

Cambridge Local Plan - Towards 2031 Issues & Options Report

June 2012



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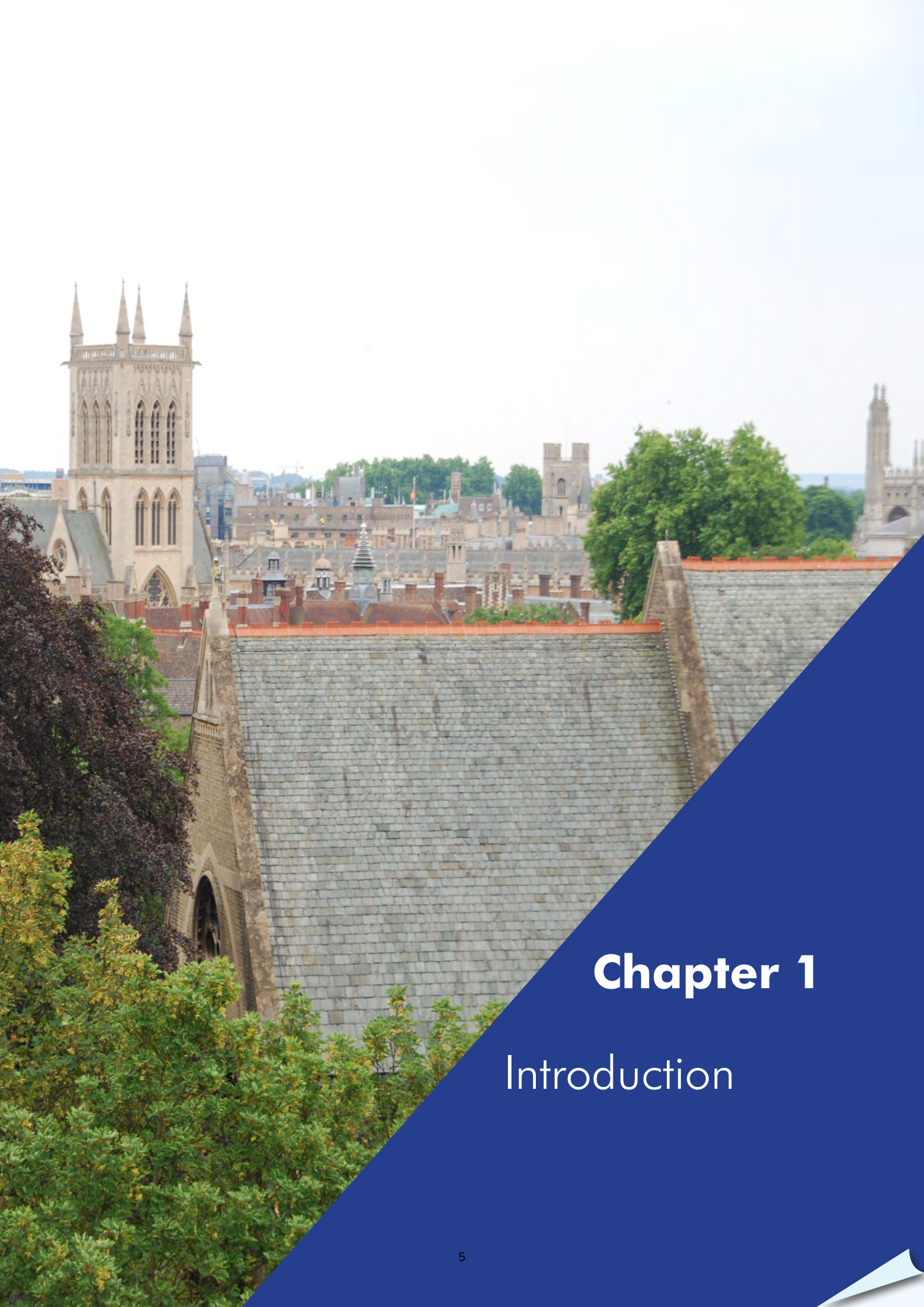
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Acronyms

