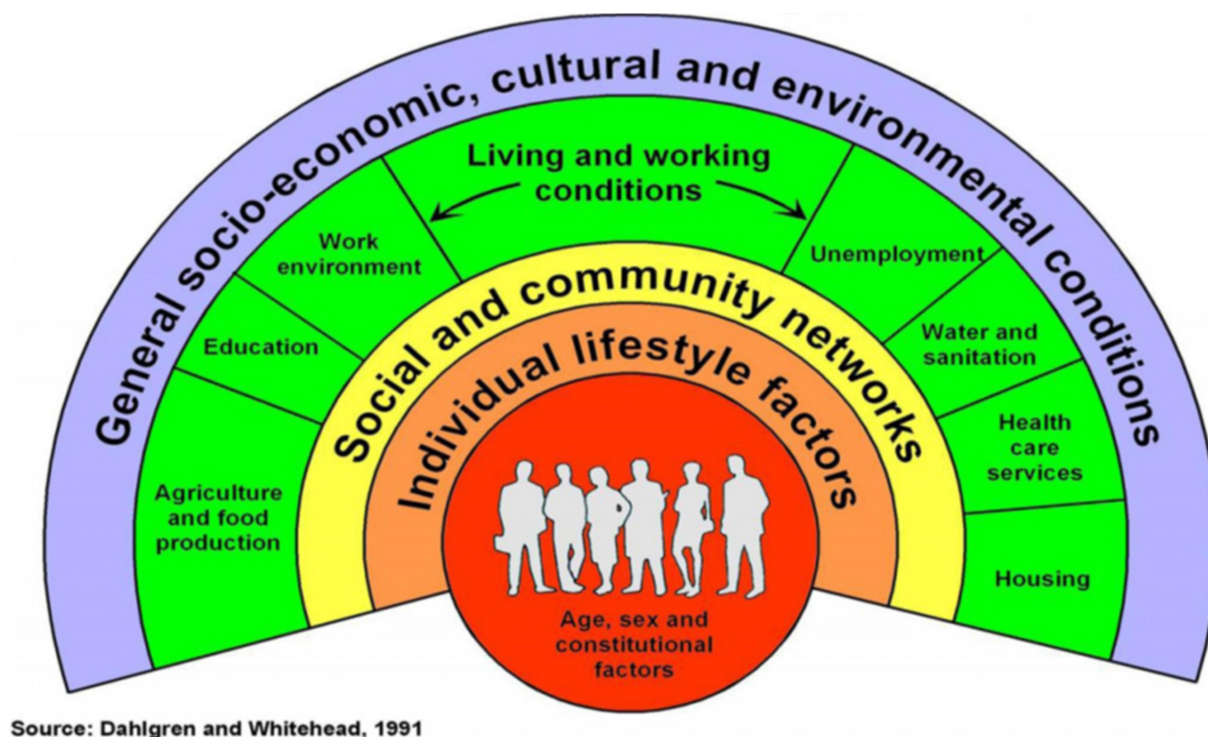
'Health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.'

- 3.1.20 Wellbeing is often referred to as being healthy, happy, contented, comfortable and satisfied with one's quality of life. These definitions are reflected in the 'Wider Determinants of Health' model shown in Figure 11 which places an emphasis on the prevention of illness rather than the treatment of disease. The model shows there are many different factors that combine together to affect health and wellbeing. Health is determined by a complex interaction between individual characteristics including age, sex and genetics, lifestyle and the physical, social and economic environment.
- 3.1.21 Research (McGiniss et al 2002) suggests that our health behaviours and social-environmental factors may contribute to 85% (40% behaviour/45% socio-environmental factors) of our health outcomes with only 15% being healthcare itself.
- 3.1.22 The Council recognises the wider determinants of health model as a key concept in how it can contribute to the health and wellbeing of Fenland's communities. This model is widely used and sets out how the environment, culture and the economy impact on health including issues such as

²¹ Migrant and Refugee Joint Strategic Needs Assessment for Cambridgeshire, 2016 Page 8
https://cambridgeshireinsight.org.uk/wp-content/uploads/2018/09/Cambs-Migrant-JSNA-full-v12_0-FINAL.pdf

worklessness, housing standards and educational attainment. Often these issues link to community problems such as anti-social behaviour and a lack of community spirit.²²

Figure 11: 'Wider Determinants of Health'



Fenland Health in Context

- 3.1.23 The health of people in Fenland is varied when compared to the England average. This is shown in the current Health Profile spine chart for 2017 compiled by Public Health England (see Figure 12)²³.
- 3.1.24 Fenland's result for each indicator is shown as a circle. The average rate for England is shown by the black line, which is always at the centre of the chart. The range of results for all local areas in England is shown as a grey bar. A red circle means that Fenland is significantly worse than England for that indicator; however, a green circle may still indicate an important public health problem.

²² Fenland District Council Health and Wellbeing Strategy 2018-2021

https://www.fenland.gov.uk/media/12208/Health-and-Wellbeing-Strategy/pdf/Health__Wellbeing_Strategy_v2.pdf

²³ <https://fingertips.phe.org.uk/profile/health-profiles>

Figure 12: Comparison of health factors: Fenland vs England - 2017



Source: Public Health England. Health Profile for Fenland District Council 2017

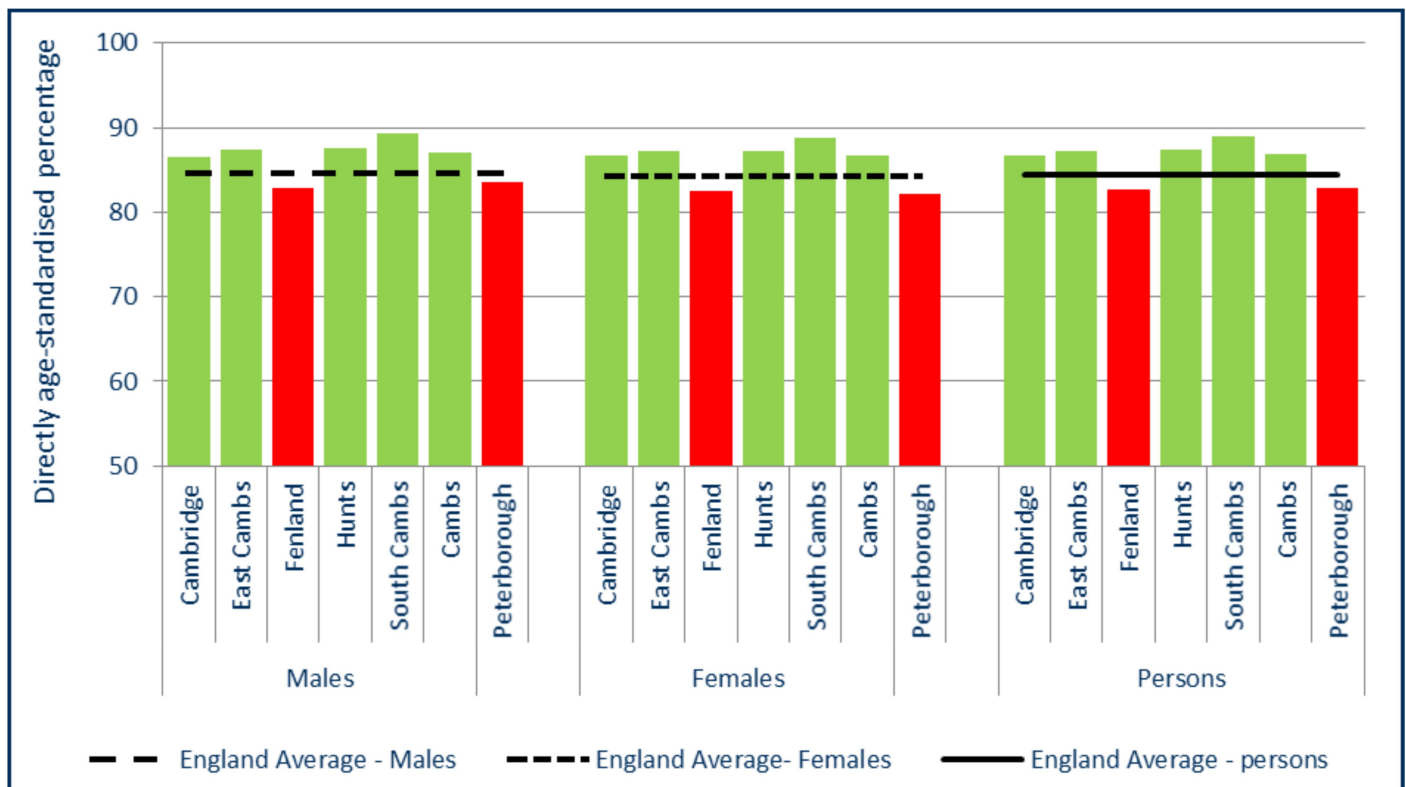
3.1.25 The majority of health outcomes are worse or similar to the England average. Some of the health outcomes that are significantly worse or similar are:

- Male life expectancy is lower than the England average (78.6 years compared to 79.5 years). Within Fenland the life expectancy of men is 5.9 years lower in the most deprived areas of Fenland when compared to the least deprived areas of Fenland.
- About 21% (3,700) children live in low income families.

- Breastfeeding initiation rates are worse than the England average (68.8% compared to 74.3%).
- Prevalence of obese children (Year 6) is 20% (174 children) which is similar to the England average.
- GCSE attainment is worse than the England average.
- Hospital stays for alcohol specific conditions in under 18's is 37.6 per 100,000 population, similar to the England average. In adults, hospital stays for alcohol related harm is 731.1 per 100,000 population, worse than the England average.
- The rate of self-harm related hospital stays is 310.7 per 100,000 population which is worse than the England average.
- Adult excess weight, smoking prevalence and physical activity levels are worse than the England average.

3.1.26 Fenland's self-reported good or very good health was 77.8% compared with 84.2% for Cambridgeshire and 81.7% for England. After adjustment for population age differences, Fenland has statistically significantly fewer people reporting good or very good health compared with England as a whole. Compared to all other districts in Cambridgeshire, Fenland is worst in terms of reported health and the number with a long term activity-limiting illness.

Figure 13: Directly age-standardised percentage of the population reporting good or very good health, Cambridgeshire, Peterborough and Cambridgeshire Districts, 2011²⁴



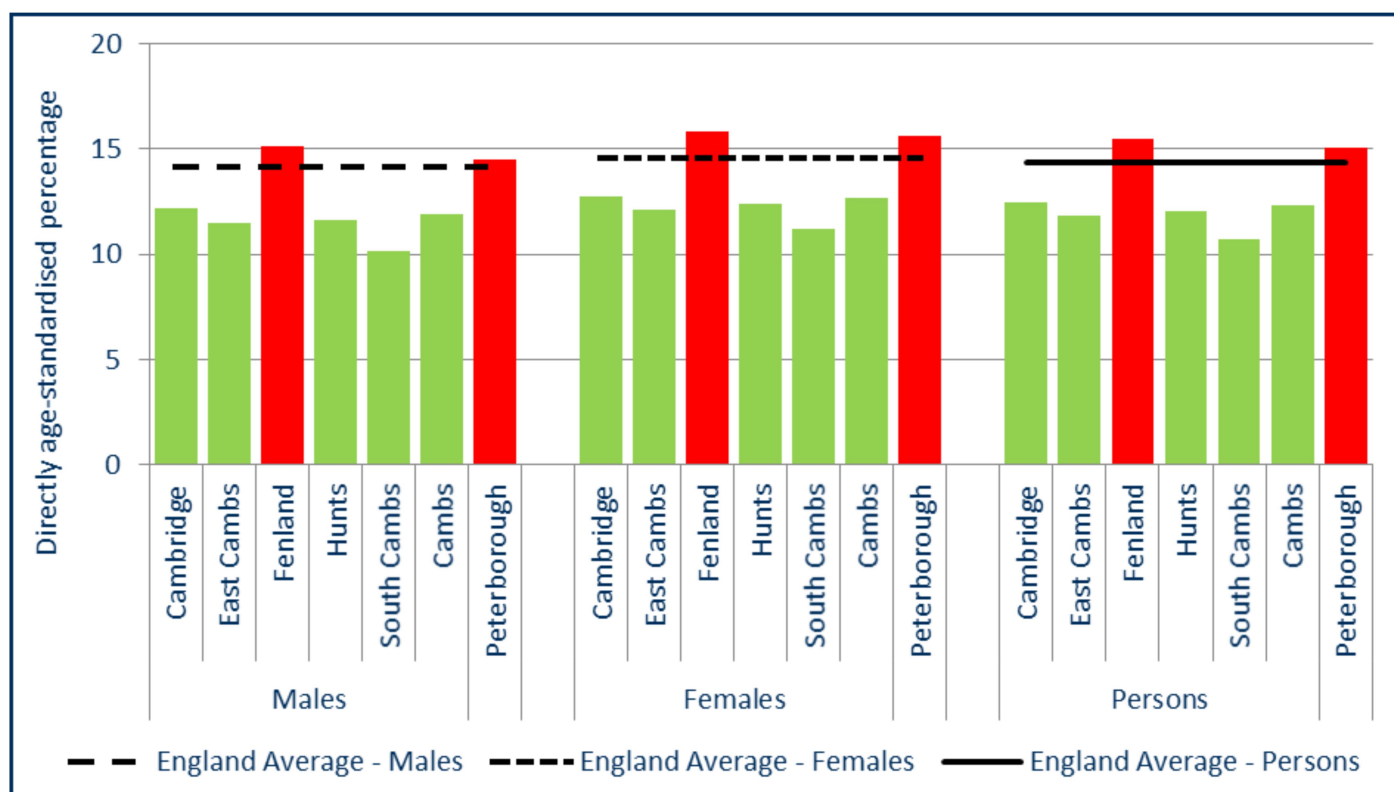
Usual residents in households only (i.e. excluding communal establishments such as hospitals and care homes)

	Statistically significantly better than the England average
	Statistically similar to the England average
	Statistically significantly worse than the England average

Source: ONS Census 2011, Cambridgeshire County Council Public Health Intelligence

²⁴ https://cambridgeshireinsight.org.uk/wp-content/uploads/2019/07/CP_JSNA_CDS_FINAL_July2019.pdf

Figure 14: Directly age-standardised percentage of the population with a long-term activity-limiting illness, Cambridgeshire, Peterborough and Cambridgeshire Districts, 2011²⁵



Usual residents in households only (i.e. excluding communal establishments such as hospitals and care homes)

	Statistically significantly better than the England average
	Statistically similar to the England average
	Statistically significantly worse than the England average

Source: ONS Census 2011, Cambridgeshire County Council Public Health Intelligence

Life Expectancy

3.1.27 Life expectancy in Fenland is lower than the national and regional average for both males and females. Life expectancy for men is 78.2 years and for women it is 82.3 years. This is below the national average of 79.6 and 83.1 respectively. It is also below the regional average 80.4 and 83.7 respectively²⁶.

Causes of Death

3.1.28 Figure 15 indicates that in Fenland, the rate for all-age all-cause mortality is statistically significantly higher than the Cambridgeshire average rate.




²⁵ https://cambridgeshireinsight.org.uk/wp-content/uploads/2019/07/CP_JSNA_CDS_FINAL_July2019.pdf

²⁶ <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/gid/1938132696/pat/6/par/E12000006/ati/101/are/E07000010>

3.1.29 For all causes of deaths of under-75s Fenland is the highest in Cambridgeshire at 375 per 100,000 population (England 332 per 100,000). This compares with the average in Cambridgeshire of 281 per 100,000. Between 2002 and 2013 the causes of deaths for all under-75's was similar to the national average but between 2013 to 2017 the situation worsened.²⁷

Figure 15: Directly age-standardised rates for major causes of death in Fenland and Cambridgeshire, 2014-16

Underlying cause of death	Period	Cambs DASR per 100,000	Fenland DASR per 100,000	Fenland # of deaths
All cause mortality (All ages)	2014-16	866	1,004	3,315
All cause mortality (Under 75's)	2014-16	281	375	1,070
Cardiovascular disease mortality (All ages)	2014-16	230	247	817
Cardiovascular disease mortality (Under 75's)	2014-16	62	80	227
Cancer mortality (All ages)	2014-16	250	287	943
Cancer mortality (Under 75's)	2014-16	120	146	424
Respiratory disease mortality (All ages)	2014-16	108	145	486
Respiratory disease mortality (Under 75's)	2014-16	24	38	111
Dementia and Alzheimer's mortality (All ages)	2014-16	102	103	346
Dementia and Alzheimer's mortality (Under 75's)	2014-16	6	8	24

	Statistically significantly lower than the Cambridgeshire average
	Not statistically different to the Cambridgeshire average
	Statistically significantly higher than the Cambridgeshire average

Note: DASR = directly age-standardised rate

Sources: Cambridgeshire County Council Public Health Intelligence (NHS Digital Primary Care Mortality Database, Office for National Statistics mid-year population estimates)

3.1.30 The rate is also statistically significantly higher in Fenland than in Cambridgeshire for the following diseases:

- all-ages and under 75's cardiovascular disease mortality
- all-ages and under 75's cancer mortality
- all-ages and under 75's respiratory mortality
- under 75's dementia and Alzheimer's disease mortality

However, the rates for all-age dementia and Alzheimer's disease mortality in Fenland is statistically similar to the Cambridgeshire average rates.²⁸

Disease Prevalence – the amount of illness recorded in the population

3.1.31 When compared to the England average the rates of diseases affecting people in Fenland is statistically significantly higher for a number of conditions:

- coronary heart disease, high blood pressure and stroke
- asthma and chronic obstructive pulmonary disease (COPD)
- cancer and diabetes
- depression and learning difficulties

²⁷ Local Authority Health Profile 2018 Public Health England <https://fingertips.phe.org.uk/profile/health-profiles/data#page/0/gid/1938132696/pat/102/par/E10000003/ati/101/are/E07000010>

²⁸ https://cambridgeshireinsight.org.uk/wp-content/uploads/2019/07/CP_JSNA_CDS_FINAL_July2019.pdf

The recorded prevalence rate of dementia in Fenland is statistically similar when compared to England. However, for the recorded prevalence rate of schizophrenia it is statistically significantly lower.

Figure 16: GP-recorded disease prevalence by district of general practice location, Fenland, Cambridgeshire and England, 2015/16

Category	Indicator	Area of GP location		
		England %	Cambs %	Fenland %
Cardiovascular conditions	Coronary heart disease	3.2	2.9	4.0
	High blood pressure	13.8	12.7	16.6
	Stroke	1.7	1.5	2.0
Respiratory conditions	Asthma	5.9	6.3	6.5
	Chronic obstructive pulmonary disease	1.9	1.7	2.5
Long term and high dependency conditions	Cancer ¹	2.4	2.5	2.9
	Diabetes (17+)	6.5	5.5	7.9
Mental Health	Schizophrenia, bipolar affective disorder and other psychoses	0.9	0.8	0.6
	Depression (18+) ²	8.3	7.7	9.1
	Dementia	0.8	0.7	0.8
	Learning disabilities	0.5	0.4	0.5

Note1: Patients diagnosed with cancer (excluding non-melanotic skin cancer) on or after 01/04/2003

Note2: Patients with a record of unresolved depression since April 2006

Sources: NHS Digital, Quality and Outcomes Framework, Cambridgeshire County Council Public Health Intelligence

Hospitals and GP Surgeries

- 3.1.32 There are no major hospitals in Fenland although Doddington Hospital and the North Cambridgeshire in Wisbech deal with minor injuries and run outpatients clinics. Depending on treatment, Fenland residents can access Addenbroke's Hospital in Cambridge, Peterborough City Hospital, Queen Elizabeth Hospital, Kings Lynn or Hinchingsbroke Hospital in Huntingdon.
- 3.1.33 There are also a number of other health facilities, such as GPs, opticians and dental surgeries in the district. These are generally in the market towns although a number of villages also have GP surgeries. Lack of a GP or dentist or increased waiting times are often cited by the public when responding to consultations for new proposal for housing.

Figure 17: Settlements in Fenland District with GP surgery facilities²⁹

Settlement	Number
Chatteris	1
Doddington	1
Manea	1
March	3
Parson Drove	1
Whittlesey	2
Wimblington	1
Wisbech	3

²⁹ <https://www.nhs.uk/service-search/GP/March/MapView/4/0.089/52.552/4/13875?distance=25&metricGroupId=18&ResultsOnPageValue=10¤tPage=5>

Deprivation and Social Exclusion

- 3.1.34 The Index of Multiple Deprivation 2015 (IMD 2015) is the official measure of relative deprivation for small area geographies called Lower-layer Super Output Areas (LSOAs), in England.³⁰ This index has been calculated since the 1970s, and is updated every 3 – 5 years.
- 3.1.35 Each LSOA contains an average of 1,500 residents or 650 households; in the IMD 2015 there is a total of 32,844 LSOAs in England. Deprivation does not just cover finances but a complex range need and a lack of access to resources.
- 3.1.36 Seven domains of deprivation are included in the index. These are income, employment, education, health, crime, barriers to housing services and living environment. Of concern is that Fenland now ranks as more deprived in national terms than in 2010.

Comparison with Cambridgeshire

- 3.1.37 Cambridgeshire now has 16 LSOAs in the 20% most deprived nationally – this compares with 9 in 2010. Two are in Cambridge City (in Abbey), two are in Huntingdonshire (Huntingdon East and Huntingdon North) and twelve are in Fenland. Four of the LSOAs in Fenland are in the 10% most deprived nationally (in Staithe, Waterlees and Medworth), all of which are in Wisbech.
- 3.1.38 Eight of the top 10 most deprived LSOAs in Cambridgeshire (C) are in Fenland (F) as shown in Figure 18 below:

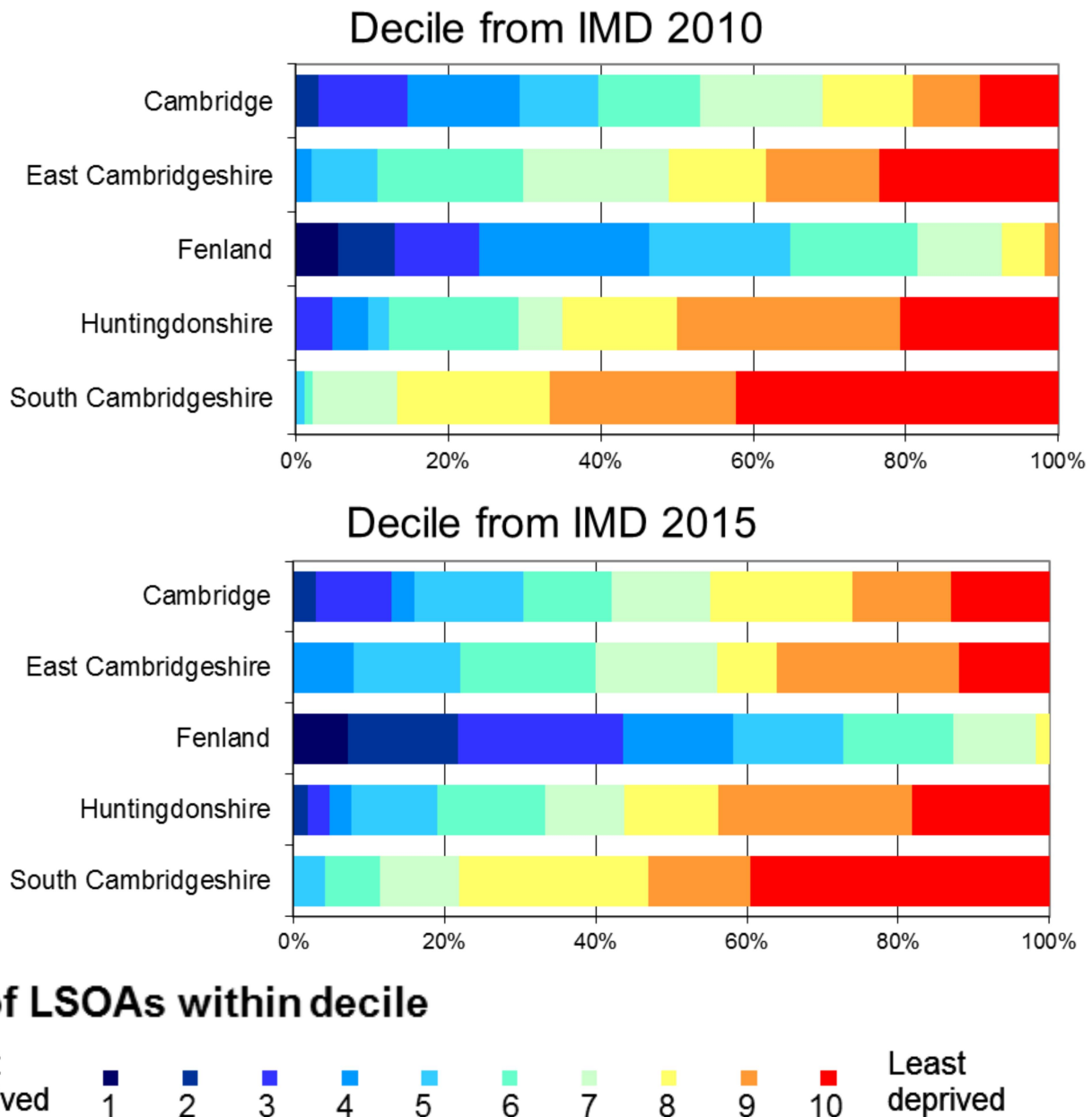
Figure 18: Top 10 most deprived LSOAS in Cambridgeshire and their change since 2010

LSOA name	Ward	Local Rank 2015	Local Rank 2010	Change in Rank
F 002D	Waterlees	1	1	0
F 003F	Staithe	2	2	0
F 002C	Waterlees	3	3	0
F 003I	Medworth	4	old LSOA 4	0
F 003B	Octavia Hill	5	7	-2
F 007B	March East	6	6	0
F 003H	Medworth	7	old LSOA 4	+3
F 002A	Clarkson	8	10	+2
C 006F	Abbey	9	11	-2
C 006D	Abbey	10	12	-2

- 3.1.39 In terms of relative deprivation the order of Cambridgeshire districts has remained the same since 2007, in which Fenland is the most deprived followed by Cambridge City, East Cambridgeshire and Huntingdonshire, with South Cambridgeshire being the least deprived.