Acronyms	Definition
AAP	Area Action Plan
AQMA	Air Quality Management Area
BID	Business Improvement District
BREEAM	Building Research Establishment Environmental Assessment Method
CB1	Development around Cambridge Railway Station
CIL	Community Infrastructure Levy
CLG	Department for Communities and Local Government
CO₂	Carbon Dioxide
CSRRS	Cambridge Sub-Region Retail Study
CWS	County Wildlife Site
CIWS	City Wildlife Site
CUFC	Cambridge United Football Club
DfT	Department for Transport
DPD	Development Plan Document
DPH	Dwellings per Hectare
EEDA	East of England Development Agency
EEFM	East of England Forecasting Model
GFA	Gross Floor Area
GIFA	Gross Internal Floor Area
HCA	Homes and Communities Agency
HHSRS	Housing Health and Safety Rating System
HMO	Housing in Multiple Occupation
HQI	Housing Quality Indicators
HRA	Habitats Regulations Assessment
ICNIRP	International Commission on Non-Ionising Radiation Protection
IDS	Infrastructure Delivery Study
IPPG	Informal/Interim Planning Policy Guidance
LDF	Local Development Framework
LHA	Local Housing Allowance
LNR	Local Nature Reserve
m²	Square Metres
MW	Megawatt
MWe	Megawatt electrical
NIAB	National Institute of Agricultural Botany
NIAB1	North West Cambridge – Land between Huntingdon Road and Histon Road
NIAB2	Development north of NIAB1 in South Cambridgeshire
NO₂	Nitrogen Dioxide
NERC	The Natural Environment and Rural Communities Act
NPPF	National Planning Policy Framework
PPS	Planning Policy Statement

Acronyms	Definition
PRV	Protected Roadside Verge
RECAP	Recycling for Cambridgeshire and Peterborough
RSS	Regional Spatial Strategy (also known as the East of England Plan)
SA	Sustainability Appraisal
SCDC	South Cambridgeshire District Council
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SPD	Supplementary Planning Document
SRS	Supplementary Retail Study
SSSI	Site of Special Scientific Interest
SuDS	Sustainable Drainage Systems
TPO	Tree Preservation Order
WWTW	Waste Water Treatment Works



Chapter 1

Introduction

CHAPTER 1 – INTRODUCTION

What is the Local Plan and how does it affect me?

- 1.1 The Cambridge Local Plan sets out policies and proposals to guide the future development of Cambridge. It also sets out where future development will take place, and identifies land for new housing, community facilities, shops and employment. In addition the Local Plan identifies land to be protected from development, such as the Green Belt and open space. It is the key document used to determine planning applications for new development in the City.
- 1.2 The current Local Plan was adopted in 2006. Now the City Council is required to produce a new Local Plan, which will plan for and manage development to 2031. This report sets out the issues we think are facing Cambridge over the next 20 years and the potential options for dealing with these issues. We are seeking your views on these in order to help us shape the new Local Plan.
- 1.3 Planning is important as it affects many aspects of our lives, from where we live and work, to where we shop and spend our free time. Planning has not only shaped the new development that has taken place in Cambridge but it has also helped to protect much of what makes Cambridge special, from its historic buildings to the parks and open spaces that help to give the city its special character. As we seek to review and update the Local Plan for Cambridge, it is important that we get it right so that Cambridge continues to be a place where people want to live, work, study and visit.

Why does the current Local Plan need updating?

- 1.4 The current Local Plan has been successful in helping to deliver new housing and high quality development. A key aim of this Local Plan was to provide for more housing to redress the imbalance between houses and jobs. Land at the edge of Cambridge was therefore released from the Green Belt to provide for new housing, along with new community facilities, open spaces, transport infrastructure, and local shopping, for use by both new and existing communities. These sites are now, for the most part, either being developed or are at the outline planning application stage.
- 1.5 The current Local Plan has, for the most part, been successful in striking a balance between enabling new development and protecting what it is that makes Cambridge special. However, the planning system has undergone a massive change in recent years. The result is that the 2006 Local Plan now needs to be updated.
- 1.6 In addition, new planning issues have emerged in Cambridge in recent years that require the development of new policy. For example, the loss of public houses has become a real concern to local residents in the last year, as has the issue of how to retain a diversity of shopping choice in centres such as Mill Road. By reviewing the Local Plan now we can take stock of what the key planning issues for Cambridge are and develop new policies to address these issues.

- 1.7 The Council is responsible for looking forward and setting the level of housing and employment provision that we need in Cambridge over the next 20 years. This task is a hugely important one and has the potential to affect the lives of all who live and work in the city now and in the future. We are starting that process with this Issues and Options Report as a means of identifying the key questions and issues that lie ahead, and the various potential ways in which we could respond to those challenges. We want this process to enable us to engage with our communities from the outset of this process. This report will be the subject of a six-week consultation period between June and July 2012.
- 1.8 Land in Cambridge is precious and is under significant development pressure. We enjoy an enviable quality of life and environment here, and do not want to lose that. We need to balance the competing demands on the city and also provide for our needs and those of future generations. The Local Plan is the process by which these competing requirements are managed.
- 1.9 There are fundamental questions that need to be explored at this Issues and Options stage in order to ensure that the process of delivering a new plan is robust and comprehensive from the outset. These include key considerations around how many new homes and jobs should be provided to 2031 and where they should go.
- 1.10 These questions need to be worked through and informed by the views of our communities. As the preparation of the Local Plan continues, everything will be brought together in order to ensure that the right approach is developed and agreed. This means that whilst the provision of new homes and jobs is important, a balance needs to be achieved with other objectives. Cambridge is a special place and the future shape and function of the city needs careful consideration. There are constraints on the amount of development that can take place within Cambridge, given its space limitations, historic environment, and limited infrastructure. There is also the importance of protecting the Green Belt and enhancing the unique setting of Cambridge. There will be difficult choices to be made but these are decisions that we need to make locally, not have handed down to us. This document is the start of that process.

The Localism Act

- 1.11 The Localism Act (2011) sets out proposals to shift power away from central government and towards local people. In terms of the planning system, the Act contains proposals to make the system clearer, more democratic and more effective. One of the most significant changes made by the Localism Act is the introduction of neighbourhood planning which gives communities the power to ensure they get the right types of development for their area, via measures such as developing policies in Neighbourhood Plans. These Neighbourhood Plans must be in general conformity with the strategic policies of the Local Plan. So it is important that communities contribute to the development of the Local Plan, and that the new Local Plan addresses those planning issues that are specific to certain areas of the city.

- 1.12 The Localism Act, which received royal assent in November 2011, also provides the legal framework for the abolition of Regional Spatial Strategies (RSS). It is this document, the East of England Plan, which currently (until it is abolished) sets the targets for housing and employment provision in Cambridge. More information on the number of jobs and homes to be provided in Cambridge is provided in Chapter 3 of this report.

The National Planning Policy Framework

- 1.13 The Government has recently streamlined national planning policy with the adoption of the National Planning Policy Framework (NPPF) in March 2012. At the heart of this document lies the ‘presumption in favour of sustainable development’. In terms of plan making and the review of the Local Plan, the NPPF gives a 12 month transitional period for councils to update their plans to ensure consistency with the policies contained within the NPPF. Emerging plans will also be given weight in the determination of planning applications. Whilst the current Local Plan is considered to be in general conformity with the NPPF, it is important that the City Council presses ahead with its replacement.

What is Sustainable Development?

- 1.14 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. This concept is hard to define. The NPPF refers to the United Nations General Assembly definition of “meeting the needs of the present without compromising the ability of future generations to meet their own needs”. It also refers to the UK Sustainable Development Strategy ‘Securing the Future’ which sets out five ‘guiding principles’ of sustainable development:
- Living within the planet’s environmental limits;
 - Ensuring a strong, healthy and just society;
 - Achieving a sustainable economy;
 - Promoting good governance; and
 - Using sound science responsibly.
- 1.15 There are three dimensions to sustainable development: economic, social and environmental. To achieve sustainable development, the NPPF states that economic, social and environmental gains should be sought jointly and simultaneously through the planning system. For example, economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities.
- 1.16 As referred to above, at the heart of the NPPF is a ‘presumption in favour of sustainable development’, for both plan-making and decision-making. For plan-making this means that local planning authorities should positively seek opportunities to meet the development needs of their area. Local plans should meet needs, which are based upon evidence, and they should be

flexible and able to adapt to rapid change, unless any adverse impacts of doing so would significantly outweigh the benefits, or development is within protected areas.

- 1.17 For decision-making, this means approving development proposals that accord with the development plan without delay. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts would significantly outweigh the benefits.
- 1.18 This shows the importance of having an up to date Local Plan for Cambridge, which positively plans for identified needs, and which carefully balances economic, social and environmental aspects in order to achieve the greatest benefits for the city, leading to sustainable development.