³⁰ <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>

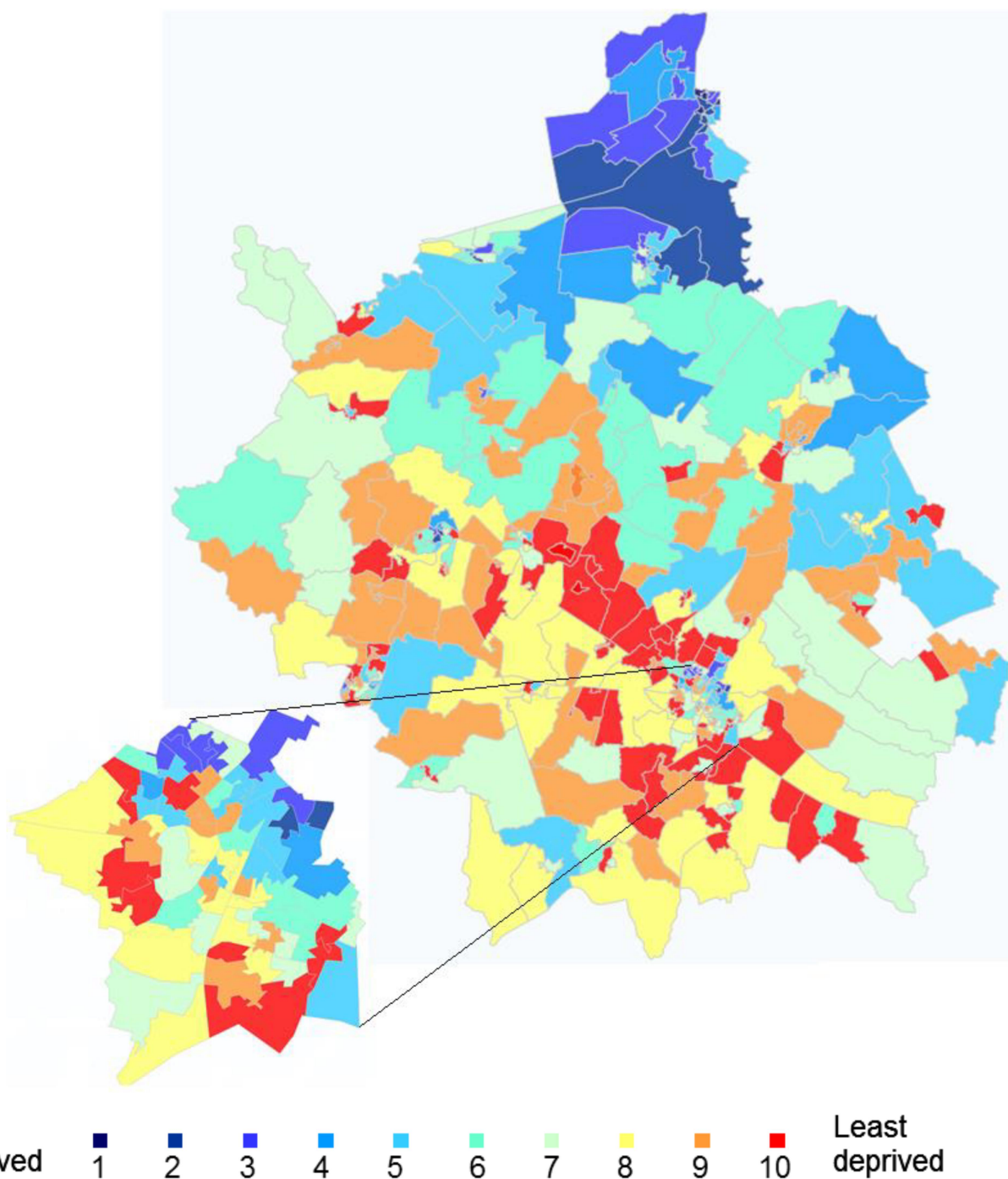
Figure 19: Comparison of Cambridgeshire districts for 2010 and 2015



3.1.40 The majority of LSOAs in Fenland are in the 50% most deprived LSOAs, apart from the Living Environment, Barriers to Housing and Crime domain, where there are a minority of LSOAs in the tenth decile of least deprived areas in the country. Fenland's most deprived scoring domains are Education, with 90% of its LSOAs in the more deprived half of the rankings, followed by Health with 70% in the lower half. These are the two domains that the rest of Cambridgeshire show as being least deprived in. The bar charts in Figure 19 are represented in the map shown in Figure 20.³¹

³¹ Cambridgeshire: Indices of Multiple Deprivation 2015 From English Indices of Multiple Deprivation 2015: Summary Report Updated February 2016 <http://cambridgeshire.wpengine.com/wp-content/uploads/2017/08/Cambridgeshire-Summary-Report-IMD-2015.pdf>

Figure 20: Representation of Figure 19, showing the number of LSOAs in each national decile, for IMD 2015

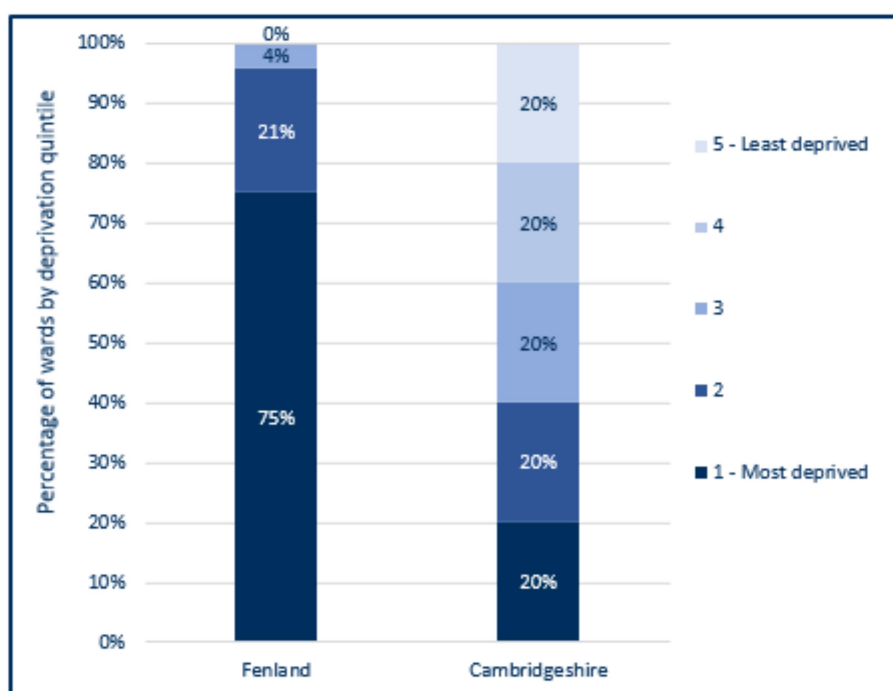


Comparison within Fenland

- 3.1.41 75% of Fenland wards (18 wards) are within the most deprived wards of Cambridgeshire, these wards are; Bassenhally, Benwick, Coates & Eastrea, Birch, Clarkson, Elm & Christchurch, Kirkgate, Lattersey, March East, March North, March West, Medworth, Octavia Hill, Parson Drove & Wisbech St Mary, Peckover, Roman Bank, Slade Lode, Staithe and Waterlees Village.

3.1.42 The majority of Fenland wards are within the 1st deprivation quintile, with 25% of wards (6 wards) falling within the least deprived 80% of wards within Cambridgeshire. Life expectancy is 5.8 years lower for men in the most deprived areas of Fenland than in the least deprived areas.

Figure 21: Percentage of wards within Fenland by deprivation quintile compared against all wards within Cambridgeshire County



Source: Index of Multiple Deprivation 2015, Department for Communities & Local Government (DCLG)

Children in low income families

3.1.43 A number of categories quantify the number of children living in low income families. These are:

- Children under 16 living in low income families
- Children living in low income families
- Children in two-parent families living in low income families
- Children of lone parents living in low income families
- Children living in single child low income families
- Children living in low income families with 2 children
- Children living in low income families with 3 children
- Children living in low income families with 4 or more children

3.1.44 Children living in low income families in Fenland (3,300) are worse off in percentage terms (18%) in all categories than the averages for Cambridgeshire (11.4%) and England (17%). The only category where Fenland is below the England average, is for children living in low income families with 4 or more children: Fenland (3.2%), England (3.6%)³².

³² <https://cambridgeshireinsight.org.uk/deprivation/report/view/e5346e7dd716406e826ed368abc09c96/E07000010>
HMRC 2016

Fuel Poverty

- 3.1.45 Fenland households that are considered to be in fuel poverty account for some 10.8% of the population which is slightly below the national average of 11.1%. However, this is above the Cambridgeshire average of 9.3%³³.

Crime

- 3.1.46 The absence of a safe and secure place in which to live can have an extremely negative impact on physical and emotional health and wellbeing.
- 3.1.47 Single crime case data has been provided by Cambridgeshire Constabulary and aggregated with rates calculated per 1,000 population. 12-month rolling figures use an average of the population monthly figures over the same period.
- 3.1.48 In the period June 2018 to May 2019 there were a total of 6,716 crimes recorded in Fenland. The overall crime rate for Fenland was 66.6 per 1,000 people. This is below that for Peterborough (108.4) and Cambridge (117.6) but was the highest of the rural districts within Cambridgeshire. Huntingdonshire (59.1 per 1,000), South Cambridgeshire (46.2) and East Cambridgeshire (41.5) all had lower overall crime rates.
- 3.1.49 The two main types of crime in Fenland are anti-social behaviour & violence, and sexual offences. Anti-social behaviour in Fenland equating to 21.6 per 1,000 people is just below the average for England (22.8) but above that for Cambridgeshire (16.8). Similarly, violent and sexual offences (24.2 per 1,000 people) is below that for England (29.9) and above that for Cambridgeshire as a whole (19.2)³⁴.

Open Space

- 3.1.50 Provision of good quality and publicly accessible open space is a key determinant of health and well-being.
- 3.1.51 Most settlements in Fenland have an area of open space for public use and recreation. However, the amount of open space available per head of population is below the national standard. The Council's Open Space Study 2006 highlighted a deficit of various types of open space for most settlements. Since then, with the exception of the provision of football pitches in Whittlesey there have been no significant additions of open space other than that provided with new developments.
- 3.1.52 The Council's current Open Space Standards for new developments are contained in Appendix B of the Fenland Local Plan 2014.³⁵ These are to be reviewed as part of the update of the Local Plan with the aim of ensuring that sufficient open space is provided to cater for the forecasted growth in population. The Council will however still be faced with the challenge of bringing open standards for the district up to those for the rest of England.

³³ [Ibid.](#)

³⁴

<https://cambridgeshireinsight.org.uk/communitysafety/report/view/b2c87729c8b74372a9a3a1e0388fc735/E07000010data.police.uk>

³⁵ https://www.fenland.gov.uk/media/12064/Fenland-Local-Plan---Adopted-2014/pdf/Fenland_Local_Plan-Adopted_2014.pdf

Leisure

- 3.1.53 There are four leisure centres in Fenland in each of the market towns. These are run by Freedom Leisure, a not for profit leisure trust. Provision of facilities varies and future provision to cater for existing population and new growth has been highlighted in the Council's Leisure and Indoor Sports Facilities³⁶ and Playing Pitch Strategy³⁷ (both 2017).
- 3.1.54 There is also a library in each of the market towns that are run by Cambridgeshire County Council which provide a range of facilities and are an important hub for the local communities. The County Council also operate a mobile library which provides services to many of Fenland's villages.³⁸
- 3.1.55 There are a wide number and variety of sports clubs in the district with varying standards of facilities. The most popular participatory sport in the areas is football with around 170 teams. Sport England and partners including the Council have produced a Fenland Local Football Facility Plan (August 2019)³⁹ to improve playing pitches and club facilities.
- 3.1.56 Fishing and boating are also popular leisure pursuits in the area due to the prevalence of the extensive drainage network and man-made lakes. There are a variety of pubs, clubs and restaurants throughout the district with concentrations in the market towns. An additional cinema, 'The Light,' has recently opened in Wisbech and both March and Wisbech have night clubs.

Local Food

- 3.1.57 Whilst the district has a higher than average proportion of unhealthy and obese residents a significant part of Fenland's area is high grade agricultural land which is an important resource and discussed in more detail in Section 3.6. Much of the food produced is exported to other areas in the country and abroad which has implications for transport and CO2 emissions. There are a few farmers markets and other facilities within the district which provide outlets for local food to be consumed locally but these are not widespread. Being a mainly arable crop producing area based on a highly mechanised farming system means that the scope for the sales of local produce is relatively limited.

Allotments

- 3.1.58 Current provision of allotments in Fenland reveals an incomplete picture. All market towns have at least one site of allotments. However, the numbers appear to have dwindled over time partly because keeping an allotment went out of fashion in the recent past and the land has been used for other purposes. The number of allotments in villages and elsewhere is not unknown. The national standard requires 20 standard allotment plots of 250m.sq per 1,000 households. The Local Plan standard currently seeks off-site allotments for development sites of less than 10ha and more than 0.5ha and on-site for housing schemes over 10ha. The standards are to be reviewed as part of the update of the Local Plan.

Community Orchards

- 3.1.59 There is a community orchard in Wisbech Park and one has been established in Manea as part of a wider conservation community project for the former Manea Pit area. Fruit trees and bushes have been planted in areas accessible to the public and are available for anyone to harvest. One aim is to improve community cohesion and the projects have been well supported by local people. Community orchards provide a very positive example of how food grown locally can have wider

³⁶ <https://www.fenland.gov.uk/article/11885/Fenland-Indoor-Facility-Strategy-2016-and-Appendices>

³⁷ https://www.fenland.gov.uk/media/13086/Fenland-Playing-Pitch-Strategy-2016/pdf/Fenland_Playing_Pitch_Strategy_2016.pdf

³⁸ <https://www.cambridgeshire.gov.uk/residents/libraries-leisure-&-culture/libraries/>

³⁹ <https://lffp-prod.ff-apps.dh.bytemark.co.uk/>

community benefits. There are clear opportunities to develop similar projects throughout the district⁴⁰.

Evidence Gaps

- Some data source relates to the 2011 census which is now some time ago
- Open space assessment is from 2006 and requires updating
- Details of allotment provision
- Information on farmers markets sales
- Fear of crime statistics and any fluctuations
- Unknown plans of health providers for current and future provision

Specific Issues and Opportunities

Key Issues:

- 30% of Fenland's population will be over 65 by 2040
- Life expectancy is lower than the national average
- Fenland people generally have less healthy lives than the national average
- There are relatively high levels of deprivation and social exclusion in a number of areas in the district
- There is great health inequality between some wards within the district
- Inequalities have worsened in the past few years
- Relatively poor open space offer

Key Opportunities:

- Open space provision, including for allotments, can be improved throughout the authority area
- Land exists close to or within existing settlements for new areas of open space
- Able to plan for an elderly population
- New housing and employment development can provide scope to improve the deprivation
- Better place making and targeted infrastructure can improve the environment for all including the most deprived
- UNESCO application for Fens biosphere


The Likely Situation without the Plan

3.1.60 The likely levels of development identified in the new emerging Local Plan should help to alleviate some of the issues relating to age, health and well-being, crime, leisure and open space. Policies built around the sustainability objectives identified in this report should help to achieve some of the objectives identified in the Council's Business Plan: Communities, Environment and Economy.

Key Sustainability Objectives

3.1.61 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current situation, the following key sustainability objectives have been identified:

⁴⁰ <http://ousewashes.org.uk/get-involved/project/manea-community-conservation-project/>

<p>1. Healthy Communities</p>		<p>1.1 Provide for an ageing population; and redress inequalities related to health, well-being, age, gender, disability, race, faith, location and income</p> <p>1.2 Improve the quality, range and accessibility of services and facilities (e.g. health, transport, education, training, leisure opportunities and community activities); and ensure all groups thrive in safe environments</p> <p>1.3 Create and enhance multifunctional open space that is accessible, links with a high quality green infrastructure network and improves opportunities for people to access and appreciate wildlife and wild places</p> <p>1.4 Encourage healthy choices and opportunities for the consumption of locally produced food by maintaining and enhancing the provision of allotments, community orchards and farmers' shops and markets</p>
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2: Jobs, Education and Housing

Introduction

3.2.1 This section is concerned with the local economy, education and housing. It starts by looking at the economy, employment, education housing including affordable housing. As with other sections there are numerous cross cutting topics of which reference will be made in other themes. The sustainability topics covered are as follows:

- Economy
- Employment
- Retail and town centres
- Education
- Housing

Policy Context

National Planning Policy Framework:

3.2.2 The economic sustainability objective in the NPPF seeks 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.

The social sustainability objective of the NPPF seeks to ensure that a sufficient number and range of homes can be provided to meet the needs of present and future generations.

Paragraph 80 of the NPPF explains that 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.

Paragraph 85 sets out how the planning system should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

Paragraph 94 explains the importance of a sufficient choice of school places being available and that local planning authorities should work collaboratively with partners and place great weight on the need to provide for new school facilities.

Section 5 – ‘Delivering a sufficient supply of homes’ provides extensive guidance about the need to provide homes for all members of the community.

Planning Practice Guidance

3.2.3 Much information is contained within planning practice guidance on most of the topics covered under this section of the report, with specific attention given to some key areas.

Housing: PPG also covers guidance on housing needs assessment, including the methodologies for assessing housing need, the scope of such assessments, and how the needs of all types of housing should be assessed, including self-build and for elderly people.

Rural communities: The section on titled 'how should local authorities support sustainable rural communities', which stresses the importance of recognising the particular issues which are faced by rural areas, such as housing affordability.⁴¹

Town centres: There is a section relating to ensuring the vitality of town centres and explains about the importance of having a strategic vision for town centres and what this strategy should contain, such as determinants of town centre health, tourism and sequential and impact testing.⁴²

Other plans and policies⁴³:

- Cambridgeshire and Peterborough Independent Economic Review (CPIER) (2018)
- Cambridgeshire and Peterborough Combined Authority Local Industrial Strategy (2019)
- Planning Policy for Traveller Sites (August 2015)
- Policy Statement – Planning for Schools Development (Aug 2011)
- Growing Fenland Town Reports (Draft)

The Current Situation

Economy

3.2.4 Many factors play a part in the success of a local economy, including natural resources, a workforce with skills, quality of infrastructure, strong linkages with wider economies and successful distribution of wealth. This section of the report highlights information about the labour market in Fenland and includes measures of overall economic activity and levels of worklessness.

3.2.5 Much of the information is derived from the Annual Population Survey (APS)⁴⁴ via the Cambridgeshire Insight website which is a combined survey of households in Great Britain. Its purpose is to provide information on key social and socio-economic variables between the 10-yearly national censuses, with particular emphasis on providing information relating to local authority areas.

Employment rate

3.2.6 The employment rate for 16-64 year olds in Fenland (76.3%) is above that for England as a whole (75.4%) but below that for Cambridgeshire (80.6%). This is the case for both men and women. Whereas men are below the average employment rate (78.1%) compared to England (80.1%), women in Fenland (74.6%) have a higher employment rate than nationally (70.7%).

Employees / self employed

3.2.7 67.2% of people are in employed work with 9.1% self-employed. The average number of employed workers is above that for England (64.2%) but below the average for Cambridgeshire (70.6%). The number of self-employed people in the district is below that for both Cambridgeshire (10%) and England (10.9%).

⁴¹ Paragraph: 009 Reference ID: 67-009-20190722

⁴² Paragraph: 002 Reference ID: 2b-002-20190722

⁴³ For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

⁴⁴ <https://cambridgeshireinsight.org.uk/economy/report/view/63a04d7b08954ee396395366ac5e2dbc/E07000010>

Public / Private Sector

- 3.2.8 Of those in work, 87.8% are employed in the private sector with 12.2% in the public sector. Private sector employment is significantly higher than in both Cambridgeshire (77.3%) and England (79.2%). Similarly public sector employment is less than in Cambridgeshire (22.7%) and England (20.8%).

Occupation Type

- 3.2.9 Professional occupations in Fenland are less than those for Cambridgeshire and England. Managers, directors, senior officials and other professional occupations account for some 25.1%. This compares to 39.7% in Cambridgeshire and 31.9% in England as a whole.
- 3.2.10 For administrative and secretarial, skilled trades, caring and leisure, service sales and customer service, plant and machine operatives, and elementary occupations Fenland (65.8%) is consistently higher than Cambridgeshire (46%) and England (52.9%) in all these categories.

Number of weekly hours worked

- 3.2.11 Persons in employment who work 35-44 hours is similar to the national average (46%). However for people in employment who work 45 hours or more, Fenland at 29.3% is significantly higher than both Cambridgeshire (21.7%) and England (23.5%).

Annual resident salaries

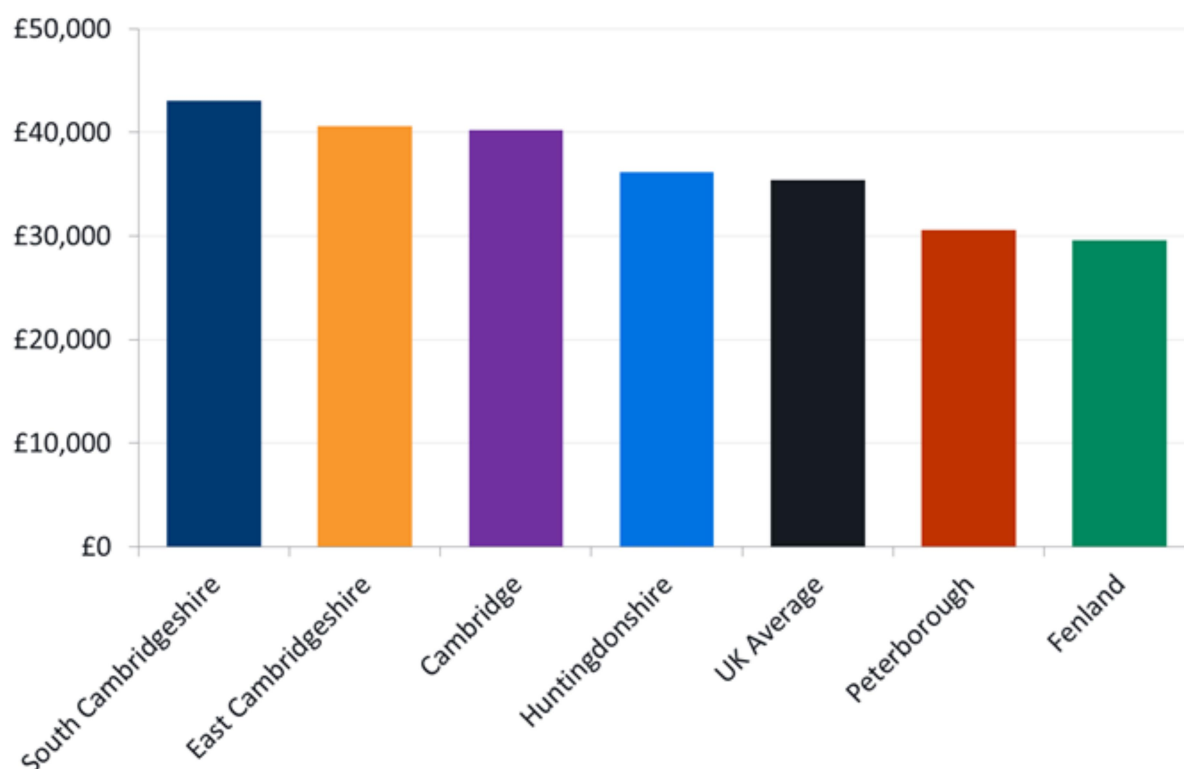
- 3.2.12 The Annual Survey of Hours and Earnings (ASHE)⁴⁵ is conducted in April each year to obtain information about the levels, distribution and make-up of earnings and hours worked for employees. ASHE is based on a sample of employee jobs taken from HM Revenue & Customs PAYE records. Information on earnings and hours is obtained in confidence from employers. ASHE does not cover the self-employed nor does it cover employees not paid during the reference period.
- 3.2.13 Both male and female full time workers in Fenland earn less than their counterparts in Cambridgeshire and England. The median annual resident salary for a full time worker in Fenland (both men and women) in 2018 was £27,755. This compares with £29,869 for England and £32,157 for Cambridgeshire as a whole.
- 3.2.14 The median annual resident salary remained consistently below that for England and Cambridgeshire in the period 2011 to 2018.⁴⁶
- 3.2.15 Figure 22 shows the variation in incomes in Cambridgeshire and Peterborough; an average worker in South Cambridgeshire can expect to earn more than £13,000 more per year - or 45% more - than an average worker in Fenland.

⁴⁵

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2018>

⁴⁶ <https://cambridgeshireinsight.org.uk/economy/report/view/63a04d7b08954ee396395366ac5e2dbc/E07000010>

Figure 22: Mean Annual Gross Pay (2017)



Source: Annual Survey of Hours and Earnings, Office for National Statistics

Economically Inactive

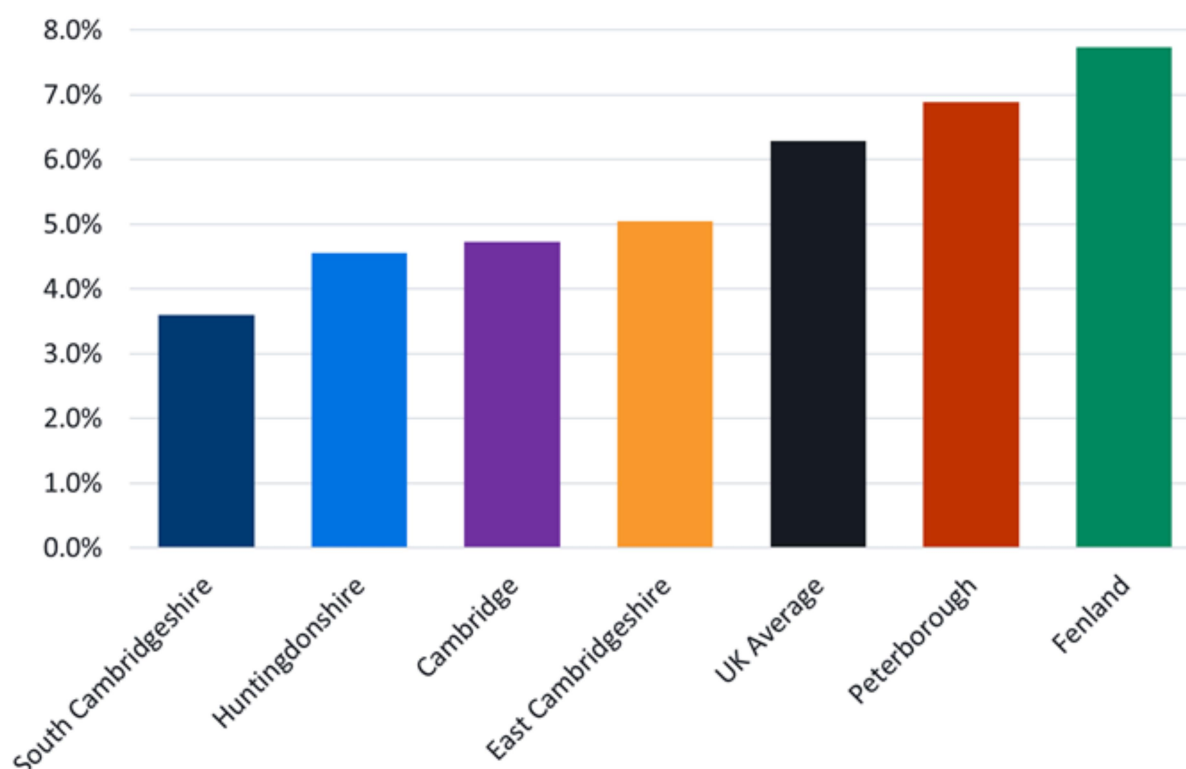
- 3.2.16 20% of the working age population 16-65 years in Fenland is economically inactive which is the same for both men and women. This includes those who are unemployed and seeking employment, students, those looking after family/home, temporarily sick, long-term sick and retired people.
- 3.2.17 The main reason for economic inactivity in Fenland is long term sick (36%), followed by students (28.6%) and those looking after family/home (23.6%) The long term sick are higher than the average for England (21.9%) and significantly higher than the rest of Cambridgeshire (18.6%).
- 3.2.18 In terms of those recognized as disabled, in the three categories of 'core or work-limiting disabled', 'core disabled' and 'work-limiting disabled', Fenland was also significantly above the averages for both Cambridgeshire and England.⁴⁷

Unemployment rate

- 3.2.19 The unemployment rate in Fenland in 2018 was 4.6% which was above that for England (4.2%) and higher than for Cambridgeshire as a whole (2.69%). Residents in Fenland are twice as likely to be unemployed as those living in South Cambridgeshire.

⁴⁷ <https://cambridgeshireinsight.org.uk/economy/report/view/63a04d7b08954ee396395366ac5e2dbc/E07000010>

Figure 23: Average unemployment rate by district (2004-2016)



Source: Labour Force Survey, Office for National Statistics

Universal Credit and Job Seekers Allowance claimants

- 3.2.20 The number of people claiming Universal Credit and new style Job Seekers Allowance in Fenland increased from 680 in July 2017 to 1,370 in June 2019. This consists of 750 men and 620 women. The more than doubling of the number in the past two years has affected both men and women more or less equally.
- 3.2.21 Fenland's monthly claimant rate at 2.3% is slightly lower than that for England (2.7%) but above that for Cambridgeshire as a whole (1.3%).

Business numbers

- 3.2.22 The Inter-Departmental Business Register (IDBR)⁴⁸ collates information about businesses where the term “business” is used to represent an enterprise. An enterprise can be defined as the smallest combination of legal units (generally based on VAT and/or PAYE records) that is an organisational unit producing goods or services, which benefits from a certain degree of autonomy in decision-making, especially for the allocation of its current resources.
- 3.2.23 In 2017 there were 3,405 businesses in Fenland. The vast majority of these (90%) were so-called micro-businesses which is a business with up to 9 employees. This was followed by small businesses (8.2%) with between 10 and 49 employees and medium sized businesses (1.5%) with between 50 to 249 employees. Large businesses with over 250 employees numbered 10 which accounted for 0.3% of the total business number in Fenland. These figures are very similar in all categories to those in both England and Cambridgeshire.⁴⁹

⁴⁸ <https://www.ons.gov.uk/aboutus/whatwedo/paidservices/interdepartmentalbusinessregisteridbr>

⁴⁹ <https://cambridgeshireinsight.org.uk/economy/report/view/63a04d7b08954ee396395366ac5e2dbc/E07000010>

Businesses by industry

- 3.2.24 The three main types of business in Fenland are construction (17.9%), agriculture (12.2%) and professional, scientific & technical (9.9%). These are followed by retail (7%), transport & storage & postal (6.9%), business administration & support services (6.5%) manufacturing (6.4%) accommodation & food services (5.7%) arts, entertainment, recreation & other services (5.7%), motor trades (4.7%) and wholesale (4.5%).
- 3.2.25 Except for 'retail' and 'arts, entertainment, recreation & other services', Fenland is above the averages for England and Cambridgeshire in all these categories.

Business survival

- 3.2.26 In 2017 365 business were started in Fenland and exactly the same number ceased to exist. Business survival rates over a five year period are very similar to those in Cambridgeshire and the rest of England. In Fenland 93% of businesses survive the first year, 74% the second year, 62% the third year, 47% the fourth and 45% the fifth.⁵⁰

Gross Value Added (GVA)

- 3.2.27 The more than 3,400 businesses operating in Fenland, collectively generate around £2.2 billion of GVA a year operating at a productivity level of £69,500 per worker.⁵¹
- 3.2.28 However, Huntingdonshire, Fenland and East Cambridgeshire fell behind the UK average in economic output per head between 2001 and 2016 whereas Cambridge, South Cambridge and Peterborough were above the average by 47%, 7% and 3% respectively.⁵²

Retail

- 3.2.29 For retail and services offer March and Wisbech are classed as town centres in the Fenland Local Plan 2014 whilst Chatteris and Whittlesey are considered to be district centres. In addition there are a number of small retail units in villages. There is also a large out of town-centre retail area in Wisbech (Cromwell Road) and permission for an out-of-town retail centre has been approved in March but not yet implemented. There are vacant units in all town centres although footfall appears to be steady. However, none of the centres has had a recent 'health check' which means that it is not clear how they are currently fairing.
- 3.2.30 The Council is keen for all of the town centres to be vibrant places to shop and visit. March has recently been awarded grant funding from government to prepare a further bid to improve its High Street and the need to ensure that the March is one which people want to visit will be important in developing the project. In 2015 Wisbech was awarded £2 million from the Heritage Lottery Townscape Heritage Fund for its High Street Project which is now underway and will provide important benefits.

Education

- 3.2.31 A large number of villages in Fenland have primary schools. There are also a number of primary schools in each of the four market towns as well as five secondary schools: Neale Wade Academy in March, Thomas Clarkson Academy and Wisbech Grammar School in Wisbech, Sir Harry Smith Community College in Whittlesey and Cromwell Community College in Chatteris. Demographics require a new secondary school to be built in Wisbech by 2021 and a site to the west of the town is currently being considered.

⁵⁰ <https://cambridgeshireinsight.org.uk/economy/report/view/63a04d7b08954ee396395366ac5e2dbc/E07000010>

⁵¹ <https://www.fenlandforbusiness.co.uk/invest-in-fenland/the-fenland-economy>

⁵² Steer, CPCA LTP Evidence Report (2018) <https://cambridgeshirepeterborough-ca.gov.uk/assets/Transport/Appendix-D-Baseline-Review-rev-B.pdf>

3.2.32 All of the secondary schools offer post–GCSE education and within the district pupils can also attend the College of West Anglia campus in Wisbech although many do choose to go elsewhere such as Peterborough, Cambridge and Huntingdon.

Qualifications

3.2.33 For monitoring purposes qualifications are categorized into a number of areas:

- Level 1: 1-4 O Levels/CSE/GCSEs (any grades), NVQ Level 1
- Level 2: 5+ O Level (Passes)/CSEs (Grade 1)/GCSEs (Grades A*-C), 1 A Level/ 2-3 AS Levels/VCEs, NVQ level 2
- Level 3: 2+ A Levels/VCEs, 4+ AS Levels, NVQ Level 3;
- Level 4 and above: Degree (for example BA, BSc), Higher Degree (for example MA, PhD, PGCE), NVQ Level 4-5, HNC, HND
- Other qualifications: Vocational/Work-related Qualifications, Foreign Qualifications (not stated/level unknown).

3.2.34 From the 2011 census the number of people (all ages) in Fenland who had achieved Levels 1 and 2 was higher (at 32.6%) than those for England (28.5%) and Cambridgeshire as a whole (26.5%). However, for Level 3, Fenland (10.4%) was behind both other areas; Cambridgeshire (12.6%), England (12.4%). This gap increases markedly for Level 4 qualifications with Fenland at 14.9%, England (27.4%) and Cambridgeshire (33%).

3.2.35 31% of people in Fenland have no qualifications which is below the England average of 22.5% and 18% for Cambridgeshire as a whole.

3.2.36 These figures also reflect the educational status of children in senior school and further education. For instance the number of children in education in the 16-17 year old age bracket is very similar to those for Cambridgeshire and England. However, for school children and students in full time education who are 18 years or over, Fenland (1.9%) is markedly below the averages of both England (5.5%) and Cambridgeshire (6.8%).

3.2.37 Moreover in recent years Fenland has been statistically significantly lower (worse) when compared to national rates for GCSE achievement (5A*-C including English & Maths), even though Cambridgeshire rates are statistically significantly better than England.

3.2.38 In the reformed national GCSE scoring system in 2017 Fenland secondary schools continued to fair poorly when compared to other Cambridgeshire schools in achieving Grade 5 for English and Maths. Within Fenland, Cromwell Community College in Chatteris (42%) and Sir Harry Smith Community College in Whittlesey (41%) were significantly higher than Thomas Clarkson Academy in Wisbech (26%) and Neale Wade Academy in March (20%).⁵³

Housing

Housing types in Fenland

3.2.39 In 2017 there were a total of 44,940 household properties in Fenland.

3.2.40 The highest number is bungalows (25.8%) which are significantly more than in Cambridgeshire as a whole (13.7%) and England (9.5%). Conversely the number of flats and maisonettes (8.8%) is significantly below the number for Cambridgeshire (14.2%) and the rest of England (22.8%). There

⁵³ <https://www.gov.uk/school-performance-tables>

are also fewer terrace houses in Fenland (16.5%) compared to Cambridgeshire (21.2%) and for England (26.5%) as a whole. There are slightly fewer semi-detached properties (21.3%) than the rest of the Cambridgeshire (22.9%) and England (23.9%). For detached houses there are significantly more in Fenland (24.6%) compared to England (15.5%) but still fewer than the 25.2% for Cambridgeshire as a whole.⁵⁴

Persons per household

3.2.41 In 2016 the average number of persons per household in Fenland was 2.32 which is slightly below the England average of 2.4. By 2041 household sizes in Fenland are forecast to decrease to 2.18 which compares with a predicted fall to 2.26 for England.⁵⁵

Ownership split

3.2.42 70% of dwellings in Fenland are either owned outright or owned with a mortgage. This compares to 66% for Cambridgeshire and 63.4% for England. 15.6% are privately rented, slightly less than in Cambridgeshire (16%) and England (16.8%). Socially rented housing in Fenland including from ex-local authority and housing associations is 24.8% which compares to 30.7% for Cambridgeshire and 35.4% for England.⁵⁶

House Prices

3.2.43 The median house price of a property in Fenland (Q4 2018) was £185,000. This compares to £290,000 for Cambridgeshire and £235,000 for England. Average prices for all types of housing in the district are consistently below those for Cambridgeshire and England. For instance the price of a semi-detached house in Fenland was £173,000 compared to £270,000 for Cambridgeshire and £215,000 for England, whereas the average price of a flat was £87,000 compared to £215,000 in Cambridgeshire and £218,000 for England.⁵⁷

3.2.44 For Council Tax bands (A to I) with Band A being the lowest, 93.5% of domestic properties in Fenland fall within bands A to D. This compares with 78.3% for Cambridgeshire and 81.3% for England.⁵⁸

3.2.45 When considering the delivery of new dwellings in Fenland since 2002, there has been an overall decrease in recent years compared to the early/mid-2000's which can be traced back to the financial crises of 2008. Since 2011 Fenland's Local Plan target of 550 per annum has only been achieved once in 2014-15 when 555 dwellings were built. The Government's recently introduced standard methodology for calculating Local Housing Need also requires 550 dwellings per annum to cater for the forecasted need.

⁵⁴ 2017 Valuation Office Agency

<https://cambridgeshireinsight.org.uk/housing/report/view/e9f4df857f3246a8b36fc0708ad08ac6/E07000010>

⁵⁵

<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/families/bulletins/familiesandhouseholds/2017>

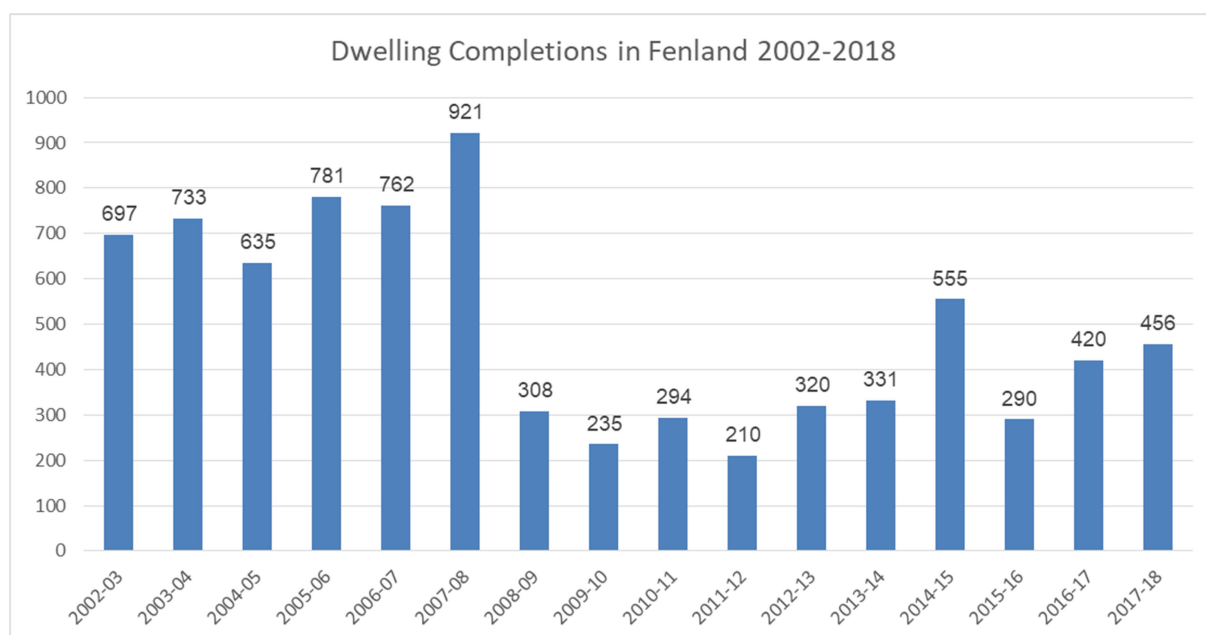
⁵⁶ <https://cambridgeshireinsight.org.uk/housing/report/view/e9f4df857f3246a8b36fc0708ad08ac6/E07000010> ONS

2011

⁵⁷ Ibid.

⁵⁸ Ibid.

Figure 24 – Net Completions in Fenland 2002 to 2018⁵⁹



3.2.46 In the monitoring period 2018-19, around 400 dwellings had been completed with approximately 340 under construction.

Affordability

3.2.47 The affordability ratio is calculated by dividing house prices by gross annual workplace-based earnings. It is based on the median and lower quartiles of both house prices and earnings in England and Wales.

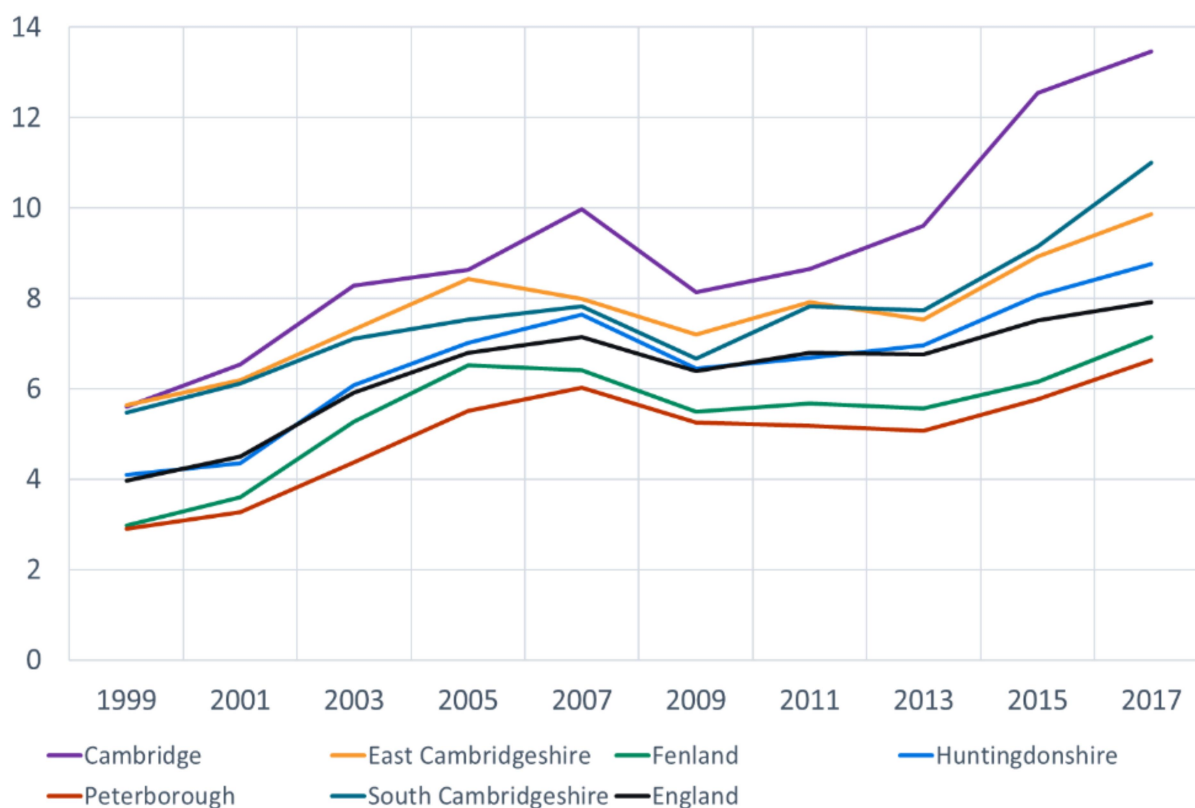
3.2.48 The latest ratio of median house price to the median gross annual workplace - based earnings is for the year 2018 (published 28 March 2019), and is established as being 8.45 for Fenland.⁶⁰ This ratio has steadily increased since 1999 when it was 2.94. With a current industry standard loan-to-income ratio at 4.5 buying a home is therefore out of reach for many people in the district.⁶¹

⁵⁹ https://www.fenland.gov.uk/media/15572/Fenland-Monitoring-Report-2017-2018/pdf/Fenland_Monitoring_Report_2017-2018.pdf

⁶⁰ <https://www.moneyadviceservice.org.uk/en/articles/how-much-can-you-afford-to-borrow>

⁶¹ <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

Figure 25: Ratio of median house price to median gross workplace based annual earnings



Source: Office for National Statistics

Affordable Housing

3.2.49 The Strategic Housing Market Assessment (SHMA) in 2013 set out an affordable housing need of 7,927 for the district between 2011 and 2031. In July 2019 there were 855 'live' applications on the waiting list. This though tends to fluctuate depending on the times when individuals are required to re-register. The main need is for 1, 2 and 3-bedroom houses as is shown in Figure 26. There are a number of Registered Providers in Fenland with the significantly largest being the Clarion Housing Group who are responsible for over 4,000 homes.

Figure 26: Housing waiting list numbers and times in Fenland

Type / Size	No. of Lets	Shortest wait	Longest wait	Average wait
Sheltered accomm.	0			
Studio general needs	0			
1-bed general needs	35	4 weeks	12 years	13 months
2-bed flat or maisonette	15	7 weeks	22 months	5 months
2-bed house	22	1 day	4 years	7 months
3-bed flat or maisonette	0			
3-bed house	17	10 weeks	4 years	11 months
4-bed	3	11 months	5 years	27 months
5-bed	0			

- 3.2.50 Provision of affordable housing by the private sector has been problematic in recent years. Viability issues relating to many developments in Fenland mean that applicants can often successfully argue that the Local Plan target of providing 25% of affordable housing in developments over 10 units is not achievable. In addition if the total number of units proposed on a scheme is too low, it is not viable for Registered Providers to take over their management as there are only a few units in one area. Registered Providers prefer to manage affordable homes grouped together in a particular area in order to employ a housing/maintenance officer for that area.⁶²

Homelessness (Housing)

- 3.2.51 The numbers of people in Fenland who are accepted as being homeless and in priority need accounts for 2.4 per 1,000 which is the same as the national average but below the average for Cambridgeshire of 2.7%.⁶³

Gypsies and Travellers

- 3.2.52 The Cambridge sub-Regional Gypsy and Traveller Accommodation Needs Assessment (GTANA) Update 2013 identified a need for 18 new Gypsy and Traveller pitches in Fenland for the period 2011 to 2031, broken down as follows:⁶⁴

- 2013 – 2016: 3
- 2016 – 2021: 10
- 2021 – 2026: 5
- 2026 – 2031: 0

- 3.2.53 At June 2019 12 new pitches had been provided. The Council is currently in the process of commissioning a new GTANA with other districts in Cambridgeshire to support the new Local Plan. It is anticipated that the new GTANA will be published in 2020.⁶⁵

Evidence Gaps

- Some Information based on 2011 census which is becoming dated
- Information on current retail in town centres and impacts
- Impact of Brexit decision on economy and housing
- Gypsy and Traveller accommodation needs

Specific Issues and Opportunities

Key Issues:

- Low wage, relatively low skilled workforce
- Long hours worked
- Higher than average unemployment
- Low levels of educational attainment

⁶² <http://cambridgeshire.wpengine.com/wp-content/uploads/2017/11/ch12-forecasts-for-homes-of-all-tenures-2013.pdf>

⁶³ <https://cambridgeshireinsight.org.uk/deprivation/report/view/e5346e7dd716406e826ed368abc09c96/E07000010>

⁶⁴ https://www.fenland.gov.uk/media/8964/Fenland-Gypsy-and-Traveller-Accommodation-Needs-Assessment-2013/pdf/Fenland_Gypsy_and_Traveller_Accommodation_Needs_Assessment_2013.pdf

⁶⁵ https://www.fenland.gov.uk/media/15711/Fenland-Five-Year-Housing-Land-Supply---June-2019/pdf/Fenland_Five_Year_Housing_Land_Supply_-_June_2019.pdf

- High affordability gap
- Housing delivery is below current targets
- Insufficient affordable housing to meet high need

Key Opportunities:


- New Local Industrial Strategy (LIS) provides opportunities to expand and diversify the Fen area economy with potentially closer links to businesses in Peterborough and Cambridge
- Lower quartile house to income price ratios stand at 8.45 which although not affordable, is one of the lowest in the county.
- Increase in housing delivery numbers to be more generally affordable
- Cambridgeshire and Peterborough Combined Authority investment in infrastructure

The Likely Situation without the Plan

3.2.54 Development would be likely to occur in unsustainable locations resulting in knock on effects on local infrastructure. The town centres could see a potential decline through inappropriate changes of use and out of town developments. Developer contributions may not occur resulting in poorer provision.

Key Sustainability Objectives

3.2.55 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current situation, the following key sustainability objectives have been identified:

2. Jobs, Education and Housing		<p>2.1 Help people gain access to a range of employment, education and training opportunities</p> <p>2.2 Support investment in people, places, communications and other infrastructure to improve the efficiency, competitiveness, vitality and adaptability of the local economy</p> <p>2.3 Help provide decent and affordable homes that meet the various needs of all in appropriate locations</p>
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3.3: Transport

Introduction

3.3.1 Transport is a major sustainability challenge; balancing the needs and desires of people to travel, to access services and for recreation, with the environmental consequences of relying on carbon-based modes of transport, particularly cars. Car ownership continues to rise, putting a strain on road networks, potentially causing congestion and localised air and noise pollution. The sustainability topics covered in this section are:

- Roads
- Car use and commuting
- Rail
- Bus
- Cycling and walking

Policy Context

National Planning Policy Framework:

3.3.2 The environmental sustainability objective in the NPPF seeks to mitigate and adapt to climate change, including moving to a low carbon economy.

Paragraph 102 in Section 9 – ‘Promoting sustainable transport’ sets out the objectives for sustainable transport including:

- opportunities to promote walking, cycling and public transport use are identified and pursued;
- patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

Paragraph 103 explains how these objectives should be met:

‘The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health...’

Planning Practice Guidance

3.3.3 The PPG advises it is important for local planning authorities to undertake an assessment of the transport implications in developing or reviewing their Local Plan so that a robust transport evidence base may be developed to support the preparation of that Plan. The transport evidence base should identify the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so; and highlight the infrastructure requirements for inclusion in infrastructure spending plans linked to the Community Infrastructure Levy, section 106 provisions and other funding sources.⁶⁶

⁶⁶ Paragraph: 001 Reference ID: 54-001-20141010

Other plans and policies⁶⁷:

- Infrastructure Act 2015
- Department for Transport (2004) The Future of Transport a network for 2030.
- Cambridgeshire and Peterborough Local Transport Plan – Draft (2019)
- Fenland Rail Development Strategy (2013)

The Current Situation

Roads

- 3.3.4 The A47 is an important trunk road through the district allowing access to Leicester, Peterborough and the A1(M) to the west and Kings Lynn, north Norfolk and Norwich to the east. Within the district it is an important link between March and Wisbech. The A141 and A142 provide north/south access to Huntingdon and the A1, and Ely, Cambridge and the A14/M11 respectively. The A605 is also an important east/west route to Whittlesey and Peterborough. However, all of these roads are single carriageway with capacity issues at a number of key junctions.
- 3.3.5 The Cambridgeshire and Peterborough Combined Authority's draft Local Transport Plan highlights the importance of duelling the A47 and sets out a package of junction improvements in Wisbech and March to ease congestion and cater for anticipated housing and employment growth.⁶⁸
- 3.3.6 Other roads are rural in nature and serve villages and isolated farms and businesses. The underlying geology for many of these is peat-based resulting in significant expansion and shrinkage within short periods of time and on a seasonal basis. This has resulted in roads which both undulate and warp. Under-investment and lack of resources to maintain the road network over many years has resulted in an ad hoc solution to repairs rather than a fundamental re-engineering of the roads with financial and safety implications. In some cases it has resulted in a network which would be considered sub-standard if compared to the norm for the rest of the country.
- 3.3.7 The diversification of farm businesses over time to such things as manufacturing and haulage has also resulted in new developments in the open countryside which rely on the rural road network for access. Excessive use by large HGVs on small rural roads means that damage invariably increases thereby creating the need for more frequent repairs and public investment.
- 3.3.8 Housing growth in rural villages with associated vehicle movements also has an impact on road quality and has contributed to a deterioration of some local roads which otherwise might not have been the case.

Road safety

- 3.3.9 Since 2014 most districts in Cambridgeshire have seen flat or slightly decreasing casualty trends in line with the county statistics overall. However, the exception is Fenland, which has seen year on year increases in the number of casualties across all severities since 2014. In 2018 there were 350 casualties in the district, 28 more than the second-highest tally recorded in 2014.
- 3.3.10 81 percent of fatal collisions in Cambridgeshire and Peterborough occur on rural roads, which is significantly above the national average at approximately 60 per cent.
- 3.3.11 Young drivers in Fenland have been highlighted as being at particular risk of being involved in road traffic collisions. A quarter of all Fenland casualties within the previous five years involved the

⁶⁷ For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

⁶⁸ <https://cambridgeshirepeterborough-ca.gov.uk/about-us/programmes/transport/ltp>

16-25 age group, with young people remaining most at risk of being injured in a road traffic accident.⁶⁹

- 3.3.12 The straight nature of many of Fenland's roads can encourage high speeds and contribute to a false sense of security given the general poor quality of the roads. Similarly the hazards associated with roads along drains, which are common in Fenland, are not always appreciated by drivers. For instance an average speed limit of 50 mph along the Forty Foot Bank has resulted in a significant decrease in casualties since its introduction in 2010 but the risks remain on other roads along drains.

Car ownership

- 3.3.13 In Fenland there is higher number of households (44.2%) with one car or van than in England (42.2%) or Cambridgeshire (42.3%). For households with more than one car or van (and up to four), Fenland households have on average more cars and vans than households in England. A large reason for this is the rural nature of the district, the distance to key services and the lack of a good quality public transport system. Not surprisingly there are fewer households in Fenland with no car (18.1%) than in England (25.8%) although in Cambridgeshire as a whole there are fewer households still that do not have a car or van (17.3%).⁷⁰

Journey times to key destinations

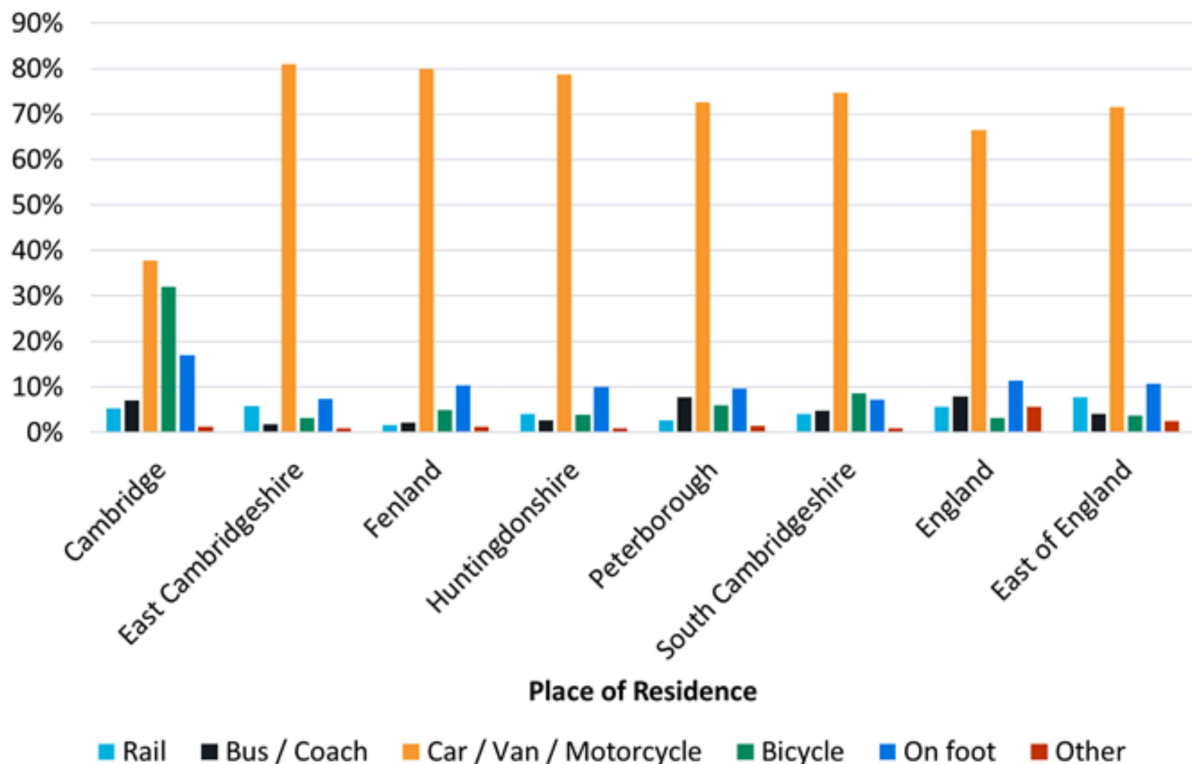
- 3.3.14 Average minimum journey times to reach key services take longer in Fenland than elsewhere in Cambridgeshire whatever the mode of travel. For instance travel to 8 key destinations by car in Fenland takes on average 12.9 minutes in Fenland compared to 12.6 minutes in Cambridgeshire. For public transport or walking this is 27.1 minutes for Fenland and 24.1 minutes for Cambridgeshire. For cycling, average minimum journey times are 25.5 minutes in Fenland and 21.4 minutes in Cambridgeshire.
- 3.3.15 Fenland is similar to many rural areas in that residents either lack direct public transport accessibility, or suffer from lengthy journey times that make it difficult for those without a car to access jobs and services elsewhere.
- 3.3.16 Within the East of England, 12% of all trips are for travel to schools, colleges and universities. Although trips are likely to be local, especially for primary education, they are also likely to be over significant distances due to the rural setting of much of the Cambridgeshire and Peterborough area⁷¹. Travelling for leisure accounts for around 40% of all trips in the East of England. Cambridge and Peterborough are hubs for shopping, attracting people from across the region. There are also tourist hotspots in Cambridge and Ely and rural areas such as Fenland attract visitors for the natural landscape, wildlife and nature reserves.

⁶⁹ Cambridgeshire County Council's Highways and Infrastructure Committee - July 9 2019
<https://www.cambstimes.co.uk/news/fenland-roads-sees-rise-in-casualties-last-year-1-6139784>

⁷⁰ <https://cambridgeshireinsight.org.uk/environment/report/view/9988751f93f94aa58a37dcc81dd53bfd/E07000010>

⁷¹ Department for Transport, National Travel Survey 2016/2017 <https://cambridgeshirepeterborough-ca.gov.uk/assets/Transport/Appendix-D-Baseline-Review-rev-B.pdf>

Figure 27: Method of travel to work (2011)

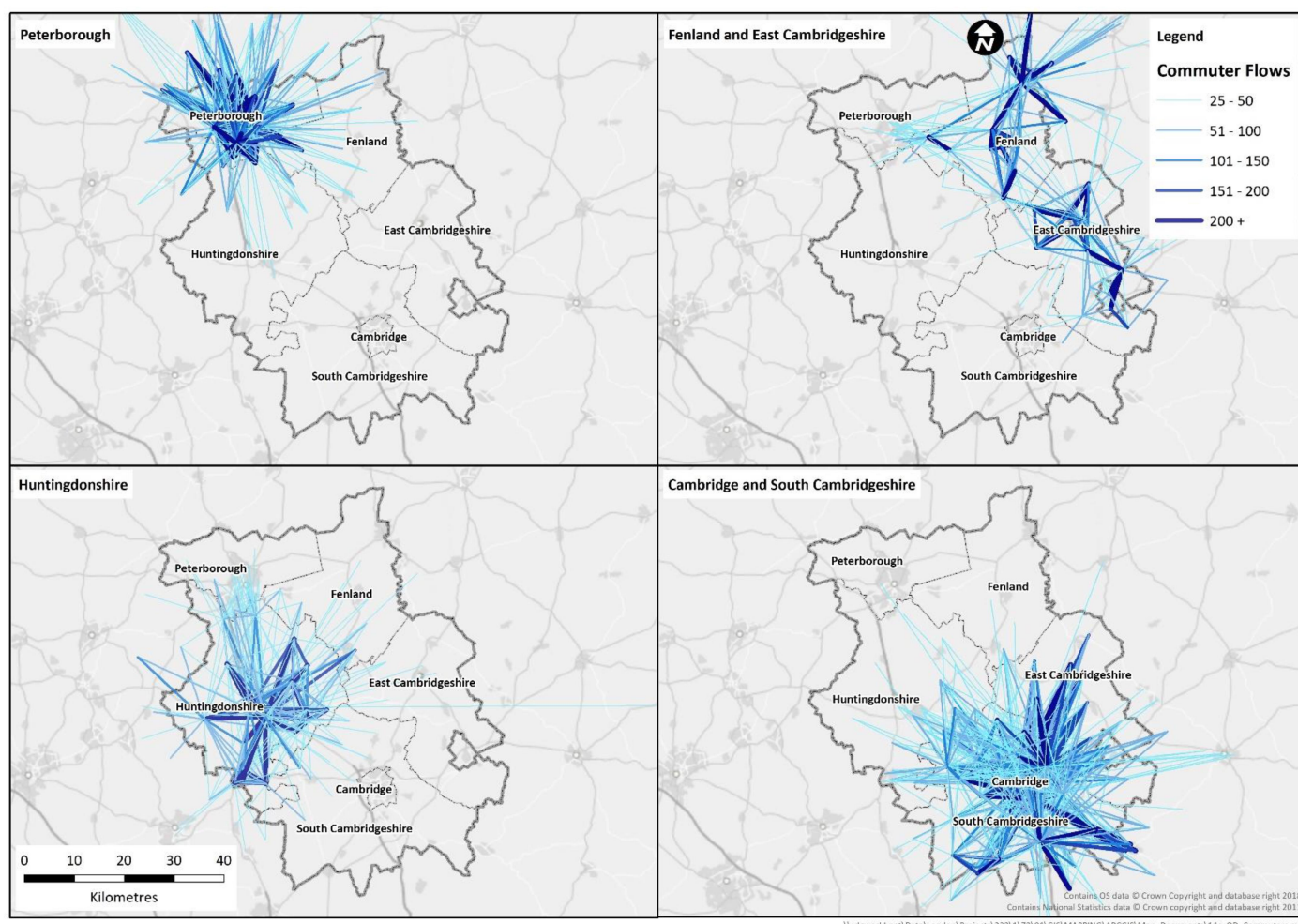


Source: Census 2011, Travel to Work Dataset

Commuting patterns

- 3.3.17 Fenland, like Huntingdonshire and East Cambridgeshire each have relatively small, self-contained labour markets, with less than 37% of commuters to these areas travelling from outside the respective local authority boundaries. Far fewer people commute longer distances elsewhere compared to Peterborough and Cambridge.

Figure 28: Commuting patterns across Cambridgeshire and Peterborough



Source: Travel to work data, 2011 Census, Office for National Statistics

3.3.18 The 2001 census showed that:

- Most market towns in the Cambridge sub-region have tight commuter hinterlands
- Most people are likely to seek housing fairly close to their place of work
- Although experiencing relatively low house prices, Fenland does not appear to have become a major commuter 'suburb' for Cambridge⁷²

Public transport

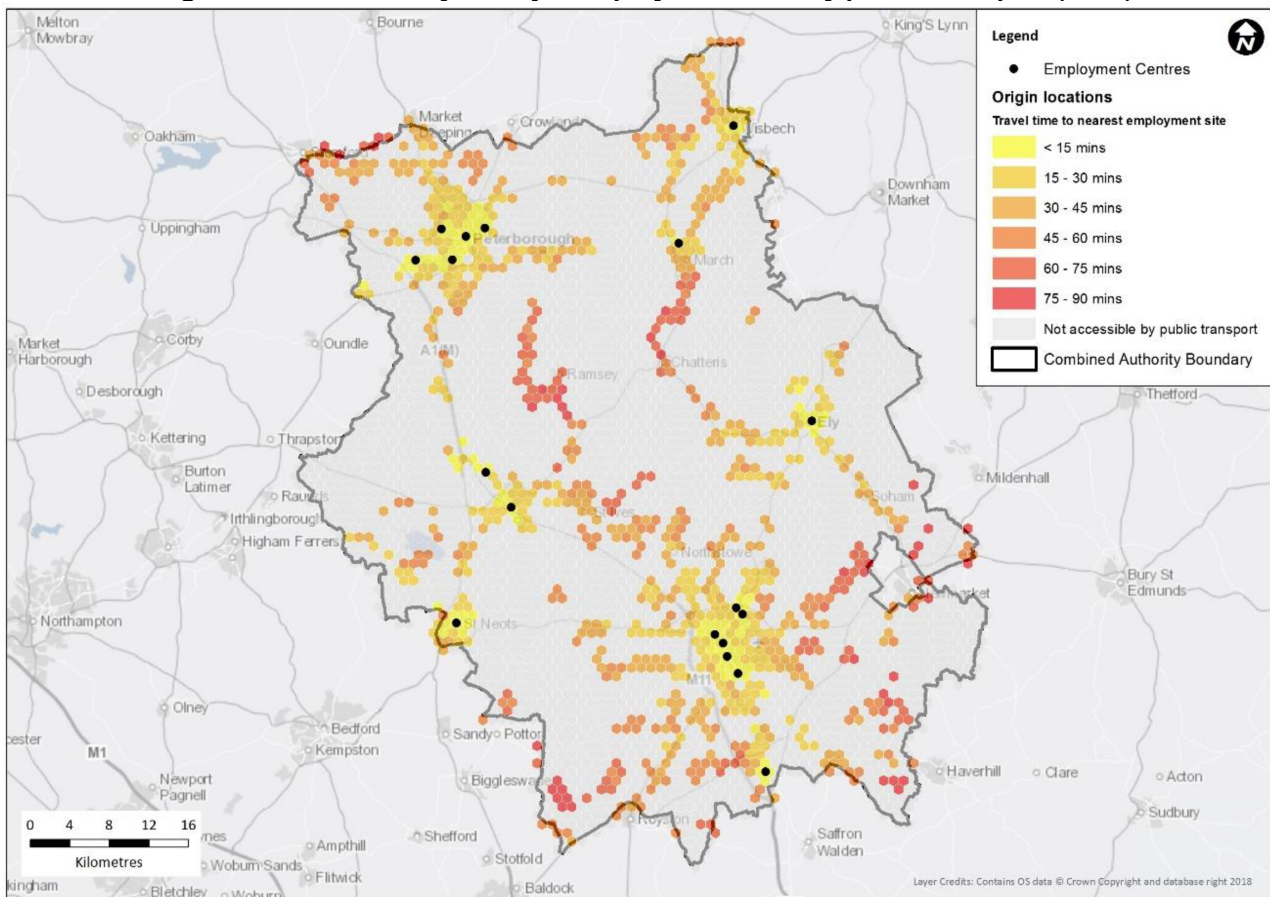
3.3.19 Levels of public transport accessibility vary greatly across Cambridgeshire and Peterborough, with key amenities significantly more accessible in Cambridge and Peterborough cities than more rural districts such as Fenland. Figure 29 shows accessibility to major employment sites by public transport.

⁷² Cambridge Sub-Region's Strategic Housing Market Assessment – April 2008

Section B: Chapter 7: Commuting Patterns

https://cambridgeshireinsight.org.uk/wp-content/uploads/2018/03/ch7_defining_housing_markets_using_commuting-patterns_0.pdf

Figure 29: Accessibility to major employment sites by public transport (2018)



Source: Steer analysis

Rail

- 3.3.20 The mainline East-West rail route connecting the towns and cities in the East of England with the Midlands and all destinations to the North and South, runs through the district with stations at March, Whittlesey and Manea. This is an important asset for Fenland and plans are currently being developed at all stations to improve service provision which should help increase patronage. These include platform lengthening at Whittlesey, improved parking facilities at Manea and a March Station masterplan.
- 3.3.21 These proposals have been driven by the Hereward Community Rail Partnership which was launched in 2012 with strong Council support. This has helped improve patronage at all three stations. Between 2012/13 and 2017/18 the number of rail passengers increased by 15% at March, 39% at Whittlesey and 448% at Manea.⁷³
- 3.3.22 Peterborough can be reached within 15 minutes and Cambridge in about 35 minutes from March. The railway is therefore an important mode of a more sustainable form of travel for many of Fenland's residents.
- 3.3.23 The marshalling yards in March were at one time the largest in Europe, parts of which are currently used by Network Rail as a rail materials recycling depot. Consideration is currently being given to the re-opening of the disused railway line between March and Wisbech as part of

⁷³ Hereward CRP Highlights and Progress 2019 www.fenland.gov.uk/herewardcrp

feasibility work for the Wisbech Garden Town. If it was to re-open it is likely to significantly boost Wisbech's economy and allow improved travel choices for local residents.

Bus

- 3.3.24 Bus services from the Fenland market towns to Cambridge, Peterborough and King's Lynn are typically hourly or half-hourly services.
- 3.3.25 However, many rural villages in Fenland lack high-quality services, with either irregular peak-only bus services or none at all. This presents a barrier for those without access to a car, and undermines uptake of sustainable travel opportunities. Reductions in subsidies for rural bus services have also resulted in reduced service provision, especially early morning and evening services. Between 2011/12 and 2016/17 total bus mileage in England's rural areas decreased by approximately 7% as a result of a reduction in subsidies for rural services, with this downward trend also occurring in Fenland.⁷⁴
- 3.3.26 Community transport, strongly supported by the Council, has expanded in recent years due to a number of reasons which include public transport cutbacks, reduced commitments by the Health Service to provide non-emergency transport, an increased recognition of the benefits of community transport as well as changing demographics. The Fenland Action for Community Transport (FACT) provides an important service which would otherwise leave many Fenland residents without any public transport.⁷⁵
- 3.3.27 The general picture is that whilst bus use in Cambridge has increased significantly in recent years, figures elsewhere in the county, including Fenland have gone down.

Cycling and Walking

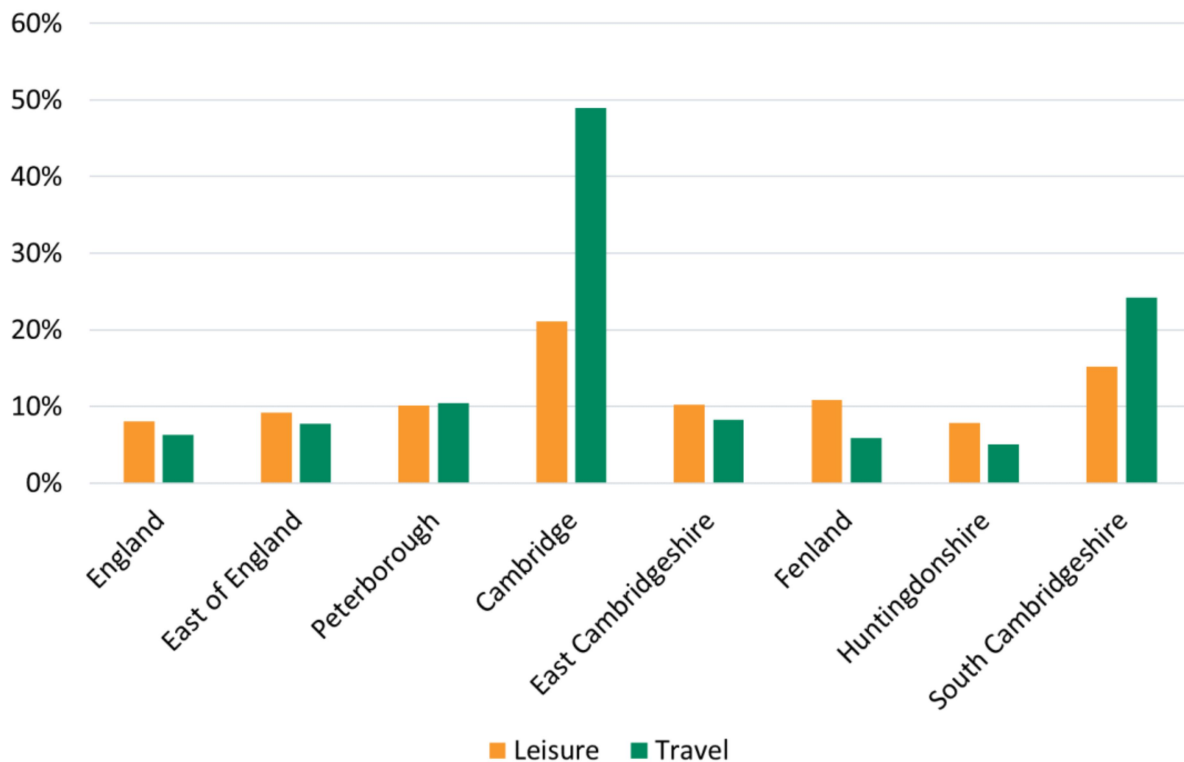
- 3.3.28 Due to the relatively flat landscape and multiple regional and national cycle routes, cycling is potentially an attractive way to travel both for work and leisure across the Cambridgeshire and Peterborough area.
- 3.3.29 As illustrated by Figure 30, the proportion of people who cycle regularly in Cambridge is more than five times higher than the national average. Rates of cycling within Cambridgeshire and Peterborough are higher than the national average, except within Fenland. Cycle rates are lower in Fenland as well as other rural districts when compared to Cambridge due to a combination of large travel distances and lack of cycling infrastructure which both deter travel by bicycle.⁷⁶

⁷⁴ Department for Transport, Bus statistics <https://cambridgeshirepeterborough-ca.gov.uk/assets/Transport/Appendix-D-Baseline-Review-rev-B.pdf>

⁷⁵ JNSA, Access to Transport (2015) <https://cambridgeshirepeterborough-ca.gov.uk/assets/Transport/Appendix-D-Baseline-Review-rev-B.pdf>

⁷⁶ Department for Transport, Walking and Cycling Statistics <https://cambridgeshirepeterborough-ca.gov.uk/assets/Transport/Appendix-D-Baseline-Review-rev-B.pdf>

Figure 30: Regular cyclists in Cambridgeshire and Peterborough as % of local population



Source: Department for Transport, Walking and Cycling statistics. Note: "Travel" is considered any journey where a bicycle is used solely as a means to reach a particular destination whereas "Leisure" is considered any journey where cycling is a key component of, or the only reason for, a journey.

- 3.3.30 However, for distances of less than 2.0 kilometres Fenland residents are also less likely to walk or cycle to work than their counterparts in other Cambridgeshire districts. The figures below shows that Fenland has the lowest proportion of people that use active transport (cycling /walking) to travel to work within a distance of under 2km, with lower walking rates than most districts.
- 3.3.31 Within Fenland the proportion of people who walk or cycle to work within 2km of their home address varies across the district and generally follows the pattern of rurality i.e. the proportion of those walking and cycling in and around the main market towns of Wisbech and March are better than in rural areas. However, the proportion of people walking or cycling short work trips is still very low in both these towns, despite these being settlements where this should be more possible.
- 3.3.32 The proportion of people who use their cars for short distance commuting is relatively high across the district, with highest actual numbers to the west of Wisbech (Figure 33).

Figure 31: Method of travel to work, under 2km, proportion, 2011

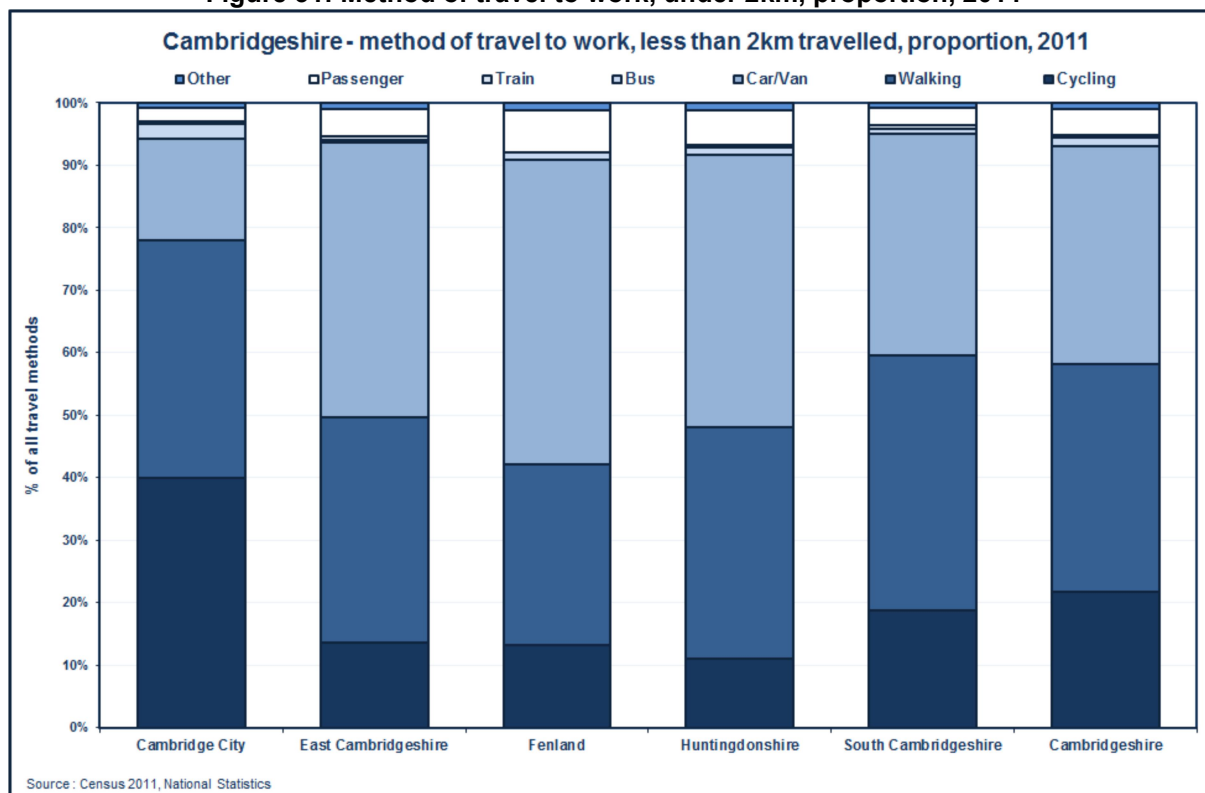


Figure 32: Number of car trips to work, under 2km, 2011

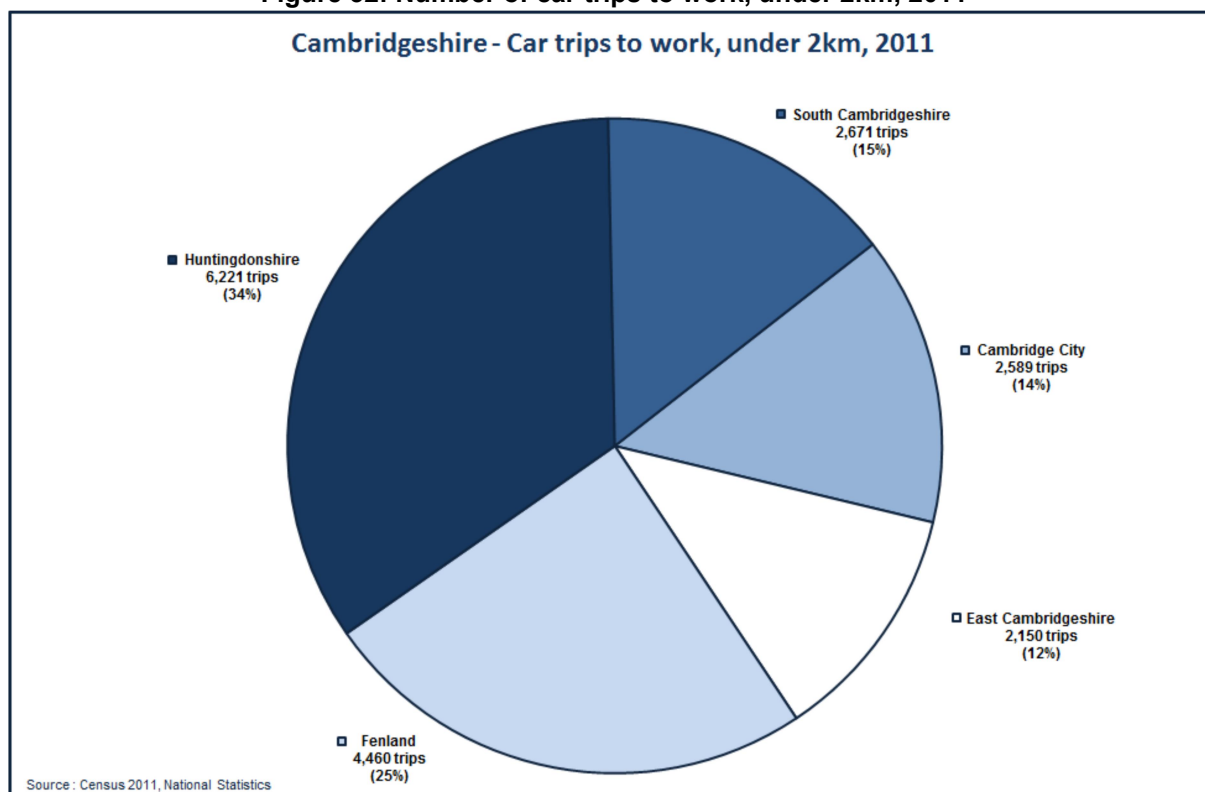
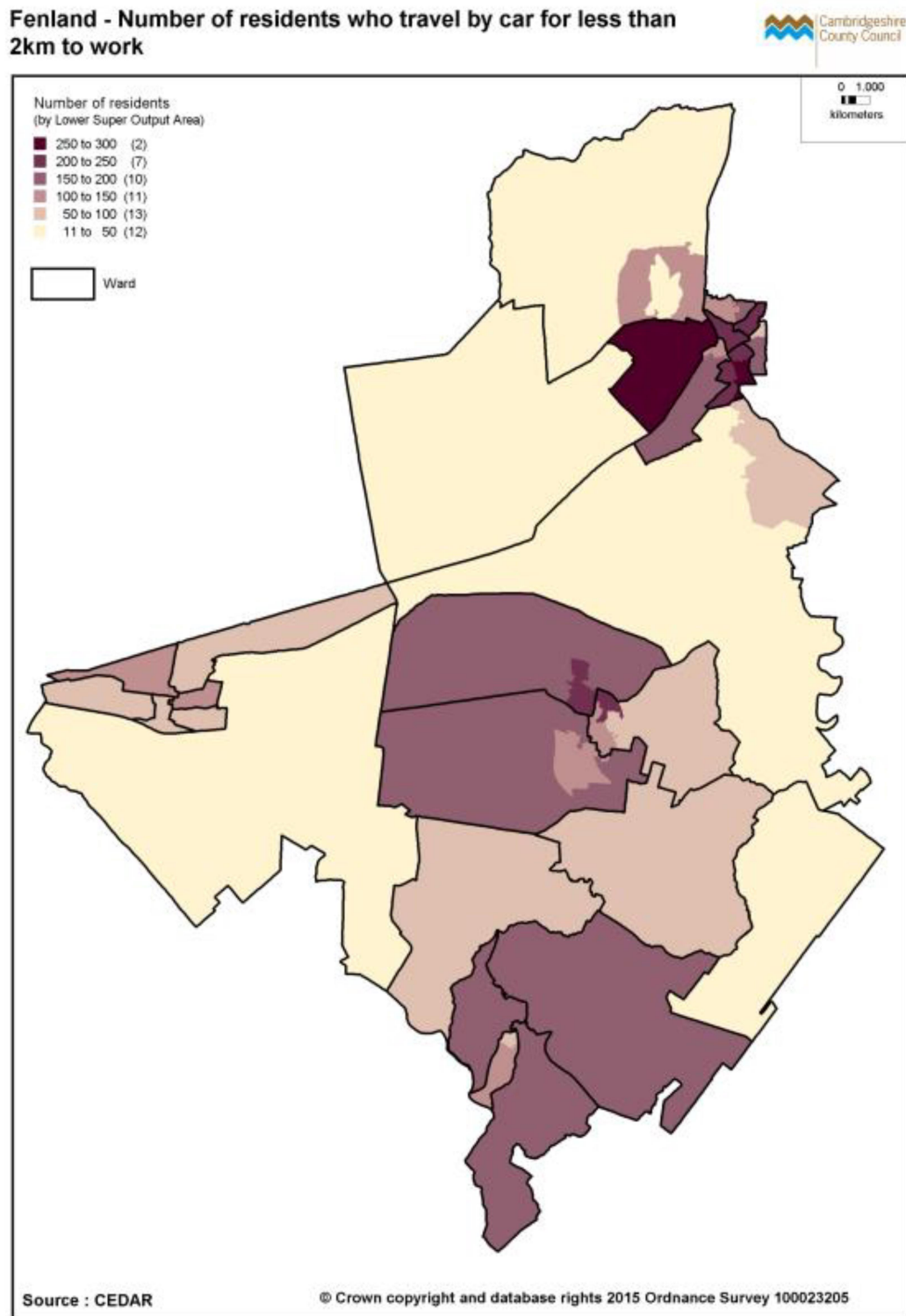


Figure 33 Travel to work by car for less than 2.0km



3.3.33 Barriers to more cycling and walking in Fenland even for short distances are due to a variety of factors including socio-economic, lack of safety, poor infrastructure, lack of direct routes and cultural reasons.

3.3.34 In addition people living in areas of higher deprivation tend to have lower levels of general physical activity. Cycling proficiency is also linked to where people live, with those in more deprived

neighbourhoods less likely to being able to cycle. However, it is worth noting that households in the lowest quintile for income walk the most, most likely due to not being able to access more expensive forms of travel such as a car.⁷⁷

- 3.3.35 Market Town Transport Strategies exist for all of the market towns in Fenland with the primary purpose of promoting more sustainable travel modes. Public consultation responses highlight particular barriers to walking and cycling which vary in each town but with some common themes as summarised below:⁷⁸

Chatteris

- Levels of HGV traffic are high, making the environment less appealing to cyclists and pedestrians.
- No designated cycle paths.
- The pedestrian environment in some areas is inadequate, with a need for enhanced footpaths and crossing facilities while number of streets lack safe footways.
- The town centre is not considered to be a pleasant environment for walking or cycling.
- Lack of safe cycling routes through the town

March

- Many locations within the town lack a footpath and /or lighting which deters or hinders people from walking.
- The quality and quantity of paths leading into the countryside could also be improved.
- Patterns of cycling are fragmented with good uptake in some parts of the town but not in others.
- Signage for existing cycle routes could be improved.
- Lack of information relating to cycling – there is no published material such as a cycle map promoting the town's cycle routes.

Whittlesey

- The A605 is a particular barrier to cycling due to the volume and nature of traffic using it. Therefore, existing routes within the town are signposted along quieter routes which often do not offer cyclists the most direct route.
- The dominance of the A605 through the centre of the town also acts as a barrier towards the amount of walking within Whittlesey and the surrounding villages, despite there being three pedestrian crossings along the built-up stretch of the road. As there are a number of schools close to the A605, these issues are particularly relevant to children (and their parents) who wish to access those schools, and who find the A605 traffic issues and the narrow pavements along it to be a barrier to walking/cycling to school.
- Lack of cycle parking

Wisbech

The topography of Wisbech is well suited to walking and cycling but movement is hindered by barriers created by the road network, including in the town:

- Due to the volume and nature of the traffic certain parts of the road network in the town are intimidating for cyclists to use.
- Walking and cycling routes are considered incoherent and are perceived by many as unsafe.
- A lack of recreational cycle routes to the town centre discourages the development of a cycling culture in the area.

⁷⁷ <http://cambridgeshireinsight.org.uk/wp-content/uploads/2017/08/Transport-and-Health-JSNA-2015-Active-Transport.pdf> CAMBRIDGESHIRE TRANSPORT AND HEALTH JSNA ACTIVE TRANSPORT: KEY FINDINGS Active Transport

⁷⁸ <https://www.cambridgeshire.gov.uk/residents/travel-roads-and-parking/transport-plans-and-policies/market-town-transport-strategies/>

- A lack of cycling routes linking the residential areas to the north and the industrial areas to the south of the town as an issue, particularly for access to employment and leisure facilities.

3.3.36 Opportunities do exist to improve walking and cycling facilities in all of the market towns but will require resources, and greater appreciation and commitment to bring about lasting change. More walking and cycling in Fenland could potentially have a large impact, especially on health and cost benefits but there are significant challenges.⁷⁹

Public Rights of Way (PRoW)

3.3.37 There is a network of public rights of way in Fenland, but is less developed than in other parts of the county. Only 10% of the total length of public rights of way in the county is in the district. In addition many of the public footpaths tend to 'peter-out' leaving the user without any legal backing to continue the journey and consequently these tend not to be well used.⁸⁰

3.3.38 There is therefore scope to improve the rights of way network within the district. Despite a lack of useable riding routes Cambridgeshire County Council is also keen to promote the importance of horse riding as both a leisure and business activity within the district.

Evidence Gaps

- Some data is based on the 2011 census which is increasingly out of date
- Details of known opportunities to expand the PRoW network
- All MTTS are in need of updating
- Details of bus user figures

Specific Issues and Opportunities

Key Issues:

- Poor quality of Fenland's roads
- Increasing road traffic accidents especially for younger drivers
- High reliance on cars and vans
- Poor bus services
- Adequate train services from March but patchy from Whittlesea and Manea
- Relatively poor cycling and walking culture
- Lack of safe, dedicated cycle routes and paths
- Poor public rights of way network

Key Opportunities:

- Improved public transport to encourage modal shift away from the private car
- Good rail links to rest of the country can be developed
- Opportunities to reduce the need to travel (especially by private car) through technology

⁷⁹ CAMBRIDGESHIRE TRANSPORT AND HEALTH JSNA ACCESS TO TRANSPORT: KEY FINDINGS Transport and Health JSNA <http://cambridgeshireinsight.org.uk/wp-content/uploads/2017/08/Transport-and-Health-JSNA-2015.pdf>

⁸⁰ Source: Cambridgeshire County Council

<http://my.cambridgeshire.gov.uk/mycambridgeshire.aspx?&tab=2&layers=Public%20Rights%20of%20Way&layers=Permissive%20Access%20Paths&layers=Permissive%20Access&layers=Public%20Rights%20of%20Way%20-%20PRoW>


- Opportunities for sustainable travel modes and infrastructure provision exist in all market towns
- Improving stations at Whittlesea and Manea
- Potential re-opening of the March – Wisbech rail line
- Potential extension of the CAM into Fenland
- New developments can provide greater walking and cycling permeability to adjacent developments and facilities
- Permissive path guidance could help improve situation

The Likely Situation without the Plan

3.3.39 Without the plan sustainable transport modes are less likely to be considered as an integral part of new developments which will continue to place high reliance on private motor vehicles.

Key Sustainability Objectives

3.3.40 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current situation, the following key sustainability objectives have been identified:

<p>3. Transport</p>		<p>3.1 Support and seek opportunities for the provision of a more sustainable transport system particularly for walking, cycling and public transport and contribute to the safety of all highway users.</p> <p>3.2 Seek to ensure that all new developments can be accessed by a variety of transport modes and provide permeability</p>
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3.4: Heritage, Place Making and Landscape

Introduction

3.4.1 Fenland has a rich heritage with known settlements dating back to the Bronze Age. The historic wet ground conditions mean that the district has a rich source of archaeology. The draining of the fens over many years has resulted in a unique landscape and townscape with historic settlements located on islands of higher ground. All of these contribute to the culture in the area. The sustainability topics relating to this theme are therefore as follows:

- Archaeology
- Heritage Assets
- Conservation Areas
- Townscape Character
- Culture
- Landscape

Policy Context

National Planning Policy Framework

3.4.2 The overarching environmental objective in the NPPF explains that the planning system should to contribute to protecting and enhancing our natural, built and historic environment.

Paragraph 184 explains that: “Heritage assets ... are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

The NPPF’s social objective seeks to support communities’ health, social and cultural well-being. Paragraph 92 highlights the need to take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;

Planning Practice Guidance

3.4.3 Information on designated and non-designated heritage assets is contained within planning practice guidance, along with advice on promoting local character and townscape.

The PPG also provides advice about the importance of achieving good design and explains that this is about creating places, buildings, or spaces that work well for everyone, look good, last well, and will adapt to the needs of future generations.⁸¹

Other plans and policies⁸²:

- UNESCO Convention Concerning the Protection of the World Cultural and National Heritage (1972)
- Planning (Listed Buildings and Conservation Areas) Act 1990

⁸¹ Paragraph: 001 Reference ID: 26-001-20140306

⁸² For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

- Conservation Area Appraisals and Management Plans

The Current Situation

Archaeology

- 3.4.4 There is a considerable archaeological resource in Fenland due in the main to the way the land has been subject to changes in water levels over time resulting in a complex geology. Higher ground and fen edges provided opportunities for settlement by ancient people and early human activity has been well preserved due to the build-up of peat and high water levels. Must Farm, west of Whittlesey excavated over the last twenty years dates from the Late Bronze Age period (1000 – 800BC) and is one of the best preserved settlements of its kind in Europe. This is in close proximity to the Flag Fen Bronze Age settlement museum east of Peterborough which is home to eight excellent examples of Bronze Age log boats. Both sites are of international significance.
- 3.4.5 Rising water levels resulted in a shift in settlement patterns to the fen ‘islands’ of higher ground which became the focus of historic settlements. The first attempts at draining the land occurred in the Roman period, but it was not until the 17th Century that drainage began in earnest, bringing more land into cultivation and eventually resulting in the modern fen landscape familiar today. Continuing peat shrinkage and development opportunities are exposing further archaeological sites but this, combined with intensive agriculture, threatens their survival.
- 3.4.6 There are currently over 1600 archaeological entries for the district. The Historic Environment Record, maintained by the County Council Archaeology Service, is the principal source of information for the archaeological resource of the district.

Designated Heritage Assets

- 3.4.7 In Fenland there are:
- 20 Scheduled Ancient Monuments. (SAMs)
 - 783 Listed buildings, with the majority Grade II
 - One Grade II registered park and garden (Peckover House and Garden, North Brink, Wisbech)
 - 10 Conservation Areas

Figure 34: Designated Heritage Assets in Fenland

East of England, 2009								
District, Unitary Authority	LISTED BUILDINGS							
	Grade I	Grade II*	Grade II	A	B	C	Grade Not Classified	Total Listed buildings
Fenland	9	42	732	0	0	0	0	783

Listed buildings are buildings of special architectural or historic interest and are legally protected. There are three broad levels of protection:

Grade I those of particular great importance to the nation's built heritage

Grade II* particularly important buildings of more than special interest
those of special interest

Grade II

A, B, C Refer to an older listing system which relate mainly to places of worship.

Broadly equivalent to Grade I. Grade II* and Grade II

- 3.4.8 The conservation areas in Wisbech, Chatteris, and Whittlesey have distinctive densely developed layouts reflecting their historic and organic development. Conversely, March Conservation Area covers the more loosely developed riverside areas and High Street and Broad Street. Other conservation areas are found in the villages of Coates, Doddington, Elm, Leverington and Parson Drove.
- 3.4.9 These conservation areas continue to be in need of protection from inappropriate development and be enhanced. The sustainable retention and reuse of decaying historic buildings remains an issue especially in Wisbech where there are a large number of absentee land owners.
- 3.4.10 Conservation Area Appraisals exist for all areas but a number are in need of updating to accord with current guidelines and best practice.

Non-designated Heritage Assets

- 3.4.11 Fenland retains many historic buildings which are not listed but nonetheless would be considered worthy of protection as non-designated heritage assets as described in the NPPF. The Council will be producing a record of the most valuable in the form of a register of Buildings of Local Importance as part of the new local plan. Additionally, a number of areas containing buildings of heritage value may also be worthy of conservation area status which will need to be explored.

Townscape Character

- 3.4.12 The market towns and many of the villages are located predominantly on raised 'islands' in the fen and all have an attractive historic core, while many of the smaller villages are linear in form, stretching out along the network of minor roads. This means that in many cases homes are a considerable distance from local services such as the village shop or primary school in that they are not easily reachable by walking or cycling.
- 3.4.13 Villages in Fenland tend to be relatively large in comparison with other parts of Cambridgeshire. Most buildings are of the local yellow or 'Gault' brick and date from the 19th or 20th Centuries although there are some that are much earlier.

Heritage at Risk Register

- 3.4.14 According to the Heritage at Risk Register, 2018,⁸³ Fenland currently has two listed buildings, seven scheduled monuments and five conservation areas "at risk". The five conservation areas are all those in the market towns. The Heritage at Risk register only considers Scheduled Ancient Monuments, conservation areas, Battlefields, Wrecks and Registered Parks and Gardens and higher grade Listed Buildings (Grade 1 and Grade 2*). There are numerous Grade 2 Listed Buildings in the district which are also at risk but there is no recent assessment to ascertain precise numbers.

Landscape Character

- 3.4.15 Fenland's landscape is unique not only in its physical appearance but in its origins. Draining the Fens was one of the largest engineering projects undertaken anywhere in the world and today's man-made landscape provides some of the richest agricultural soil in the country. (as shown in Figure 38).
- 3.4.16 The Fen landscape is, for the most part, uniformly flat and is criss-crossed by a series of drainage channels, both natural and man-made. The remains of ancient rivers and streams known as

⁸³ Heritage at Risk Register <https://historicengland.org.uk/advice/heritage-at-risk/search-register/results/?searchType=HAR&search=Fenland+&page=2>

roddens are visible raised ground features which provide a variety of undulations in the generally flat landscape. However, agricultural practices have removed many traditional landscape features and large open arable fields are characteristic of much of the area.

3.4.17 The district falls within National Landscape Character Area 46 – The Fens and is characterised by:

- Large-scale flat, open landscape with extensive vistas to level horizons and enormous skies.
- The level, open topography shapes the impression of huge skies which convey a strong sense of place, tranquillity and inspiration and changing weather patterns have a strong influence on the observer.
- A hierarchy of rivers, drains and ditches provide a strong influence throughout the area. Embanked rivers and roddons create local enclosure and elevation. Banks provide good grazing and grassland habitats.
- Modestly elevated 'islands' within fens provide isolated higher ground for most settlement. A higher proportion of grassland, tree cover and hedgerows are associated with these areas.
- Settled Fens or 'Townlands', in arc set back from the Wash, exhibit an ancient medieval and irregular field pattern. Typically smaller-scale with scattered farmsteads and dispersed ribbon settlements along the main arterial routes.
- Peaty Fens drained in 17th century comprise large rectilinear fields of black soil. A geometric road and drainage pattern with major high-level drains, washes and associated pumping stations. Roads and rail links often on elevated banks.
- Area south of Lincolnshire Wolds most recently drained with Wolds providing marked 'Upland' horizon to north.
- Woodland cover is sparse. Occasional avenues to roads, elsewhere isolated field trees have marked significance. Shelter belts including poplar, willow and leylandii hedges around farmsteads. Numerous orchards in Wisbech area.
- Fragments of relic wet fen areas at Wicken, Woodwalton and Holme.
- Built forms exhibit strong influence ranging from historic cathedrals and churches, like Ely and Boston to large agricultural and industrial structures. Domestic architecture displays combination of elegant Georgian brick houses and bland 20th century bungalows.
- Marshes directly adjacent to the Wash exhibit an exceptionally open aspect, broken only by a series of sea walls. Associated river outfall structures, tidal saltmarshes and mudflats.
- Rich and varied intensive agricultural land use including wide range of arable, root crops, bulbs, vegetables and livestock. Field labourers prevalent at harvesting. Horticultural glasshouses and general agricultural clutter a significant feature.
- Bronze Age, Iron Age and Roman landscapes emerging from below the falling peat. Very rich archaeology especially on fen margins.

Landscape Character of the District

3.4.18 Landscape Character assessment was undertaken as part of the Fenland District Council – Wind Turbine Development Policy Guidance work in 2009. Five distinct landscape character types and areas were identified as follows:

Landscape Character Type	Landscape Character Area
Drained Fenland	The Fens
Settled Fen	Wisbech Settled Fen
Clay Fen Island	Chatteris Clay Island
Clay Fen Island	March Clay Island
Extracted Clay Fen Island	Whittlesey Island

3.4.19 The table below provides a summary of the key characteristics for each of the landscape character areas.

Figure 35: Landscape character types and areas

Landscape Character Area	Location	Key Characteristics	Distinctive Features
Chatteris Clay Island	This area is located to the south of Fenland District. The market town of Chatteris is located in the western portion of the island, which extends out into the Fens for up to 4km east of Chatteris. The A142 and A141 both run through the island.	<ul style="list-style-type: none"> • Slightly elevated clay island set within the surrounding peaty Fens, rising to a maximum height of 11m AOD • Highly visible settlement edge with several dominant storage and agricultural packing plants • Historic core of buildings along the main roads through Chatteris, using locally traditional buff brick • Most other housing typically 20th century with minimal vernacular style • Poplar and other tree belts create strong linear features around some fields and isolated properties • Field units smaller than in surrounding Fens and more organic in shape, with remnant hedgerows • Road levels less 	<ul style="list-style-type: none"> • A142 Chatteris Bypass • Vegetable crops

Landscape Character Area	Location	Key Characteristics	Distinctive Features
		pronounced than in surrounding Fens	
March Clay Island	This area is located towards the centre of Fenland District. The villages of Wimblington and Doddington are located within the area with part of the market town of March located in the northern portion of the island. The A141 runs through the middle of the island.	<ul style="list-style-type: none"> • Slightly elevated clay island set within the surrounding peaty Fens, rising to a maximum height of 6m AOD • Built edge of settlements include some unsympathetic industrial structures • Very little woodland but some large individual oak trees • Vegetation and built form creates good visual enclosure in places, particularly in the villages • Paddocks and smaller fields related to settlements • Hedgerows and poplar belts present, particularly along the sides of roads • Older roads are much more winding than the straight roads of the Fens • Open panoramic views across Fens 	<ul style="list-style-type: none"> • Large pylons visible close to the island • A141 bypassing March, Wimblington and Doddington • Clay soil is lighter in colour than surrounding peaty Fens • Views to wind farm at Ranson Moor
Wisbech Settled Fen	This area is located in the north east of Fenland District. The market town of Wisbech and villages of Tydd St Giles, Newton, Leverington, Wisbech St Mary, Friday Bridge and Elm are located within the area. The A47 and A1101 both run through the area.	<ul style="list-style-type: none"> • A relatively flat landscape that is heavily settled compared to the surrounding peaty Fens • Settlement pattern includes a number of nucleated villages with 20th century ribbon development along the local roads • Market towns and villages have an historic core with traditional buildings, village 	<ul style="list-style-type: none"> • Pylons, particularly north of Wisbech • A47 • Navigable River Nene with associated ships, port and lifting equipment • Large drains such as North

Landscape Character Area	Location	Key Characteristics	Distinctive Features
		<p>green and church</p> <ul style="list-style-type: none"> • A mix of straighter main roads and more organic winding secondary roads • Linear waterways, river and ditches • Fruit orchards and other plant nurseries form a sub area west of Wisbech • Orchards enclosed by shelter belts of pollarded poplars and alders to create a small to medium scale landscape • Traditional buildings are red brick as opposed to the buff brick used in surrounding areas 	<p>Level Main Drain</p> <ul style="list-style-type: none"> • Wisbech with its elegant Georgian merchant houses fronting onto the river • Large number of bungalows • Glasshouses associated with orchards and nurseries
	<p>This area is located to the north west of Fenland District. The market town of Whittlesey and the villages of Coates and Eastrea are located within the area, which abuts the boundary with Peterborough City Council to the west. The River Nene is located to the north of the area, the A605 runs through the middle of the island, as does the Peterborough to Cambridge railway line.</p>	<ul style="list-style-type: none"> • Slightly elevated clay island within the surrounding Fens, rising to a maximum height of 8m AOD • Island appears relatively wooded in distant views, particularly to the east of the area • Highly visible settlement edge, particularly to the north and east of Whittlesey • Degraded landscape in association with Hanson brickworks west of Whittlesey • Brick pits at different stages of extraction – active, restored and unrestored • Large industrial buildings and associated infrastructure to the east of Whittlesey • Whittlesey contains 	<ul style="list-style-type: none"> • Brickworks west of Whittlesey, particularly the chimneys • 3 large wind turbines near McCain's factory • King's Dyke • King's Dyke Nature Reserve • Duck decoy • Whittlesey church

Landscape Character Area	Location	Key Characteristics	Distinctive Features
		<p>considerable areas of mid to late 20th century housing</p> <ul style="list-style-type: none"> • Historic core to centre of market town including some grand historic buildings, particularly along the main road and the market square • Older buildings buff brick and thatched roofs 	
The Fens	<p>This area forms the majority of Fenland District. A large proportion the market town of March is located towards the centre of the area. The villages of Benwick, Christchurch, Guyhirn, Manea, Murrow, Parson Drove, Thorney Toll and Turves are also located within the area. The River Nene forms the northern boundary of Fenland District and the River Ouse forms the southern boundary.</p> <p>The A47, A605 and A141 run through the middle of the area, as does the Peterborough to Cambridge railway line and its offshoot to Wisbech.</p>	<ul style="list-style-type: none"> • Large scale, flat and open landscape with extensive views and large skies • Largely unsettled, arable landscape with isolated villages and scattered individual properties • Individual properties often surrounded by wind breaks including numerous conifers • Rectilinear field structure divided by the pattern of artificial drainage ditches • Very few hedgerows in landscape • Productive and functional landscape with few recreational uses • Long straight roads, elevated above surrounding fields but locally uneven 	<ul style="list-style-type: none"> • Wind turbines at Coldham, Glass Moor, Ransom Moor and on the northern edge of March • Coldham Estate which has a more structured pattern of trees, hedges and woodland • North Level Main Drain • March with its historic core • Old Course of the River Nene • Pylons and overhead wires

3.4.20 Each of these character areas fits within Natural England's 'Countryside Character 46: The Fens' at the national scale; and within 'Area 8: Fenlands in the Cambridgeshire Landscape Guidelines'. Whilst they share many similarities, they have a number of distinct differences in character and condition at a local level to distinguish them as separate landscape character areas at the district scale.

Culture

- 3.4.21 There are a variety of cultural events through the year including the Straw Bear Festival in Whittlesey and Rose Fair festival in Wisbech. March hosts a St George's Day fair, Summer Festival, 1940's festival, and Christmas Fair. All market towns and some villages have Christmas light switch-on evenings. The Fens Cycle Race is an annual event based around Whittlesey and surrounding countryside.
- 3.4.22 There are a number of amateur dramatic societies, dance and arts groups as well as many local hobby and interest groups. March, Wisbech and Chatteris all have museums of varying sizes. The Council is currently developing a Cultural Strategy to be published later in 2019.

Evidence Gaps

- Areas of sensitivity in terms of the historic and cultural environment.
- Townscape character assessments
- Public Arts Strategy
- An assessment of heritage assets outside of the district which may be affected by development in Fenland
- Up-to-date Conservation Area Appraisals
- Up-to-date information on all listed buildings at risk

Specific Issues and Opportunities

Key Issues:

- Some of the heritage assets in the district have unsympathetic development within their setting, which can have a detrimental effect on townscape character
- A total of 14 heritage assets in the area are on Historic England's Heritage at Risk Register (2 listed buildings and 7 scheduled monuments)
- A number of lower category listed buildings (Grade 2) known to be at risk
- Some historic assets do not benefit from proper and timely management
- Grant funding which the council used to manage was cut some years ago
- There is also no longer VAT relief for additional works to listed buildings

Key Opportunities:


- The Council should refresh Conservation Area appraisals for some existing Conservation Areas
- The Council should undertake further Conservation Area Appraisals for new areas
- Assessment of all listed buildings at risk
- There is scope to identify heritage assets of key significance and formulate strategies to protect and enhance them
- The Council is developing a Cultural Strategy which should inform the new Local Plan
- UNESCO application for Fens biosphere

The Likely Situation without the Plan

- 3.4.23 Without the plan there would be a risk to both designated and non-designated assets which could affect the fabric of assets as well as the setting. Unsympathetic additions and changes of use would be of detriment to all heritage assets.

Key Sustainability Objectives

3.4.24 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current situation, the following key sustainability objectives have been identified:

4. Heritage, Place Making and Landscape		<p>4.1 Conserve and where appropriate, enhance heritage assets, their setting and the wider historic environment.</p> <p>4.2 Create places, spaces and buildings that are attractive and well designed, contribute to a high quality public realm and maintain and enhance diversity and local distinctiveness of townscape character.</p> <p>4.3 Retain the distinctive character of Fenland's landscape.</p>
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3.5 Resilience to Climate Change and Flood Risk

Introduction

3.5.1 This section of the scoping report is concerned with climate change and its impacts including increased flood risk which is a relevant issue for the district. These relevant sustainability issues therefore are outlined under the following topic headings:

- Climate change
- Flood risk

Policy Context

National Planning Policy Framework

3.5.2 The overarching environmental objective in the NPPF stresses the importance of mitigating and adapting to climate change, including moving to a low carbon economy. The NPPF also emphasises that responding to climate change is central to the economic, social and environmental dimensions of sustainable development.⁸⁴

Paragraph 148 explains: “The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.”

Planning Practice Guidance:

3.5.3 Planning Practice Guidance (PPG) contains advice on planning considerations for climate change, including mitigation and adaptation. It explains that effective spatial planning is an important part of a successful response to climate change as it can influence the emission of greenhouse gases. It is important that protection of the local environment is properly considered alongside the broader issue of protecting the global environment. Planning can also help increase resilience to climate change impact through the location, mix and design of development.⁸⁵ It also contains a significant amount of advice and guidance on flood risk.⁸⁶

Other plans and policies⁸⁷:

- Overarching National Policy Statement for Energy (EN-1) (Jul 2011)
- UK Bioenergy Strategy (Apr 2012)
- Directive to Promote Electricity from Renewable Energy (2001/77/EC)
- Climate Change Act 2008
- The National Adaptation Programme 2013
- Paris Agreement under the UNFCCC (2016)

⁸⁴ Paragraph: 001 Reference ID: 6-001-20140306

⁸⁵ Ibid.

⁸⁶ <https://www.gov.uk/guidance/flood-risk-and-coastal-change>

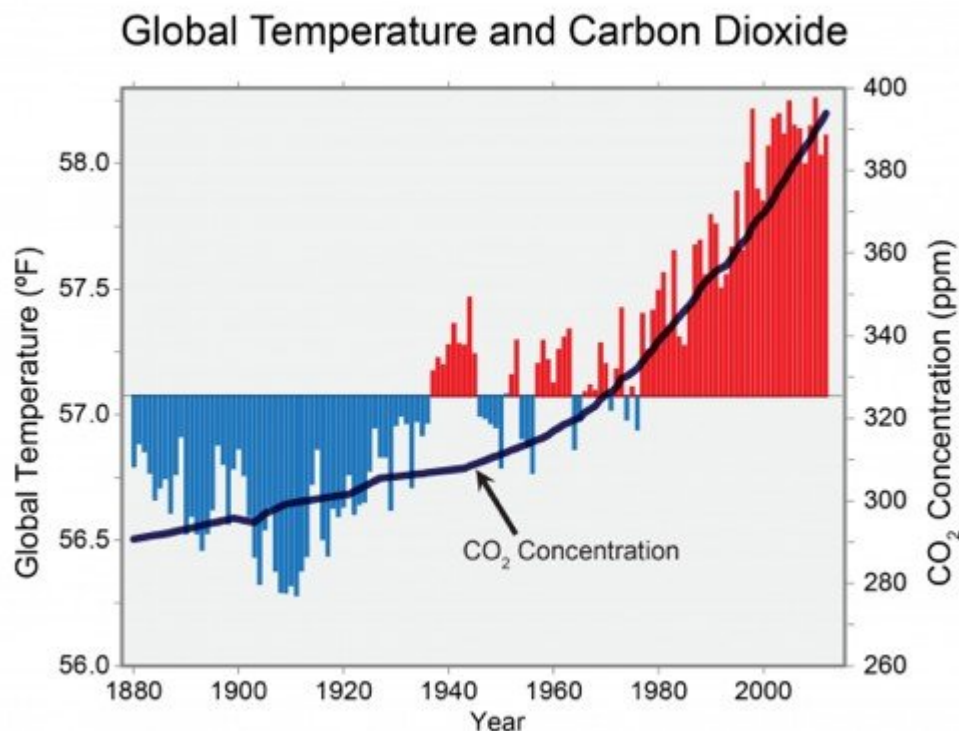
⁸⁷ For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

- 2030 Agenda for Sustainable Development (2015)
- UK Sustainable Development Goals (2017)

Climate Change

- 3.5.4 Climate change is a change in global or regional climate patterns, in particular a change apparent from the mid to late 20th century onwards and widely attributed mainly to the increased levels of atmospheric carbon dioxide produced by the use of fossil fuels by humans. The increase in carbon dioxide has produced a corresponding increase in global temperatures.

Figure 36: Global temperature and carbon dioxide⁸⁸



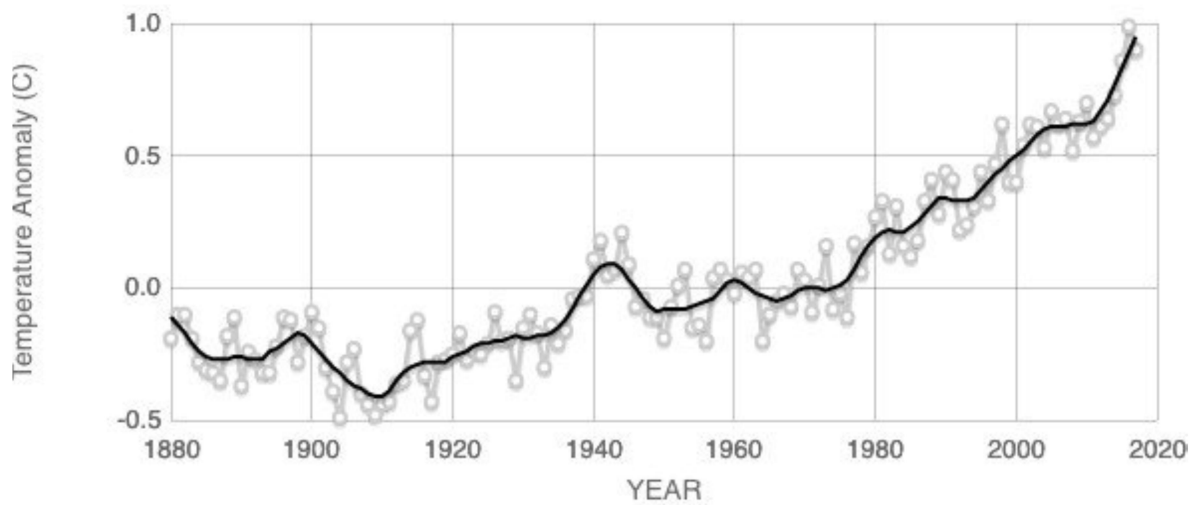
- 3.5.5 The rise in average temperature measured as a temperature anomaly relative to 1951-1980 average temperatures shows that the temperature in 2016 was almost a degree centigrade higher than the average.
- 3.5.6 Observations show that the UK climate is continuing to warm. The average temperature is 0.3°C higher in the most recent 10 years (2008-2017) compared to the average of 1981-2010 and 0.8°C warmer than the 1961-1990 average. Nine of the 10 warmest years in the UK have occurred since 2002.⁸⁹
- 3.5.7 Annual precipitation has increased across the UK in the last few decades. Summers have been 17% wetter on average than 1981-2010 and 20% wetter than 1961-1990. Extreme rainfall has also increased, although this is not significant for most of southern and eastern England.⁹⁰

⁸⁸ <https://www.globalchange.gov>

⁸⁹ <https://www.theccc.org.uk/publication/progress-in-preparing-for-climate-change-2019-progress-report-to-parliament/#key-findings>

⁹⁰ <https://cambridgeshirepeterborough-ca.gov.uk/assets/Transport/Appendix-D-Baseline-Review-rev-B.pdf>

Figure 37: Difference in global surface temperature relative to 1951-1980 average⁹¹



Source: climate.nasa.gov

Source: <https://climate.nasa.gov/vital-signs/global-temperature>

- 3.5.8 The rise in global temperature is having knock-on effects including ocean warming, changes in snow, ice, and frozen ground, sea level rise, and changes in weather patterns and extreme weather events. The adverse impact of these physical changes is now becoming visible on the biological system and human systems including harmful impacts on the marine ecosystem.
- 3.5.9 Natural causes and human activities both emit greenhouse gases. However, there is a scientific consensus that human-induced greenhouse gas emissions have caused the observed temperature anomaly. The primary source of human-induced greenhouse gas emissions is the burning of fossil fuels (70-80% of total emissions), agriculture (10-15%), and change in land use patterns (5-10%).⁹²
- 3.5.10 Global warming is therefore disturbing the natural cycles and causing long-term changes in local and global climate.
- 3.5.11 The Intergovernmental Panel on Climate Change's (IPCC) 'Special Report on Climate Change Summary for Policymakers (SPM) 2018' highlights that human activities are estimated to have caused approximately 1.0°C of global warming above pre-industrial levels, with a likely range of 0.8°C to 1.2°C.⁹³ If it continues to increase at the current rate there is high confidence that global warming is likely to reach 1.5°C between 2030 and 2052. The need to restrict global warming to 1.5°C is therefore imperative. Without measures in place it is likely to reach this temperature within a very short time frame potentially within the lifetime of the new Local Plan.
- 3.5.12 In the East of England it is forecast that sea level rises will have a significant impact on coastal and other areas that are subject to tidal influences.
- 3.5.13 The majority of Fenland District is at or below sea level. The predominantly man-made fen-drained landscape has resulted in water being carried in raised channels above surrounding land through

⁹¹ <https://www.scienceabc.com/wp-content/uploads/2018/09/GlobalTemp.jpg>

⁹² <https://www.scienceabc.com/social-science/climate-change-definition-causes-and-effects.html>

⁹³ https://report.ipcc.ch/sr15/pdf/sr15_spm_final.pdf

an extensive network of drains and rivers. Embankments along the channels comprise important flood defence infrastructure for surrounding agricultural land and settlements.

- 3.5.14 Fenland is therefore at risk in a number of ways from climate change which is likely to have major environmental, economic, social and health consequences in the future. Among these are an increase in flood risk, changes in agricultural practices, and failing infrastructure.

Flood Risk

- 3.5.15 Fenland is vulnerable to a range of different types of flooding. These include:

- Tidal flooding from main rivers
- Fluvial flooding
- Flooding from ordinary watercourses and reservoirs
- Surface water flooding
- Ground water flooding
- Flooding from combined sewers
- Flooding from a combination of different sources at the same time

- 3.5.16 Flooding can occur when water levels increase above the capacity of the carrying watercourse, pipe or reservoir; when breach or overtopping of flood defences occurs; or as a result of blockages or operational failure. An increase and intensity in rainfall events as a result of climate change mean that river (fluvial) flows are likely to increase thereby increasing the risk of the breach or overtopping of flood defences along the water channels.

- 3.5.17 The water table within the district is generally high meaning that ground water saturation can impact on the existing drainage network at times of high flows. In addition the generally flat terrain in towns and villages means that the type and capacity of existing surface water drainage systems can struggle to cope with the deluge of excess water from more intense rainfall events. This has the risk of resulting in more surface water flooding particularly in built up areas. In August 2014, March and other areas of Cambridgeshire experienced significant surface water flooding as a result of an intense rainfall event.

- 3.5.18 Finally tidal surges have a direct impact on major rivers within or close to the district. In particular the River Nene which flows through Wisbech, with a tidal reach as far as the Dog-in-the-Doublet Sluice near Whittlesey and Peterborough, has the potential to cause significant flooding in the district should the surge overtop or breach the defences. The eastern side of the district is at risk from a breach or overtopping of the Ouse river system.

- 3.5.19 A combination of more than one or all of these flood risk types is likely to increase the risk of flooding and its impacts.

- 3.5.20 The best known tidal surge event in the country occurred in 1953 when over 300 people died in the southeast of England. There was a major tidal surge event in 1978 in Wisbech which resulted in one fatality and led to the provision of flood defences that have subsequently been heightened. Since then there have been three tidal surges in Wisbech, all in the last twelve years, which almost caused flooding in and around the town (2007, 2013 and 2017).

- 3.5.21 Flood risk is therefore a significant sustainability issue for Fenland particularly with a predicted rise in sea levels. The Council has prepared a district-wide Level 1 Strategic Flood Risk Assessment (SFRA) and a Level 2 SFRA for Wisbech and is seeking to refresh these documents as part of the new Local Plan to inform suitable locations for development. Flood feasibility work has also been carried out for the proposed Wisbech Garden Town.

- 3.5.22 Although significant, flood risk in Fenland needs to be considered in the context of a man-made environment which has developed successful drainage strategies over hundreds of years. As a result there may be a number of alternative ways to deal with flood risk that need to be explored particularly at a strategic level rather than relying on the nationally prescribed one size fits all approach as set out in the NPPF.
- 3.5.23 Infrastructure in the district is also likely to be affected by climate change. Hotter drier summers, wetter warmer winters and increased extreme climatic events will lead to increased subsidence on fen roads and impact other major infrastructure including flood defences. To anticipate these changing conditions new infrastructure and building design and location and existing building modification need to look to incorporate 'resistant' features such as ventilation, flood resilience and water efficiency. Such modifications tend to come with a higher financial cost.
- 3.5.24 Agriculture too is also likely to be forced to adapt to climate change. Potential increases in flooding, saline infiltration, prolonged drought periods and soil moisture availability means that the type of crops grown, yields, and harvest periods will be affected.

Evidence Gaps

- Lack of an up-to-date district wide Level 1 SFRA
- Lack of an up-to-date Level 2 SFRA for potential development areas such as Wisbech

Specific Issues and Opportunities

Key Issues:

- Ongoing rise in global temperatures
- Increased risk of flooding due to rising sea levels and change in weather patterns
- Impacts of climate change on infrastructure and agricultural
- Continued reliance on fossil fuels

Key Opportunities:


- All developments to adapt to changing global climate and weather conditions
- Retrofitting of existing building stock
- Potential increase in renewable energy use, e.g. CHP/district heating schemes and on-site generation of renewable or low carbon energy for individual developments
- Opportunities to implement low or zero carbon emission development principles
- Royal Haskoning modelling of River Nene tidal impact

The Likely Situation without the Plan

- 3.5.25 Without the plan it is likely there would be fewer controlling measures to offset the impact of climate change. There would also likely be an increase of new developments in areas at a higher risk of flooding.

Key Sustainability Objectives

- 3.5.26 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current baseline data, the following sustainability objectives have been identified:

5. Resilience to Climate Change and Flood Risk		<p>5.1 Limit or reduce vulnerability to the effects of climate change</p> <p>5.2 Minimise and wherever possible remove the vulnerability of people, places and property to the risk of flooding from all sources</p>
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3.6 Land Use and Wildlife

Introduction

- 3.6.1 This section of the report looks at land use and the biological and geological diversity of Fenland, paying particular attention to designated sites and landscape character.
- 3.6.2 The relevant sustainability topics relating to this theme therefore are:
- Agriculture
 - Geodiversity
 - Biodiversity
 - Designated nature sites

Policy Context

National Planning Policy Framework:

- 3.6.3 The overarching environmental objective in the NPPF seeks to contribute to protecting and enhancing the natural and built environment including making effective use of land, helping to improve biodiversity and mitigating and adapting to climate change.

Paragraph 170 explains that the planning system should contribute to and enhance the natural and local environment by:

- protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils
- recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland; and
- minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

Planning Practice Guidance:

- 3.6.4 Much guidance is provided under the ‘natural environment’ section in the planning practice guidance.⁹⁴ The first sub-section covers landscape, including landscape character assessment. The second sub-section covers biodiversity, ecosystems and green infrastructure, including geodiversity.

A section in the PPG also covers brownfield land, soils and agricultural land. It reiterates the NPPF expectations that local planning authorities take account of the economic and other benefits of the best and most versatile agricultural land.

Other plans and policies⁹⁵:

- The Wildlife and Countryside Act 1981 (as amended)

⁹⁴ <https://www.gov.uk/guidance/natural-environment> - ID: 8

⁹⁵ For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

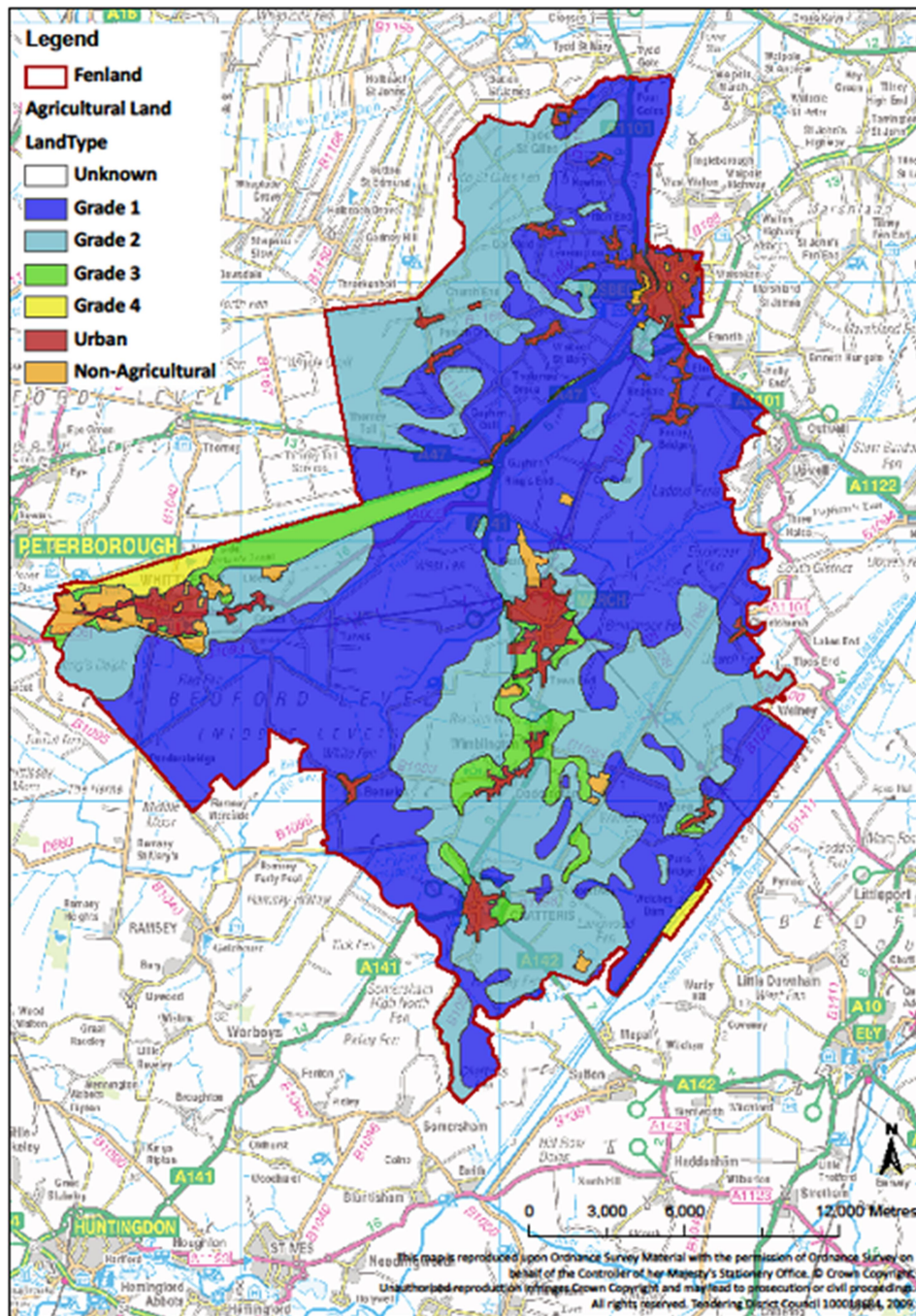
- The Countryside and Rights of Way (CROW) Act 2000
- Natural Environment White Paper 2011
- Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services
- 'A Green Future: Our 25 Year Plan to Improve the Environment' (2018)
- Natural Cambridgeshire 'Doubling Nature' Vision (2019)

The Current Situation

Agriculture

- 3.6.5 Almost the whole of the district comprises high grade agricultural land (Figure 38), and much of this is Grade 1, 2 and 3a (the best and most versatile). Agriculture accounts for the vast majority of the land use in the district and Fenland is part of one of the most productive agricultural areas in the UK. Any loss of this asset even on an incremental basis is a significant environmental issue.
- 3.6.6 The Agricultural Land Classification is a basis for assessing how development proposals affect agriculture within the planning system. Other factors though also come into play such as the need to provide land for housing, jobs, recreational facilities and renewable energy for a growing population. Fenland does not fall within a catchment sensitive farming area.

Figure 38 – Agricultural Land Classification in Fenland District



Source Secom 2010

Brownfield land

- 3.6.7 In order to accommodate the current Local Plan allocation of 11,000 new dwellings policies support the re-use of brownfield land or previously developed land. These windfall sites are an important resource but their supply is inevitably difficult to predict. Nonetheless the approach in the new local plan should be to continue to give preference to the use of brownfield land over greenfield land, particularly in an area such as Fenland with such a wealth of high grade agricultural land.

- 3.6.8 The Council holds a Brownfield Register which provides details of sites which are likely to be available for development.⁹⁶ Brownfield sites however, can be some of the most biodiverse areas, particularly in urban areas, and this will need to be taken into account in the consideration of sites for future development.

Geodiversity

- 3.6.9 Geological sites are valuable earth science resources which can help to educate us about the ways in which our world has formed. At a more local level, geological formations not only support often rich and varied ecosystems but help to shape the landscape character and provide a sense of place.
- 3.6.10 As well as providing amenity value, some geological sites do of course hold economic value. The Fenland area holds significant reserves of sand and gravel and clay deposits, and aggregate production is a significant mineral activity in the area particularly around Whittlesey and at Mepal, east of Chatteris.
- 3.6.11 It is important that areas of significant mineral deposits are protected from being sterilised by inappropriate forms of development. Policies in the Cambridgeshire and Peterborough Minerals and Waste Development Plan⁹⁷ seek to manage the extraction of these minerals, including appropriate restoration and aftercare. The plan is currently being updated and scheduled for adoption in 2020.
- 3.6.12 Although mineral extraction operations have a major impact on the landscape, it is accepted that some of the most valuable and ecologically rich landscapes in Fenland were once minerals workings, such as the Kings Dyke Nature Reserve near Whittlesey. In addition legal agreements and an SPD require the sand quarrying at Mepal to be subject to a full restoration program with potential significant biodiversity and water related improvements as well as public access.

Biodiversity

- 3.6.13 In Cambridgeshire and Peterborough there is almost 40% coverage of species identified within the UK Biodiversity Action Plan. These priority species are those that were identified as being the most threatened and requiring conservation action.⁹⁸
- 3.6.14 70 species requiring conservation in the region have been identified by the Cambridgeshire and Peterborough Biodiversity Group and designated as Cambridgeshire and Peterborough Additional Species of Interest (CPASI). They include the Green-winged Orchid, Fen Pondweed, Barn Owls and the Common Crane.⁹⁹
- 3.6.15 The Cambridgeshire Green Infrastructure Strategy Review has identified priority areas and Natural England are keen to support projects which enhance and promote habitats.
- 3.6.16 The Cambridgeshire Fens are seen as a superb refuge for England's biodiversity whilst also being exceptionally important for food production and as a carbon store. There are a number of designated wildlife sites within the district some of which have statutory protection.

⁹⁶ <https://www.fenland.gov.uk/brownfieldland>

⁹⁷ <https://www.cambridgeshire.gov.uk/business/planning-and-development/planning-policy/adopted-minerals-and-waste-plan/>

⁹⁸ Source: Cambridgeshire and Peterborough Combined Authority Local Transport Plan SEA – Environmental Report (Mott MacDonald, 2019)

⁹⁹ <http://www.cpbiodiversity.org.uk/biodiversity-action-plans/priority-species>

Fenland Statutory Sites

European or International Designations

- **Ramsar Sites**

Ramsar sites are sites designated under the Ramsar Convention on Wetlands of International Importance. Fenland contains two Ramsar sites:

Ramsar Name	Total area (ha)	Area in Cambs (ha)
Nene Washes	1519.66	1342.61
Ouse Washes	2513.54	182.63

Other Ramsar site in Cambridgeshire are at Chippenham Fen, Wicken Fen and Woodwalton Fen.

- **Special Areas of Conservation (SAC)**

SACs are sites designated under the EU Habitats Directive (Council Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora). Fenland contains two SACs:

SAC Name	Total area (ha)	Area in district (ha)
Nene Washes	88.33	79.14
Ouse Washes	332.61	95.47

- **Special Protection Areas (SPA)**

SPAs are sites designated under the EU Birds Directive (Council Directive 79/409/EEC on the Conservation of Wild Birds). Fenland contains two SPAs:

SPA Name	Total area (ha)	Area in district (ha)
Nene Washes	1519.85	1342.80
Ouse Washes	2493.49	182.66

UK Designations

- **National Nature Reserves (NNR)**

NNRs are designated by Natural England in England. There are no NNRs in Fenland.

- **Local Nature Reserves (LNR)**

LNRs are designated by Natural England and the relevant local authority. They all have public access. Fenland contains two LNRs:

LNR Name	Total area (ha)	Area in district (ha)
Lattersey Field	11.86	11.86
Ring's End	8.54	8.54

There are 0.2 ha per 1,000 people for LNR areas in Fenland.

	2017/18
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LNR area in Fenland (ha)	20.4
Population in Fenland*	100,800
LNR area per 1000 people (ha)	0.20

*Figures for population are revised mid-year estimates from the Office for National Statistics for 2017 and 2016 respectively rounded to the nearest 100.

• Sites of Special Scientific Interest (SSSI)

SSSIs are protected under the Wildlife and Countryside Act 1981. Fenland contains four SSSIs which are:

1. Adventurers' Land (a geological SSSI just north of the Nene Washes near Guyhirn)
2. Bassenhally Pit (a large pit near Whittlesey designated mainly for its rare fenland flora)
3. Nene Washes - designated for its large area of washland habitat
4. Ouse Washes - designated for its large area of washland habitat (most of the Ouse Washes is outside Fenland)

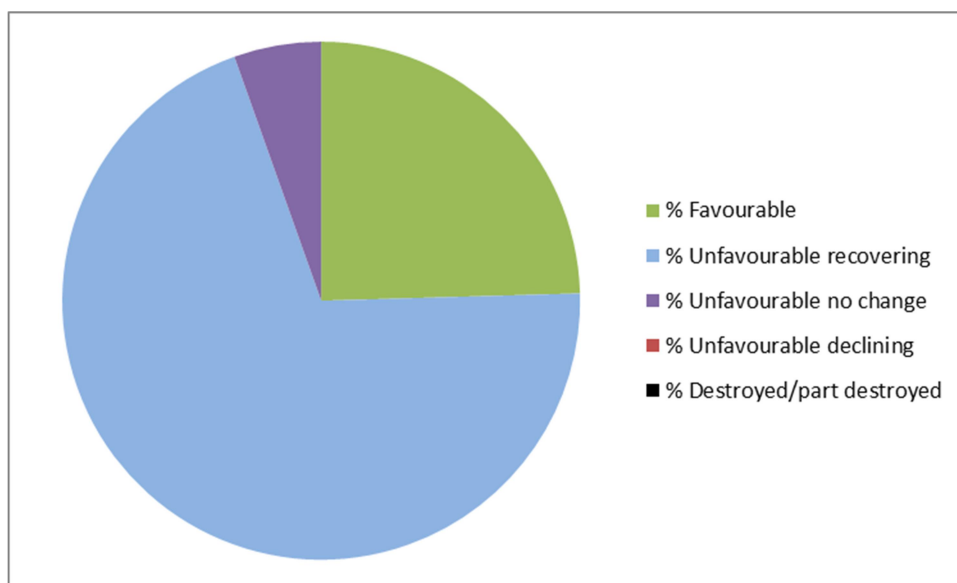
	2017/18	2016/17
No. SSSIs	4	4
Total area of the SSSIs (ha)	4055.2	4055.2
Number of SSSI units in district	15	15
Total area of SSSI land in district (ha)	1545.7	1545.7

SSSI Condition Assessment

SSSIs are divided up into areas known as SSSI units and these units are monitored for their condition by Natural England. The condition of a SSSI unit is deemed to fall into one of five categories: favourable, unfavourable recovering, unfavourable no change, unfavourable declining and destroyed/part destroyed.

The condition of SSSIs in Fenland is shown below by percentage area of total SSSI land in the relevant authority area.

SSSI Condition in Fenland	2017/18	
	Area (ha)	%
Favourable	379.5	24.5
Unfavourable recovering	1082.1	70.0
Unfavourable no change	84.2	5.4
Unfavourable declining	0	0
Destroyed/part destroyed	0	0



SSSI condition in Fenland 2017/18 CPERC

Non-Statutory Sites

- County Wildlife Sites (CWS)**

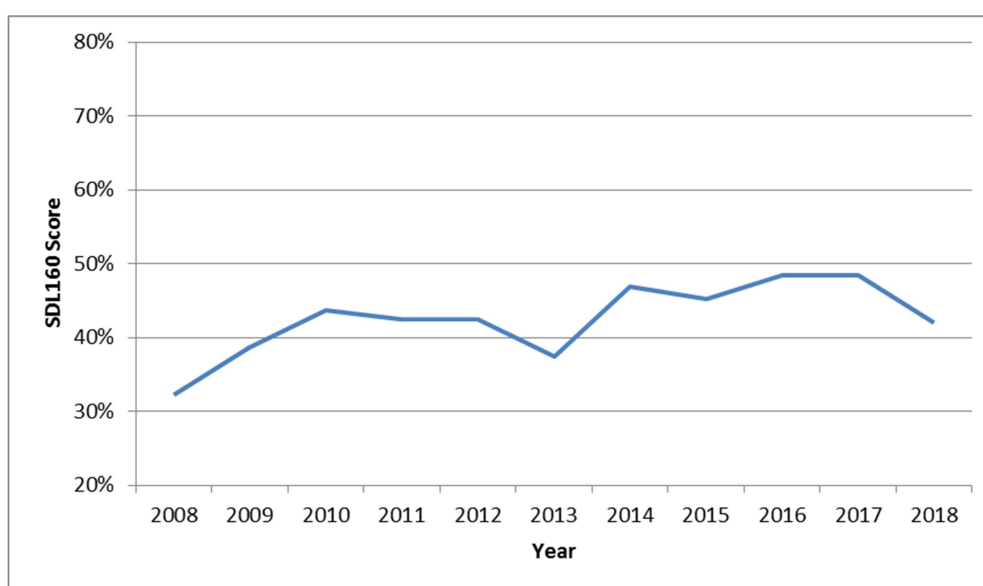
County Wildlife Sites are sites selected by the CWS Group (a group of organisations and individuals affiliated to the Cambridgeshire and Peterborough Biodiversity Partnership). CWS have no statutory protection but are recognised in the planning system. CWS that are major rivers are not considered to have an area but are instead considered to be linear sites and are given a length in km. The boundaries of major river CWSs in Cambridgeshire are not strictly defined and are considered to be 'the river and adjacent semi-natural habitat'

CWSs in Fenland	2017/18
No. CWSs	30
Total area of the CWSs (ha)	376.14
Total length of linear sites (km)*	44.47
Total area of CWS land in district (ha)	366.86
Total length of linear sites in district (km)*	18.17

CWSs are 'Local Sites' as defined by DEFRA. Local Sites have been assessed in terms of their management for the Local nature conservation/biodiversity data requirement on the Single Data List (Ref:160-00). This is the proportion of Local Sites where positive conservation management is being or has been implemented (Local Sites also include Local Geological Sites and there is one of these in Fenland).

	2017/18	Change 16/17 - 17/18
Total number of Local Sites in Fenland used in analysis	31	0
Number of Local Sites in Fenland where positive conservation management is being or has been implemented during the last five years	13	-2
% sites where positive conservation management is being or has been implemented during the last five years	41.9%	-6.5%

There has been a decrease in the percentage of sites deemed to be in positive conservation management during 2017/18. The overall trend in SDL160 score since the indicator began to be measured in 2008 is shown in the following graph.

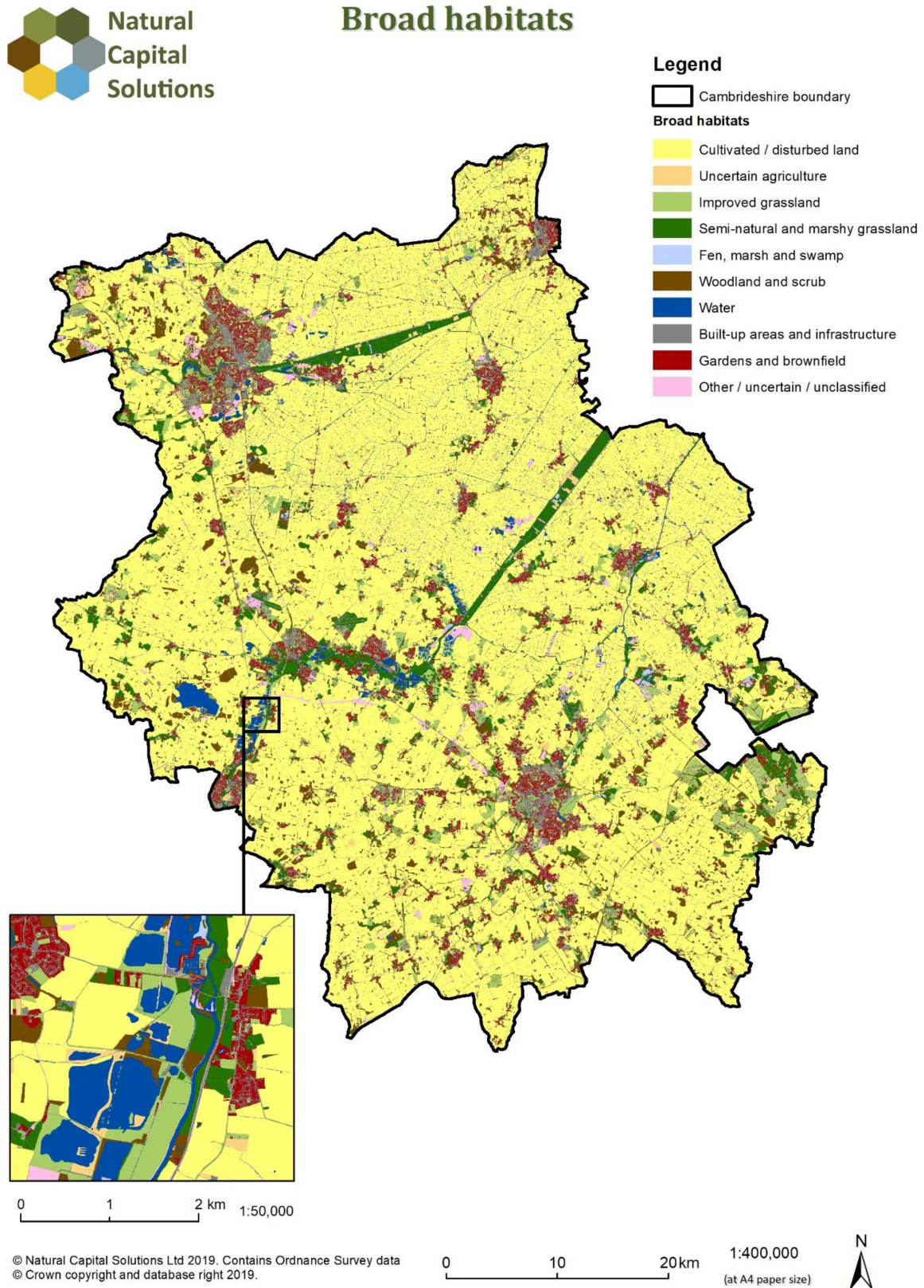


SDL160 Score in Fenland 2008-2018 CPERC

This recent trend runs contrary to the Government's aim to have 75% of conservation sites in positive management by 2043.

- 3.6.17 In addition to the statutory and non-statutory sites the extensive network of Fenland drainage channels provides significant habitats for a wide range of wildlife species including Water Voles, Otters and Kingfishers. Species numbers have increased as a result of Biodiversity Action Plans produced by Internal Drainage Boards (IDB) within the district. The Middle Level Commissioners and the North Level IDB have a statutory duty to further nature conservation in carrying out their functions and operate a specific conservation strategy, which forms a basis for all their river maintenance operations. It is important that the ecological habitats and water quality of the drainage network are maintained and enhanced despite being faced with pressures of larger growth for an increasing population.
- 3.6.18 In July 2019 Natural Cambridgeshire, the Local Nature Partnership, announced ambitious plans to double the area of rich wildlife habitats and natural green space across Cambridgeshire and Peterborough by 2050 with the aim of creating a world-class environment where nature and people thrive, and businesses prosper.
- 3.6.19 This is to be achieved through delivery of existing habitat restoration schemes, such as Great Fen, Wicken Fen, Ouse Fen and the Ouse Washes, opportunities provided by the Combined Authority's economic growth agenda, re-focusing agricultural subsidies on the delivery of public services, improving current greenspaces for nature and creating new sources of investment in natural capital.

Figure 39: Broad habitats across Cambridgeshire¹⁰⁰



Source: Natural Capital Solutions Ltd

¹⁰⁰ <https://www.cperc.org.uk/downloads/Cambridgeshire%20habitat%20mapping%20-%20final%20report.pdf>

Evidence Gaps

- Biodiversity value of brownfield land (including Open Mosaic habitat mapping)
- Biodiversity Action Plan reporting

Specific Issues and Opportunities

Key Issues:

- High grade agricultural land throughout district
- Pressure from development on greenfield sites
- High quality landscape character under pressure from development including renewable energy
- Areas of intrinsic environmental importance must be protected
- Loss of biodiversity
- Mineral extraction

Key Opportunities:


- The district supports internationally and nationally important sites including SACs, SPAs, SSSIs and Ramsar sites. These are particularly important for great crested newts, limestone grasslands and aquatic plant communities.
- Development proposals designed to incorporate habitats and create new opportunities for wildlife (e.g. as part of SuDS systems) have the potential to promote biodiversity.
- The district supports a significant number of well-managed locally important wildlife sites which if better connected can become more resilient to localised population extinctions and climate change whilst supporting more biodiversity.
- The amount of accessible green spaces and natural places could be increased in association with new developments, and could be linked to existing and planned footpath and cycling networks.
- Exhausted mineral workings provide opportunities for biodiversity habitats
- Natural Cambridgeshire's ambition to double rich wildlife habitats by 2050 to inform local plan preparation.

The Likely Situation without the Plan

3.6.20 Without the plan it is possible that a greater amount of high grade agricultural land would be permanently lost and that the landscape character of the area would be eroded. Pressure on designate d and non-designated sites would be likely to increase thereby having an adverse impact on habitats, species and eco-systems.

Key Sustainability Objectives

3.6.21 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current situation, the following key sustainability objectives have been identified:

6. Land Use and Wildlife		<p>6.1 Minimise the irreversible loss of undeveloped land, particularly high grade agricultural land</p> <p>6.2 Utilise brownfield sites for re-development in appropriate</p>
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		<p>circumstances</p> <p>6.3 Minimise and avoid where possible impacts to biodiversity and geodiversity, both within and beyond designated sites of international, national or local significance, and on protected species</p> <p>6.4 Achieve net gains in biodiversity and create and enhance an ecological network that is resilient to the effects of climate change</p>
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3.7 Water Resources

Introduction

3.7.1 Water is essential to sustain all life on earth. Protecting and managing our water resources is therefore of vital importance. This includes protecting the quality of our water supplies and ensuring water is used as efficiently as possible. Flood risk is also an important water topic and is discussed in more detail in Section 3.5. The relevant sustainability topics relating to this section are as follows:

- Water supply
- Water quality
- Water waste management

Policy Context

National Planning Policy Framework

3.7.2 The overarching environmental objective in the NPPF seeks to contribute to protecting and enhancing our natural environment including using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change.

Paragraph 170 explains that development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans.

Planning Practice Guidance:

3.7.3 A whole section of the PPG advises on how planning can ensure water quality and the delivery of adequate water and wastewater infrastructure.¹⁰¹

It describes how planning positively for water supply and quality can have multiple benefits for people and the environment. For example, flood risk can be reduced and biodiversity and amenity improved by designing developments that include permeable surfaces and other sustainable drainage systems, removes artificial physical modifications (for example, weirs and concrete channels) and recreates natural features, whilst water quality can be improved by protecting and enhancing green infrastructure.

Other plans and policies¹⁰²:

- Water Framework Directive 2000/60/EC
- The EU Floods Directive 2007/60/EC
- The Flood and Water Management Act 2010
- Water Cycle Study 2012

The Current Situation

¹⁰¹ <https://www.gov.uk/guidance/water-supply-wastewater-and-water-quality>

¹⁰² For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

Water Supply

- 3.7.4 Water resource management is an issue of paramount importance, particularly in the East of England which is the driest region in the country.
- 3.7.5 The water supply-demand balance is under significant pressure from population growth, climate change, sustainability reductions and the need to increase resilience to severe drought. These challenges are acute in the region, which is characterised by low rainfall and home to a significant proportion of wetland sites of conservation interest.
- 3.7.6 The region's water resources are fully developed and in some cases over committed. Fenland falls within the Ruthamford North and South Fenland Water Resource Zones (WRZ), which are managed by Anglian Water. The majority of the water supply to Fenland comes from Rutland Water and Grafham Water reservoirs.
- 3.7.7 Anglian Water has produced a Revised draft Anglian Water Resources Management Plan 2019 (AWRMP) which is aiming to achieve a consumption of 120 litres per head per day (l/h/d) by 2045.¹⁰³ The national average for water demand is currently 147 l/h/d. Both the WRZs serving Fenland currently face considerable challenges to achieve this aim.
- 3.7.8 However, the AWRMP is focussed on demand management, the transfer and use of existing resources including through a strategic grid from elsewhere on the eastern side of England, and supply resilience. The strategy includes smart metering combined with behaviour change, leakage reduction and additional water efficiency activity such as developing more greywater and rainwater harvesting technology.

Water Quality

- 3.7.9 The Water Framework Directive (WFD) requires that all water bodies are restored to good ecological/chemical status through a phased programme to 2027. These improvements are to be directed by the Environment Agency's Anglian River Basin Management Plan and carried out as part of a catchment based approach, working from locally prepared integrated catchment management plans.¹⁰⁴ The Anglian river basin district (Figure 40) covers 27,900km² and extends from Lincolnshire in the north to Essex in the south and from Northamptonshire in the west to the east Anglian coast.
- 3.7.10 Poor quality of water bodies in rural areas comes from the combined effects of numerous sources, including agriculture, waste water, roads, recreational land use such as golf courses and forestry activities. It is mainly caused by nutrients, contaminants, chemicals such as pesticide and sediment entering water bodies and groundwater as a result of land management activities.
- 3.7.11 Fenland drains to two river catchments; the Nene and Old Bedford and Middle Level.

Within the Nene Catchment the priority river basin management issues are to tackle are water quality, habitat quality, and hydromorphology.

In the Old Bedford and Middle Level Catchment the priority river basin management issues are:

- developing a national voice on the importance and uniqueness of the Fenland catchments and the different challenges that they face

¹⁰³ <https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/draft-water-resources-management-plan/>

¹⁰⁴ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/718327/Anglian_RB_Part_1_river_basin_management_plan.pdf

- fully understanding what ‘Good Ecological Potential’ looks like in an artificial catchment
- continuing to grow and strengthen its partnership organisations, ensuring that it can have a say on the improvement of the local water environment

Nitrate Vulnerable Zones

3.7.12 The European Commission (EC) Nitrates Directive requires areas of land that drain into waters polluted by nitrates to be designated as Nitrate Vulnerable Zones (NVZs). These cover:

- Surface Waters - areas of land that drain into a freshwater water body which has or could have if action is not taken, a nitrate concentration greater than 50mg/l
- Groundwater - water held underground in the soil or in pores and crevices in rock, which has or could have if action is not taken, a nitrate concentration greater than 50mg/l
- Eutrophic Waters - bodies of water, mainly lakes and estuaries that are or may become enriched by nitrogen compounds which cause a growth of algae and other plant life that unbalances the quality of the water and to organisms present in the water.¹⁰⁵

3.7.13 A large proportion of Fenland particularly to the west, south and east of the district is in a Nitrate Vulnerable Zone (NVZ). Areas immediately to the east and west of the River Nene north of Guyhirn and in the northern part of the district fall outside the NVZ.¹⁰⁶

Abstraction

3.7.14 Excessive water abstraction for agricultural purposes is also a significant issue within Fenland as it can have a detrimental impact on aquatic ecosystems. The majority of abstraction occurs during winter months when river levels are highest. However, during dry summer periods pressure for abstraction increases with a potential risks to biodiversity in the river and drainage systems.

Water Recycling Centres

3.7.15 There are a number of Waste Water Recycling Centres (WRC) throughout the district which treat sewage before discharging back into the river system. Each of the market towns is served by a WRC and there are additional plants at Doddington (and Wimblington), Benwick, Christchurch, Manea and Parson Drove. There are known deficiencies at Doddington. The Council commissioned a Water Cycle Study in 2012 which is to be updated (along with a Level 1 Strategic Flood Risk Assessment) as part of the new local plan. It is important that there is sufficient capacity in the system to cope with the anticipated growth and to ensure that receiving water courses are able to take additional discharges from treatment plants without impacting on water quality.

¹⁰⁵ <http://apps.environment-agency.gov.uk/wiyby/141443.aspx>

¹⁰⁶ <https://environment.data.gov.uk/farmers/>

Figure 40: Management catchments within the Anglian river basin district



Evidence Gaps

- Lack of up-to-date information on water quality
- Effects of surface water run-off and combined sewage overflows on water quality
- Water affordability
- Number of developments that incorporate water efficiency measures
- Numbers of voluntary water meter inclusions
- Ageing Water Cycle Study and unknown impact of development on infrastructure

Specific Issues and Opportunities

Key Issues:

- Growth will put pressure on limited water supply resources
- Increased development will put pressure on the existing sewage infrastructure, which could lead to problems in treatment
- Risks to water quality in the district's river and drainage system
- A large proportion of the rural area is in a Nitrate Vulnerable Zone.

Key Opportunities:


- Implementation of Sustainable Drainage Systems (SuDS) which as well as reductions in the quantity of flows also provide advantages for wildlife, local amenity and decreases in pollution of watercourses, groundwater and soil through improved management of runoff.
- Reduction of additional potable and non-potable water supply and effluent to reduce the volume of water going into river catchments
- Potential for efficient use of water using rainwater harvesting systems and/or grey water recycling
- Potential to naturalise and improve water bodies that run through or close to development sites to enable them to meet better standards within the Water Framework Directive.

The Likely Situation without the Plan

3.7.16 Although the current Local Plan has several sustainable water management policies, local carrying capacity is already stretched, with water being diverted from elsewhere in the country; growth will further exacerbate this shortage with potential damage to water resources. Without the plan it will be more difficult to achieve a reduction in demand.

Key Sustainability Objectives

3.7.17 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current situation, the following key sustainability objectives have been identified:

7. Water Resources		<p>7.1 Minimise water consumption and encourage re-use</p> <p>7.2 Avoid deterioration and seek opportunities to enhance water quality in rivers and other water bodies</p>
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3.8: Pollution and Waste

Introduction

3.8.1 This section is concerned with pollution and the impact it can have on people's health and the environment. It also considers the need to reduce waste and encourage recycling. The sustainability topics covered in this chapter are as follows:

- Pollution
- Waste
- Recycling

Policy Context

National Planning Policy Framework:

3.8.2 Part of the NPPF's overarching environmental sustainability objective is to contribute to protecting and enhancing the natural built and historic environment, minimising waste and pollution and mitigating and adapting to climate change.

Paragraph 170 explains that planning policies and decisions should enhance the natural and local environment by preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should help to improve local environmental conditions such as air and water quality and the planning system should also remediate and mitigate despoiled, degraded, derelict, contaminated and unstable land.

Paragraph 180 also explains the need to ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development.

Planning Practice Guidance:

3.8.3 Extensive guidance on pollution and waste planning is contained within the planning practice guidance, including the preparation of development plan documents and the determination of planning applications. It advises that Local Plans can affect air quality in a number of ways, including through what development is proposed and where, and the encouragement given to sustainable transport. Concerns could arise if development is likely to impact on air quality in an area where air quality is known to be poor.¹⁰⁷

Other plans and policies¹⁰⁸:

- Waste Framework Directive 2008/98/EC
- National Planning Policy for Waste (Oct 2014)

¹⁰⁷ Paragraph: 002 Reference ID: 32-002-20140306

¹⁰⁸ For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

- Cambridgeshire and Peterborough Minerals and Waste Development Plan (2011/2012)
- RECAP Waste Management Design Guide SPD (2012)
- Location and Design of Waste Management Facilities SPD (2011)

The Current Situation

Pollution

- 3.8.4 Pollution comes in a number of forms including air, water, land, noise, and odour which has serious implications for the health of the human population and wider environment.

Air Pollution

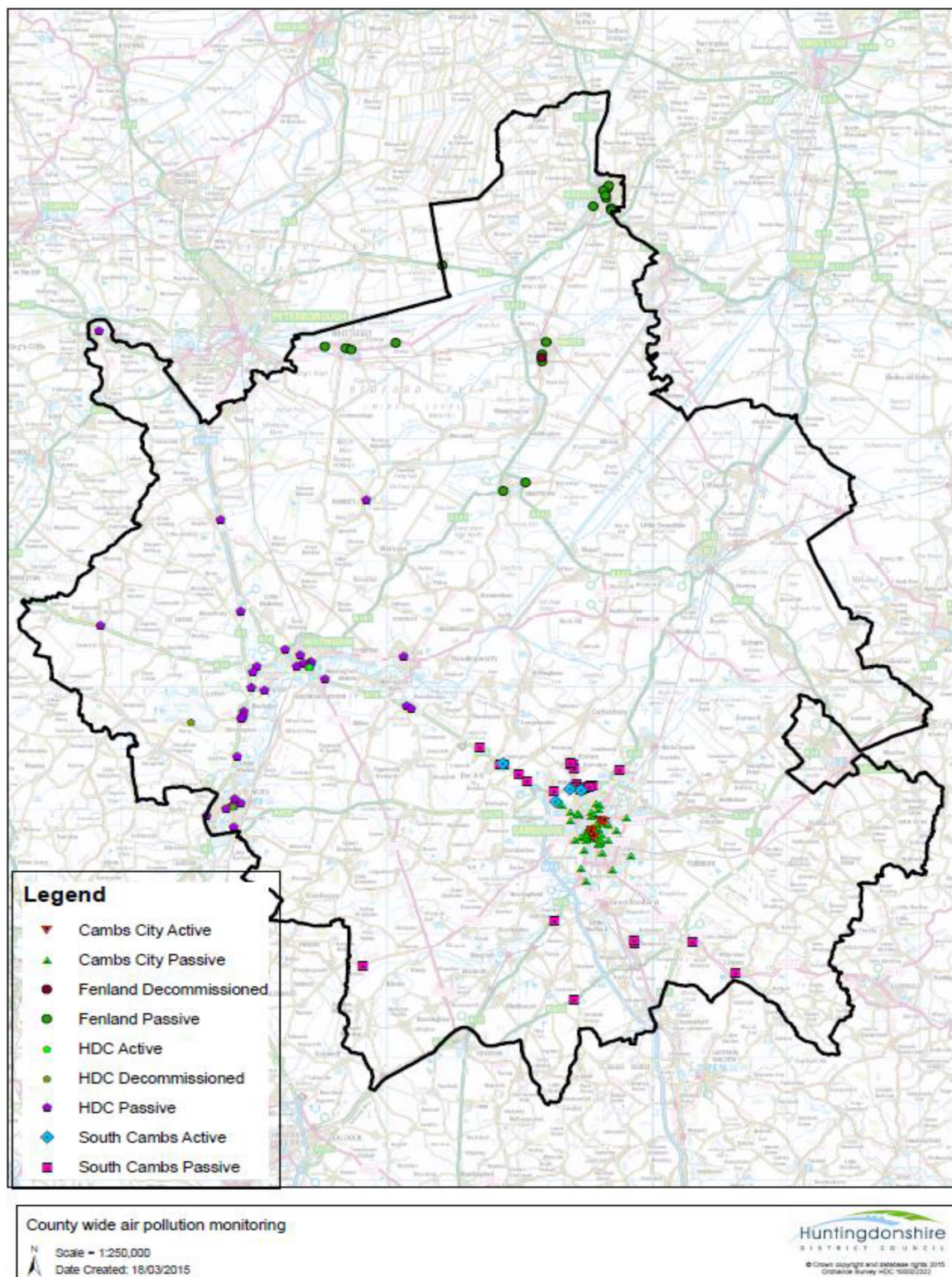
- 3.8.5 Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas.
- 3.8.6 It has been estimated that there were 257 deaths attributable to air pollution in Cambridgeshire in 2010 and that over 5% of Cambridgeshire's population mortality is attributed to air pollution.¹⁰⁹
- 3.8.7 The East and South East of England have higher background levels of particulates as these regions receive a larger contribution of particulate pollution from mainland Europe. However, there are also hot spots in Cambridgeshire caused by traffic-related pollution, especially in busy urban areas such as Wisbech and around arterial and trunk roads such as the A14. There are higher levels of nitrogen dioxide in the winter months and peaks of larger particulate matter in the spring, which may lead to seasonal health impacts.
- 3.8.8 Small particulates from traffic and other sources such as manufacturing can also enter buildings contributing to poorer indoor air quality. Although concentrations of pollutants are at lower levels than ambient (outdoor) air pollution, people spend most of their time indoors and therefore receive most of their exposure indoors.
- 3.8.9 The Council assesses air quality as required by the Air Quality Standards Regulations 2010. There are around 25 air quality monitoring sites in Fenland which are shown on the map below (Figure 41) and four Air Quality Management Areas (AQMA). Three of the AQMAs are in Wisbech and one in Whittlesey. Two of the Wisbech AQMAs are in the central area around the HL food factory and the other along Lynn Road, B198. The air quality from the Whittlesey brickworks is also monitored. The main pollutants present are sodium dioxide, nitrogen dioxide and PM10 particles.
- 3.8.10 In England, the most deprived wards experience the highest levels of air pollution. There tend to be a higher proportion of children living in these areas who may be more susceptible to the health effects of air pollution. This is reflected in Fenland where a number of the air quality monitoring sites fall within some of the most deprived wards in the district in Wisbech.
- 3.8.11 It is worth noting that there are levels of air pollution in Cambridgeshire that impact health, even though most annual averages may not be over Air Quality Thresholds. In 2018 the Council received an increased number of enquiries from the public raising concerns of the air quality in their community and the impact of poor air quality on their health and wellbeing. As a result the

¹⁰⁹ CAMBRIDGESHIRE TRANSPORT AND HEALTH JSNA AIR POLLUTION: KEY FINDINGS

Air pollution <http://cambridgeshireinsight.org.uk/wp-content/uploads/2017/08/Transport-and-Health-JSNA-2015-Air-Pollution.pdf>

Council has developed an Air Quality Action Plan to guide its future priorities and supplement the Council's Health and Wellbeing Strategy.

Figure 41: Map showing air pollution monitoring sites in Cambridgeshire



Source: Huntingdonshire District Council

Water pollution

- 3.8.12 Water pollution happens when poisonous, noxious or polluting substances enter inland and coastal waters (including groundwater). The Council is responsible for ensuring that the water supply for commercial food activities is safe. Waste water also needs to be carefully monitored to ensure there is no adverse impact on the environment. For instance the discharge of treated sewage water from Water Recycling Centres into the river network is controlled by licenses from the Environment Agency to ensure no adverse impact on the biodiversity and ecology of receiving water courses. This is discussed in more detail in Section 3.7 - Water Resources.

Contaminated Land

- 3.8.13 The Council has a statutory duty through its Environmental Health role to regulate contaminated land in the district which happens through the planning application process. This seeks to ensure that land that has been contaminated in the past through industrial and waste activities is suitable for the proposed new purpose.
- 3.8.14 Constraints mapping, which includes areas of contaminated land, is used in the determination of planning applications and highlights where remediation may be required before new development can take place. Since 2001, there have been two major land pollution incidents which occurred in Fenland in 2018.

Waste

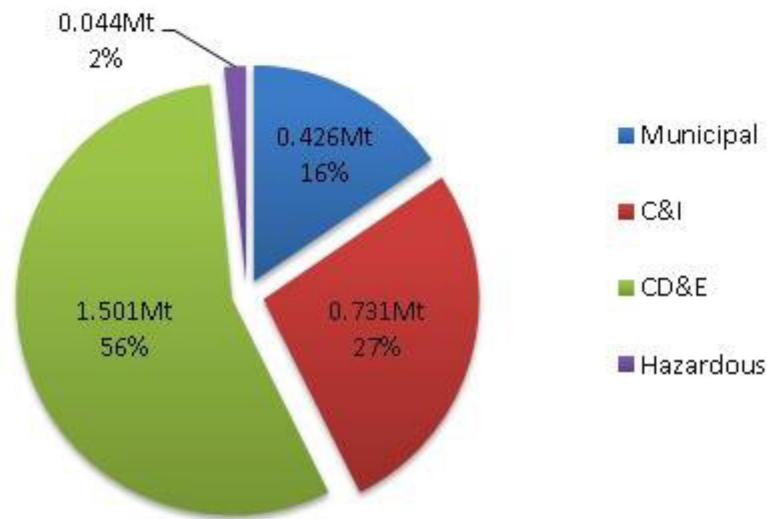
- 3.8.15 It is estimated that in 2016, waste arising within the Cambridgeshire and Peterborough Minerals and Waste Development Plan area totalled around 2.702 million tonnes per annum (Mtpa) of various types of waste including municipal, commercial & industrial (C&I), construction, demolition & excavation (CD&E) and hazardous wastes (see Figure 42 below).¹¹⁰ The majority of this waste was recycled or otherwise recovered with disposal to landfill (non-hazardous and inert) accounting for around a third.
- 3.8.16 There are three domestic recycling centres in Fenland; in March, Whittlesey and Wisbech. Fenland District Council is responsible for domestic waste collection but also offers a trade waste collection service. The official England waste from households recycling rate for 2017 was 45.2 per cent, up 0.3 percentage points from 44.9 per cent in 2016. In Fenland the amount of household recycling decreased between 2016/17 and 2017/18 to less than 40%.¹¹¹ This was also less than all other districts within the Cambridgeshire and Peterborough area. There is therefore room for improvement to increase the amount of household recycling within the district.

¹¹⁰ <https://www.cambridgeshire.gov.uk/business/planning-and-development/planning-policy/adopted-minerals-and-waste-plan/>

¹¹¹

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/763191/LACW_mgmt_annual_stats_notice_dec_2018.pdf

Figure 42: Waste arisings for the Cambridgeshire and Peterborough M&W Plan area 2016



Evidence Gaps

- Numbers directly impacted by air pollution in Fenland leading to poor health or death
- Areas of potential increase in domestic recycling

Specific Issues and Opportunities

Key Issues:

- Air pollution has an adverse impact on health and life expectancy
- Growth puts pressure on water quality of river systems and water bodies
- Water contamination threatens biodiversity
- Recycling rates below national average

Key Opportunities:


- On-going monitoring of air quality informs required policies to deal with pollution and can assist in targeting new development to appropriate areas
- Structure and culture for recycling and composting already established
- Scope to improve recycling rates

The Likely Situation without the Plan

3.8.17 Without the plan there is potentially an increased risk of people to pollution sources. Potential lack of waste recycling facilities e.g. bin stores would weaken the existing culture of recycling in the district.

Key Sustainability Objectives

3.8.18 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current situation, the following key sustainability objectives have been identified:

8: Pollution & Waste		<p>8.1 Reduce emissions of greenhouse gasses and other pollutants (including air, water, soil, noise, odour, vibration and light)</p> <p>8.2. Reduce the risk of pollution to the environment from contaminated land</p> <p>8.3 Support and enhance opportunities for the reduction, reuse and recycling of waste</p>
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3.9 Sustainable Resources

Introduction

3.9.1 This section covers renewable energy as well as the supply of minerals and the use of materials for building operations. It is therefore structured under the following headings:

- Renewable Energy
- Minerals
- Materials

Policy Context

National Planning Policy Framework:

3.9.2 Part of the NPPF's overarching environmental sustainability objective is to use natural resources prudently and mitigate and adapt to climate change, including moving to a low carbon economy.

Paragraph 148 explains that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimises vulnerability and improves resilience and encourages the re-use of existing resources and supports renewable and low carbon energy and associated infrastructure.

Paragraph 203 sets out that *"it is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation."*

Planning Practice Guidance:

3.9.3 The PPG contains specific planning considerations relating to hydropower, active solar technology, solar farms and wind turbines. Many of the considerations relating to these technologies (for example landscape and visual impact assessment) can be applied to other forms of energy generation.¹¹²

The PPG also contains information relating to the restoration and aftercare of minerals sites including aggregate land banks.¹¹³

It also provides general information on design, stating that good design is about creating places, buildings, or spaces that work well for everyone, look good, last well, and will adapt to the needs of future generations¹¹⁴.

Other plans and policies¹¹⁵:

¹¹² <https://www.gov.uk/guidance/renewable-and-low-carbon-energy>

¹¹³ Paragraph: 040 Reference ID: 27-040-20140306

¹¹⁴ PPG Paragraph: 001 Reference ID: 26-001-20140306

- Directive to Promote Electricity from Renewable Energy (2001/77/EC)
- Anaerobic Digestion Strategy and Action Plan (2011)
- Code of practice for the sustainable use of soils on construction sites (2018)
- Overarching National Policy Statement for Energy (EN-1) (Jul 2011)
- Cambridgeshire and Peterborough Minerals and Waste Development Plan (2011)
- Growth and Infrastructure Act 2013
- Cambridgeshire and Peterborough Minerals and Waste Development Plan Local Aggregate Assessment December 2014

The Current Situation

Renewable Energy

- 3.9.4 Renewable energy can be defined as energy generated from natural resources, such as sunlight, wind, rain, tides and geothermal heat, which is naturally replenished. These do not omit carbon dioxide and by reducing emissions help reduce the impact of climate change.
- 3.9.5 Fenland has embraced the need for renewable energy in recent years. There are a significant number of large wind turbines within the district or close to the district boundary in other districts. Between 2004 and 2017 just over 124 megawatts wind capacity was installed. The Fenland skyline has become dominated by turbines in some areas and the capacity of further additional large wind turbines in the district may be limited due to visual amenity and landscape character impact grounds. In more recent years the Council has supported the provision of photovoltaic farms with just under 28 megawatts capacity installed between 2008 and 2018.
- 3.9.6 Whilst the electricity generated is fed into the national grid the provision of a local electricity source means that less needs to be imported into the district from elsewhere. The table below indicates the types of renewable energy that have been provided in Fenland since 2001.
- 3.9.7 The table is only concerned with those schemes that require planning permission and therefore does not include schemes that would be permitted under the Town and Country Planning (General Permitted Development) Order 1995 or by subsequent amendments which are predominantly smaller scale, domestic facilities.

Figure 43: Installed renewable energy generation in Fenland 2001 - 2018¹¹⁶

Type	Megawatts Installed
Wind	124.1940
Biomass	8.5684
Landfill gas	1.0030
Sewage gas	0
Photovoltaic	27.9401
Hydro-power	0
Total	161.7055

Source: Renewable energy statistics from the Cambridgeshire Research and Monitoring team following the annual development survey at 31 March 2018.

¹¹⁵ For a full list of relevant plans, policies, programmes, strategies and initiatives, see Appendix A

¹¹⁶ https://www.fenland.gov.uk/media/15572/Fenland-Monitoring-Report-2017-2018/pdf/Fenland_Monitoring_Report_2017-2018.pdf

Central heating breakdown

- 3.9.8 73.2% of households in Fenland use gas central heating. This is a bit less than England (78.8%) but slightly more than in Cambridgeshire (72.5%). Oil (11.4%) and electricity (7.6%) are the other two main fuels used in Fenland; both are similar to Cambridgeshire as a whole. 2% of households in Fenland do not have any central heating which is slightly less than in England (2.7%) and slightly more than Cambridgeshire (1.9%).¹¹⁷
- 3.9.10 A considerable change will therefore be required if Fenland households are to move away from the use of gas to help combat climate change. These statistics relate to existing homes but the government announced in March 2019 that it will introduce a Future Homes Standard mandating the end of fossil-fuel heating systems in all new houses from 2025.¹¹⁸ Policies in the new local plan can therefore assist in ensuring that Fenland households move towards more sustainable central heating systems.

Minerals

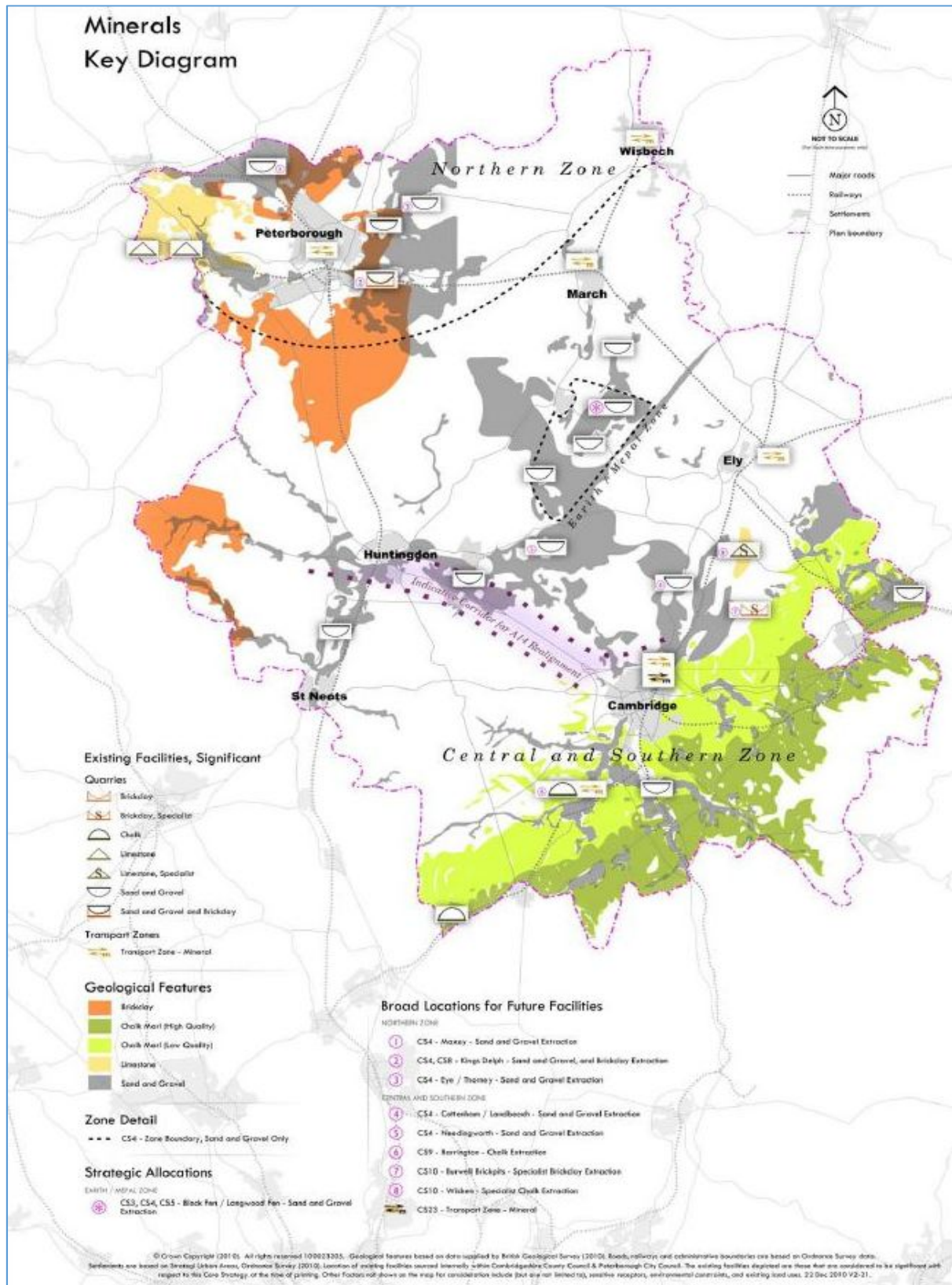
- 3.9.11 Major growth can only be facilitated through obtaining large amounts of building materials. In order to meet regional (and national) demand for minerals, each minerals and waste local authority in the East of England monitors their supply of raw materials over a 10 year rolling average period.
- 3.9.12 There is a range of sustainability issues associated with the minerals extraction and transport activity which are required to meet these targets. These may be considered secondary impacts of the housing and employment growth envisaged in Fenland and elsewhere in the region.
- 3.9.13 There are a number of aggregate reserves in Fenland. Brick and clay are extracted near Whittlesey and sand and gravel to the east near Chatteris and Manea.
- 3.9.14 The Cambridgeshire and Peterborough Minerals and Waste Plan is currently being updated and due to be adopted in November 2020. Figure 44 shows the distribution of minerals in Peterborough and Cambridgeshire¹¹⁹.

¹¹⁷ <https://cambridgeshireinsight.org.uk/environment/report/view/c534b11dbcf5445e9a421c099c70b983/E05002702>

¹¹⁸ <https://www.gov.uk/government/speeches/spring-statement-2019-philip-hammonds-speech>

¹¹⁹ Cambridgeshire and Peterborough Minerals and Waste Development Plan, Core Strategy, July 2011

Figure 44: Distribution of Minerals in Peterborough and Cambridgeshire¹²⁰



¹²⁰ Cambridgeshire and Peterborough Minerals and Waste Development Plan, Core Strategy, July 2011

Materials

- 3.9.15 As well as referring to primary materials, 'materials' also refer to secondary or manufactured materials. These can be products used in the construction industry, such as glass, blockwork, different fibreboards and Upvc doors and windows
- 3.9.16 It is important that, where practical and viable, new developments are constructed using the most sustainable materials possible. This means materials which are of a sustainable form, are sourced as locally as possible in order to reduce transport emissions, will last for the lifetime of the development, can easily be put to re-use at the end of their initial life cycle, can be efficiently recycled.

Circular economy

- 3.9.17 Primarily concerned with products, the term 'circular economy' is generally focussed on product life cycle analysis. How products can be designed in ways which not only extend their lifetime, through the use of better quality materials and more user serviceable parts, but also how they can be disassembled at the end of one life, so that their components can be re-used in other products.
- 3.9.18 This is a concept that is being taken forward by neighbouring districts such as Peterborough which aims to not only reduce the amount of waste it produces, but will also reduce the amount of raw materials and products it imports.¹²¹ There are obvious opportunities for Fenland to develop a similar strategy.

Evidence Gaps

- Capacity of Fenland's landscape for more wind turbines
- Levels and sources of minerals and materials required to meet projected growth.
- Assessment of potential secondary and recycled aggregates
- Assessment of potential material flows; circular economy

Specific Issues and Opportunities

Key Issues:

- High reliance on fossil fuel consumption
- Cumulative impact of windfarms on the landscape
- New development is likely to require significant quantities of minerals and other building material to be imported into the area.
- New development is likely to use materials which are not intended to be re-used once they have come to the end of their life
- Financial viability of developments in Fenland
- Continuation of inefficiencies in material flows within the district

Key Opportunities:

- New developments to utilise low or non-carbon energy
- New developments to be built using truly sustainable materials
- Embody the idea of the importance of a circular economy within the district
- Locally sourced and prudently recycled materials can assist viability

¹²¹ <http://www.peterboroughdna.com/>.


- DEFRA National Waste and Resources Strategy to determine future delivery of waste and recycling services

The Likely Situation without the Plan

- 3.9.19 Without preparing a new Plan, growth and development is anticipated to happen according to the currently adopted Local Plan, i.e. the development of 11,000 homes and the creation of 7,200 jobs
- 3.9.20 This growth is likely to result in increased demand for and importation of natural resources for building and other associated activities. It is however not known how much of this can be met locally and/or through secondary or recycled materials. The National Aggregate Monitoring Survey has certain limitations in the monitoring of these materials, and data on secondary and recycled aggregates is not yet available from the Environment Agency.

Key Sustainability Objectives






- 3.9.21 Following a review of the relevant policies relating to the topics in this section, along with an assessment of the current situation, the following key sustainability objectives have been identified:





9. Sustainable Resources		<p>9.1 Reduce energy consumption and increase the use of renewable and low carbon energy sources</p> <p>9.2 Support the use of locally sourced building materials and encourage those that are of a sustainable form and allow for re-use</p>
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4. Sustainability Appraisal Objectives Framework

- 4.1 Section 3 of this report looked at the baseline situation for the social, environmental and economic characteristics of Fenland. The full range of topics assessed focussed on nine themes which have emerged from the Council's Business Plan, the sustainability objectives in the NPPF and the Strategic Environmental Assessment (SEA) regulation topics. This is to ensure that the aims and aspirations of the Council are embedded at the heart of the plan making process.
- 4.2 The baseline assessment of the topics covered under each of the nine themes has allowed the relevant issues and opportunities to be drawn out, in order to provide a focus for identifying the appropriate Sustainability Objectives. These objectives, which are also found at the end of each of the nine themes in Section 3, are summarised in the table below:


Figure 45: Sustainability Appraisal Objectives Framework


 1. Healthy Communities	1.1 Provide for an ageing population; and redress inequalities related to health, well-being, age, gender, disability, race, faith, location and income
	1.2 Improve the quality, range and accessibility of services and facilities (e.g. health, transport, education, training, leisure opportunities and community activities); and ensure all groups thrive in safe environments
	1.3 Create and enhance multifunctional open space that is accessible, links with a high quality green infrastructure network and improves opportunities for people to access and appreciate wildlife and wild places
	1.4 Encourage healthy choices and opportunities for the consumption of locally produced food by maintaining and enhancing the provision of allotments, community orchards and farmers' shops and markets
 2. Jobs, Education and Housing	2.1 Help people gain access to a range of employment, education and training opportunities
	2.2 Support investment in people, places, communications and other infrastructure to improve the efficiency, competitiveness, vitality and adaptability of the local economy
	2.3 Help provide decent and affordable homes that meet the various needs of all in appropriate locations
 3. Transport	3.1 Reduce the reliance on private motor vehicles and encourage more sustainable transport modes such as walking, cycling and public transport and contribute to the safety of all highway users.
	3.2 Seek to ensure that all new developments can be accessed by a variety of transport modes and provide permeability
 4. Heritage, Place Making and Landscape	4.1 Conserve and where appropriate, enhance heritage assets, their setting and the wider historic environment
	4.2 Create places, spaces and buildings that are attractive and well designed, contribute to a high quality public realm and maintain and enhance diversity and local distinctiveness of townscape character
	4.3 Retain the distinctive character of Fenland's landscape
	5.1 Limit or reduce vulnerability to the effects of climate change
	5.2 Minimise and wherever possible remove the vulnerability of people, places and property to the risk of flooding from all sources


5. Resilience to Climate Change and Flood Risk	
 6. Land Use and Wildlife	6.1 Minimise the irreversible loss of undeveloped land, particularly high grade agricultural land
	6.2 Utilise brownfield sites for re-development in appropriate circumstances
	6.3 Minimise and avoid where possible impacts to biodiversity and geodiversity, both within and beyond designated sites of international, national or local significance, and on protected species
	6.4 Achieve net gains in biodiversity and create and enhance an ecological network that is resilient to the effects of climate change
 7. Water Resources	Minimise water consumption and encourage re-use
	7.2 Avoid deterioration and seek opportunities to enhance water quality in rivers and other water bodies
 8. Pollution and Waste	8.1 Reduce emissions of greenhouse gasses and other pollutants (including air, water, soil, noise, odour, vibration and light)
	8.2. Reduce the risk of pollution to the environment from contaminated land
	8.3 Support and enhance opportunities for the reduction, reuse and recycling of waste
 9. Sustainable Resources	9.1 Reduce energy consumption and increase the use of renewable and low carbon energy sources
	9.2 Support the use of locally sourced building materials and encourage those that are of a sustainable form and allow for re-use


- 4.3 In order to fully integrate the aims and aspirations of the Council into the new Local Plan, it is intended that the sustainability objectives identified in the Sustainability Appraisal Objectives Framework will also form the objectives of the Local Plan.
- 4.4 As the Local Plan is being progressed, each emerging Policy will be assessed against the sustainability objectives identified in the table below, using the assessment criteria (positive and / or negative effect). Each policy will be scored using the Sustainability Appraisal Scoring System shown in Figure 4 in Section 2.


Figure 46: Criteria for assessing the effects of the Fenland Local Plan


SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
 1. Healthy Communities			
1.1 Provide for an ageing population; and redress inequalities related to health, well-being, age, gender, disability, race, faith, location and income	results in increased access to and provision of health services and facilities	results in reduced access to and provision of health services and facilities	living environment deprivation access to GPs and dentists
1.2 Improve the quality, range and accessibility of services and facilities (e.g. health, transport, education, training, leisure opportunities and community activities); and ensure all groups thrive in safe environments	results in the provision of increased access to services and facilities results in a reduction in the levels of crime and anti-social behaviour and the fear of crime	results in reduced access to and provision of services and facilities results in increases in the levels of crime and anti-social behaviour or increase in the fear of crime	access to services and facilities visitor numbers to recreation and leisure facilities crime figures fear of crime
1.3 Create and enhance multifunctional open space that is accessible, links with a high quality green infrastructure network and improves opportunities for people to access and appreciate wildlife and wild places	results in increased access to greenspace and leisure activities	results in a reduction in access to greenspace and leisure facilities	access to greenspaces areas of open space deficiency
1.4 Encourage healthy choices	results in improved health for	results in worse health for	number of allotment sites / plots


SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
and opportunities for the consumption of locally produced food by maintaining and enhancing the provision of allotments, community orchards and farmers' shops and markets	residents	residents	number of farmer market outlets number of community orchards
 2. Jobs, Education and Housing			
2.1 Help people gain access to a range of employment, education and training opportunities	<p>results in increased employment in areas with employment deprivation</p> <p>results in the increased provision of additional and/or better paid jobs</p> <p>results in increased education and training opportunities</p>	<p>results in a loss of employment in deprived areas</p> <p>results in a reduced provision and range of jobs</p> <p>results in a reduction of education and training opportunities (more impact in poor performing areas)</p>	<p>employment deprivation</p> <p>education deprivation</p> <p>attainment levels</p> <p>number of people in education</p> <p>income deprivation</p> <p>disposable income</p>
2.2 Support investment in people, places, communications and other infrastructure to improve the efficiency, competitiveness, vitality and adaptability of the local economy	<p>results in a diverse range of business sectors</p> <p>results in an increase in higher value jobs</p> <p>results in support for existing and new industries</p>	<p>results in a reduction of the range of business sectors</p> <p>results in a decrease in higher value jobs</p> <p>results in obstruction to existing and new industries</p>	<p>number of business start-ups</p> <p>demand for employment land</p> <p>transport infrastructure capacity</p>
2.3 Help provide decent and	results in the increase of	results in a loss of	deprivation indicators


SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
affordable homes that meet the various needs of all in appropriate locations	employment opportunities	employment	house price to earnings ratios
	results in a decrease in the relative cost of housing	results in an increase in the relative cost of housing	proportion of and size, type, tenure and quality of housing built
	results in the provision of sufficient housing to keep pace with population growth and/or changes in household composition	results in an inadequate provision in the amount of housing relative to housing need	lower quartile house price to lower quartile earnings ratios
	results in the increased provision of housing of an appropriate size, type, tenure and quality to meet current needs	results in an inappropriate mix of housing to meet current need	
	results in an increase in the provision of affordable housing	does not result in an increase in the provision of affordable housing	
 3. Transport			
3.1 Reduce the reliance on private motor vehicles and encourage more sustainable transport modes such as walking, cycling and public transport and contribute to the safety of all highway users.	results in increased access to and provision/use of walking and cycling infrastructure	results in reduced access to and provision/use of walking and cycling infrastructure	numbers of people walking / cycling to work
	results in a reduced need to travel including a reduced risk of road accidents	results in an increase need to travel, increasing the risk of road accidents	travel to work by mode
	results in a reduction of community severance	results in community severance	distance travelled to key services
			distance travelled to work
			passenger rail capacity

SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
	<p>results in a reduction of the necessary distance travelled (particularly by car)</p> <p>results in increased capacity of the passenger rail network</p> <p>results in increased provision/use of and frequency of public transport services</p> <p>results in higher density mixed use development where appropriate</p>	<p>results in an increase in the distance required to travel</p> <p>results in no net increase in the capacity of the passenger rail network</p> <p>results in a reduction in the provision/use of public transport services</p> <p>results in a loss of services and facilities increasing the need to travel</p>	
3.2 Seek to ensure that all new developments can be accessed by a variety of transport modes and provide permeability	results in an increased number of people walking / cycling	results in a decrease in number of people walking / cycling	new development sites offering a real choice of travel modes
 4. Heritage, Place Making and Landscape			
4.1 Conserve and where appropriate, enhance heritage assets, their setting and the wider historic environment	<p>results in the creation of high quality built environments</p> <p>results in the protection and/or enhancement of designated and non-designated heritage assets</p>	<p>results in harm to the quality of built environments</p> <p>results in harm to/loss of designated or non-designated heritage assets</p>	<p>change in condition of heritage assets</p> <p>public satisfaction with quality of built environment</p>

SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
4.2 Create places, spaces and buildings that are attractive and well designed, contribute to a high quality public realm and maintain and enhance diversity and local distinctiveness of townscape character	<p>results in an increase in the daytime and night time population of the urban centres</p> <p>results in an increase in the provision of services (including community facilities), jobs and housing within the city</p> <p>results in a good quality urban environment</p>	<p>results in no net increase in the daytime and night time populations of the urban centres</p> <p>results in a loss of services, jobs and housing within the city</p> <p>results in a poor quality urban environment</p>	<p>daytime population</p> <p>town centre health check</p> <p>crime and anti-social behaviour</p> <p>visitor numbers</p>
4.3 Retain the distinctive character of Fenland's landscape	results in the protection and/or enhancement of landscape character	results in harm to the landscape character	change in landscape character
 <h2>5. Resilience to Climate Change and Flood Risk</h2>			
5.1 Limit or reduce vulnerability to the effects of climate change			
5.2 Minimise and wherever possible remove the vulnerability of people, places and property to the risk of flooding from all sources	<p>results in a reduction in the risk of flooding</p> <p>++ results in development in flood zone 1 making a significant contribution to flood risk reduction</p>	<p>results in an increase in the risk of flooding</p> <p>results in an increase in the amount of development in flood zone 3</p> <p>results in development in flood zone 1 making no contribution to flood risk</p>	<p>amount of development approved in each flood risk category</p> <p>number of planning applications granted permission contrary to Environment Agency advice</p> <p>number of homes and businesses at risk of flooding</p>

SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
		reduction	
 6. Land Use and Wildlife			
6.1 Minimise the irreversible loss of undeveloped land, particularly high grade agricultural land	results in the preservation of best and most versatile land	results in harm or loss to best and most versatile land (grade 1 or 2)	protection of agricultural land house completion data employment completion data
6.2 Utilise brownfield sites for re-development in appropriate circumstances	encourages development on brownfield land with minimal development on green field sites	encourages development on greenfield land	protection of agricultural land house completion data employment completion data
6.3 Minimise and avoid where possible impacts to biodiversity and geodiversity, both within and beyond designated sites of international, national or local significance, and on protected species	results in the protection and/or enhancement of habitats and species	results in harm to habitats and/or species results in harm to designated sites	change in integrity and or condition of habitats / designated sites numbers of priority BAP species affected change in landscape character number of developments permitted contrary to Natural England advice
6.4 Achieve net gains in	results in the protection and/or	results in harm to habitats	change in integrity and or

SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
biodiversity and create and enhance an ecological network that is resilient to the effects of climate change	enhancement of habitats and species results in the protection and/or enhancement of landscape character	and/or species results in harm to the landscape character results in harm to designated sites	condition of habitats / designated sites numbers of priority BAP species affected number of developments permitted contrary to Natural England advice
 7. Water Resources			
7.1 Minimise water consumption and encourage re-use	results in a reduction in water consumption re-use of water increases	results in an increase in water consumption no re-use of water	water consumption levels water re-use levels
7.2 Avoid deterioration and seek opportunities to enhance water quality in rivers and other water bodies	results in a reduction in the risk of combined sewage overflows results in a reduction of the sources of water pollution results in an improvement in the water quality of rivers, other water bodies and/or groundwater supplies	results in an increased risk of combined sewage overflows results in an increase in the sources of water pollution results in a degradation in the quality of water in rivers, other water bodies and/or groundwater supplies	risk of combined sewage overflows change in water quality of water bodies
8. Pollution and Waste			
8.1 Reduce emissions of	results in a reduction of the	results in an increase in the	changes in levels of noise, light

SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
greenhouse gasses and other pollutants (including air, water, soil, noise, odour, vibration and light)	sources of pollution which affect human health, such as noise, light and air pollution	sources of pollution which affect human health, such as noise, light and air pollution	and odour pollution affecting sensitive receptors number of illnesses and deaths caused through pollution carbon dioxide / methane emissions
8.2. Reduce the risk of pollution to the environment from contaminated land	results in fewer people at risk	results in more people at risk	planning applications assessed
8.3 Support and enhance opportunities for the reduction, reuse and recycling of waste	results in a reduction in waste arisings results in an increase in waste recovery / re-use and / or recycling (including energy from waste)	results in an increase waste arisings results in an increase in waste for landfill	waste arisings waste landfilled waste recovered including energy produced in MWh
 9. Sustainable Resources			
9.1 Reduce energy consumption and increase the use of renewable and low carbon energy sources	promotes an increase in renewable energy generation results in improvements in the energy efficiency of new and existing developments results in a reduction of	results in a further reliance on non-renewable and high carbon energy sources results in a reduction in the energy efficiency of developments	kWp of installed renewable energy capacity kWh renewable energy usage carbon dioxide / methane emissions

SUSTAINABILITY APPRAISAL FRAMEWORK			
OBJECTIVE	POSITIVE EFFECT	NEGATIVE EFFECT	INDICATOR
	unmitigated carbon dioxide / methane emissions	results in an increase in the levels of unmitigated carbon dioxide / methane emissions	percentage of new developments meeting BREEAM 'excellent' standard percentage of households in fuel poverty percentage of households reliant on fossil fuels
9.2 Support the use of locally sourced building materials and encourage those that are of a sustainable form and allow for re-use	results in a reduction in current consumption of non-renewable resources results in an increase in the use of materials which are designed for re-use	results in an increase in the consumption of non-renewable resources results in an increase in the use of non-recyclable and/or non-reusable materials	amount of raw materials imported / used amount of secondary / recycled materials used

- 4.4 As the Local Plan is being progressed, each emerging Policy will be assessed against the sustainability objectives identified above, using the assessment criteria (positive and / or negative effect). Each policy will be scored using the Sustainability Appraisal Scoring System at Figure 4 in Section 2.

5. Next Steps

- 5.1 This Scoping Report for the Sustainability Appraisal of the new Fenland Local Plan has been undertaken according to current National Planning Practice Guidance and is the outcome of the first stage (**Stage A**) of the SA process.
- 5.2 The review of relevant plans and programmes should be used to ensure that the Local Plan accords with the sustainability objectives and requirements of the relevant national, regional and local policy guidance, plans, and strategies. The SA Framework of objectives, positive and negative effects and indicators has been drafted, and is the tool against which the options, policies and proposals of the Local Plan will be appraised. Baseline information has been collected which will also be used as a basis for the appraisal of policies and proposals against which to judge their effects on the Local Plan. It should also be noted that more data and information will likely become available as the SA progresses. This will need to be incorporated into the SA process and the final SA Report.
- 5.3 The stages of SA are set out in Figure 3 in Section 1 of this report. Following consultation on this draft SA Scoping Report, the Council will undertake the next stages (Stages B and C, and part of Stage D) of the SA for the Fenland Local Plan. This principally involves the assessment of the effects of the emerging Local Plan, using the SA Framework, and preparation of the SA Report.
- 5.4 The details for the preparation, format and content of the Local Plan are still being developed. As a result, it is not yet possible to be prescriptive about how the SA process will feed into, and help refine the Local Plan. However, the following sections outline the key considerations for how it is envisaged the tasks will be undertaken at this stage. The exact format of outputs from these tasks will be determined at each stage in the process.

Stage B: Developing and refining alternatives and assessing effects

1. Test the Local Plan objectives against the SA Framework

- 5.5 It is intended that the objectives developed through this SA scoping report process, i.e. the Sustainability Appraisal Framework, will be the same as the objectives of the Local Plan. Traditionally, sustainability objectives are developed for the Local Plan and these are then tested against those of the SA. By ensuring that the Plan and SA are prepared with a single set of objectives, this should ensure that there is no conflict between the objectives of the Plan and the sustainability principles formulated through the SA process. If the Plan is intended to meet all of the objectives identified through the SA process, then the two sets of objectives should naturally be the same.

2. Develop the Local Plan options including reasonable alternatives

- 5.6 By testing each emerging policy in the Local Plan against the sustainability objectives, (using the defined decision making criteria in the SA framework), this should ensure that all policies are compatible with the Plan objectives and by extension meet the sustainability principles identified of the SA. Fenland is currently considering options for the development of the Local Plan. It is likely that the main types of option (or 'alternatives') that will be considered will be as follows:

- Alternative overall spatial strategies for development
- Alternative policy approaches (including criteria based policies)
- Alternative site allocations/areas of growth

5.7 The SEA Directive requires only “reasonable alternatives” to be taken into account, and so not every possible alternative will be considered. In some instances, other policy considerations (e.g. those contained within Neighbourhood Plans) may pre-determine which policy approach needs to be adopted, effectively ruling out some options. In any event, the number of options will need to be kept manageable and focused on those aspects where real choices have to be made.

3. Evaluate the likely effects of the Local Plan and alternatives

5.8 The significant effects of each of the options considered will be compared with the likely evolution of the Fenland district without the Local Plan. Policy options for the Local Plan, including the Preferred Options, will need to be appraised as they are developed. The SA objectives along with the positive and negative effects identified in the SA Framework will be used to assess the likely significant effects of the emerging policy options. These effects can include secondary, cumulative, synergistic, short, medium, long-term, permanent, temporary, positive and negative effects. Any judgements made through the assessment of policy options will be explained including any assumptions, in order to make the SA process as transparent as possible. The application of the SA Framework should also assist in the transparency of the SA.

4. Consider ways of mitigating adverse effects and maximising potential effects

5.9 Conclusions on the sustainability strengths and weaknesses of each option will be recorded in the SA Report, together with recommendations for improving the positive effects and reducing (mitigating) potential negative effects. Reasons for eliminating other options will also be recorded. In many instances however, it is likely that it will not be possible to quantify the effects of the Plan, especially given that the Local Plan will be only one influence on what actually happens on the ground. It is intended that sufficient flexibility is built into the Plan in order to respond to changing circumstances (such as economic upturns/downturns).

5. Propose measures to monitor the significant effects of implementing the Local Plan

5.10 The SA Framework lists a series of indicators which will help to develop a monitoring framework with which to monitor the effects of the adopted Plan. Most if not all of the anticipated effects are currently monitored through some existing mechanism, however through consultation on the SA and the emerging Local Plan policies it may become apparent that some additional monitoring mechanisms may be required, if for example potential effects are identified which are not currently monitored.

Stage C: Preparing the Sustainability Appraisal Report

- 5.11 The Final SA Report when written will show in detail the SA process which was undertaken, along with the results of the appraisal of the policy options of the Local Plan. It will include an overall assessment of the sustainability effects of the Local Plan policies on each of the SA/Plan objectives. The final report structure is subject to change following consultation on the SA and the emerging Local Plan.

Stage D: Seek representations on the sustainability appraisal report from consultation bodies and the public

- 5.12 The final SA Report for the Local Plan will be consulted on for a statutory minimum six-week period alongside the Local Plan as part of the proposed submission public consultation stage. Consultation will need to comply with the Council's Statement of Community Involvement and the requirements of the SEA Directive. Should any significant changes be made to the Local Plan as a result of public consultation, additional appraisal work may need to be carried out and the SA Reports may need to be amended to reflect the results.

Stage E: Post adoption reporting and monitoring

1. Prepare and publish post-adoption statement

- 5.13 Regulation 16 of the Environmental Assessment of Plans and Programmes Regulations 2004 states that as soon as is reasonably practicable after adoption of the Local Plan, the Council must publish an adoption statement. This statement will include the title of the Plan, the adoption date, the address where copies of the document and accompanying SA can be viewed and the times they can be viewed. The Council will also inform the statutory consultees and those persons who made representations at pre-submission stage or who asked to be informed of the adoption.

2. Monitor significant effects of implementing the Local Plan

- 5.14 The final SA Report will set out recommendations for monitoring the sustainability effects of the Local Plan, including a set of proposed indicators. Measures for monitoring will be linked to the SA process, that is, the objectives and indicators used in assessing the effects of the Plan, features of the baseline, the likely significant effects and the mitigation measures proposed to off-set adverse significant effects. The monitoring results will be reported in the Council's Authority Monitoring Report, published yearly.

3. Respond to adverse effects

- 5.15 Regulation 17 of the Environmental Assessment of Plans and Programmes Regulations 2004 requires councils to monitor the significant environmental effects of the Plan, in order that any unforeseen adverse effects can be identified at an early stage and appropriate mitigation measures can be implemented.

Appendices

Appendix A: List of relevant Policies, Plans, Programmes, Strategies and Initiatives (PPPSIs)

International Policy
Bern Convention on the Conservation of European Wildlife and Natural Habitats (1979)
Ramsar Convention on Wetlands of international importance, especially waterfowl habitat (1971)
Bonn Convention on Conservation of Migratory Species (1979)
Air Quality Framework Directive (96/62/EC)
Bathing Water Quality Directive (76/160/EEC)
Directive 92/43/EEC, on the conservation of natural habitats and of wild fauna and flora (EC Habitats Directive),
Directive concerning the protection of waters against pollution caused by nitrates from agricultural sources (Nitrates Directive) (91/676/EEC)
Directive 2008/50/EC on Ambient Air Quality and Cleaner Air for Europe
Directive 2009/147/EC of the Conservation of Wild Birds
Directive to Promote Electricity from Renewable Energy (2001/77/EC)
Directive 2008/98/EC on Waste (Waste Framework Directive) (2010)
Kyoto Protocol to the UN Framework Convention on Climate Change (1992)
UNESCO Convention Concerning the Protection of the World Cultural and National Heritage (1972)
Urban Waste Water Treatment Directive (91/271/EEC)
United Nations Framework Convention on Climate Change (UNFCCC) (1992)
Paris Agreement under the UNFCCC (2016)
2030 Agenda for Sustainable Development (2015)
Water Framework Directive (2000/60/EC)
National Policy
Air Quality Standards Regulations (2010)
Anaerobic Digestion Strategy and Action Plan (2011)
Biodiversity 2020: A Strategy for England's Wildlife & Ecosystems Services 2011 (DEFRA)
Circular 06/05: Biodiversity & Geological Conservation – Statutory Obligations and their Impact within the Planning System
Climate Change: The UK Programme (2006)
Code of practice for the sustainable use of soils on construction sites (2018)
Conservation of Habitats and Species Regulations 2017
DEFRA (2004) Making space for water: Developing a new Government strategy for flood and coastal erosion risk management in England. A Consultation Exercise.
DEFRA (2005). Securing the Future – UK Government Strategy for Sustainable Development
DEFRA (2008) Future Water: The Government's water strategy for England
DEFRA (2017) Water resources planning: how water companies ensure a secure supply

National Policy
of water for homes and businesses
Department for Transport - The Future of Transport a network for 2030 (2004)
DEFRA (2011) Biodiversity 2020: A strategy for England's wildlife and ecosystem services
DEFRA (2013) Waste Management Plan for England
DEFRA (2012) National Policy Statement for Waste Water
DEFRA (2011) Rights of Way Circular (1/09)
DETR (2000) Government Rural White Paper: Our Countryside: the Future – a Fair Deal for Rural England
DETR (2007) The Air Quality Strategy for England, Scotland, Wales, and Northern Ireland (Volume 1)
DoT Cycling and Walking Investment Strategy 2017
'A Green Future: Our 25 Year Plan to Improve the Environment' (2018)
Enterprise and Regulatory Reform Act 2013
Environment Agency (2001) Water Resources for the Future – A Strategy for England and Wales
Government Office for Science (2004) Foresight Report: Future Flooding
Growth and Infrastructure Act 2013
Health and Social Care Act 2012
Infrastructure Act 2015
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