Question

1.1 What do you think sustainable development means for Cambridge?’

Your Local Plan needs you

- 1.19 We need your help to identify all of the planning issues facing Cambridge in order to develop appropriate policies to address them. As mentioned above, this report has been prepared to invite you to comment on key issues that have been identified, and our suggested policy options to address them. However, it also provides you with an opportunity to suggest any issues that you feel may have been overlooked, comment on which of the options you think are most appropriate, or tell us about any other options you may have thought of.
- 1.20 The issues in this report have been identified through developing an evidence base about the economic, social and environmental characteristics of Cambridge and how this will change over the next 20 years. This has involved the completion of a number of studies as well as working with key stakeholders, organisations and groups across the city. These studies include the Strategic Housing Land Availability Assessment, an assessment of Open Space provision across the city, an Employment Land Review, Retail Needs Assessment, and an assessment of the renewable energy capacity of Cambridge. Appendix A sets out the studies and surveys that have been produced as evidence.
- 1.21 In addition, ideas have been gathered at a series of workshops. These were held with councillors, stakeholders, developers, agents and residents’ associations between December 2011 and February 2012. The purpose of the workshops was to explain how the Local Plan will be prepared, to encourage people to get involved and to discuss issues and concerns from an early stage. Reports documenting these workshops can be found on the City Council’s website at the following link:

<http://www.cambridge.gov.uk/localplanreview>

- 1.22 Workshop attendees were also invited to one-to-one meetings with planning policy officers. Several of these meetings were held and the information gathered has fed into the development of issues and options.
- 1.23 The Issues and Options Report pulls all of this information together and provides an opportunity for local residents and other key stakeholders and organisations to have sight of and discuss a range of issues and options relevant to the future planning and development of the city.

Working with neighbouring authorities (the ‘Duty to Cooperate’)

- 1.24 Planning issues are not constrained to local authority boundaries. The NPPF states that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those that relate to strategic priorities. Councils are required to work collaboratively to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual local plans. As such, the Issues and Options Report has been developed through joint working with South Cambridgeshire District Council which encircles the city, and Cambridgeshire County Council which is responsible for the planning of transport, schools, libraries and minerals and waste in Cambridge and the county as a whole.
- 1.25 South Cambridgeshire District Council is also developing a new Local Plan, and it is advantageous that this is following approximately the same timetable as the Cambridge Local Plan. Many of the evidence based studies have been carried out jointly, and the identification of possible new broad locations for housing at the edge of Cambridge (see chapter 3) has been carried out jointly.
- 1.26 Joint working arrangements have been developed between the City Council, South Cambridgeshire District Council and the County Council in order to address strategic cross boundary issues as part of the Local Plan review process for each Council, as well as addressing transport related issues. As a result, the Cambridge City, South Cambridgeshire and County Council Strategic Transport and Spatial Planning Group has been established.
- 1.27 At a County level, appropriate arrangements have been put in place to facilitate the duty to co-operate on strategic planning issues across the county, with the establishment of a Joint Strategic Planning Unit.

What does the Issues and Options Report cover?

- 1.28 The structure of the Issues and Options Report is provided below. Although chapters relate to different topic areas, we have tried to emphasise the fact that all these topics are very much integrated. For example, in any new development there can be net gains across the three dimensions of sustainable development (economic, social and environmental) if this is considered at a sufficiently early stage.
- 1.29 The Issues and Options Report provides a vision for Cambridge to 2031, a number of possible overarching strategic objectives, strategic priorities, a spatial strategy for development in Cambridge to 2031, as well as policy

options on a number of different topic areas. Details of the sequence and contents of the individual chapters are provided in the bullet points below.

- Chapter 2 sets out a possible vision for Cambridge to 2031 and a number of strategic objectives.
- Chapter 3 is concerned with the spatial strategy and focuses on the approach to housing and employment provision.
- Chapter 4 sets out a number of other strategic spatial options, dealing with matters such as the Green Belt and the City Centre.
- Chapter 5 deals with potential opportunity areas, which are areas in the city which have been identified as having the potential to be considered for future improvement or development over the plan period.
- Chapter 6 is concerned with sustainable development, climate change, water resources and flooding.
- Chapter 7 deals with delivering high quality places in Cambridge and is concerned with design, landscape, and public realm.
- Chapter 8 sets out options to protect and enhance both the historic built environment and the natural environment.
- Chapter 9 is concerned with delivering high quality housing.
- Chapter 10 deals with building a strong and competitive economy, including sections on employment, retail, higher and further education and tourism.
- Chapter 11 is concerned with creating successful communities, including the provision of open space, leisure facilities and community facilities.
- Chapter 12 deals with promoting and delivering sustainable transport and other kinds of infrastructure, and the mechanisms for doing so.

- 1.30 The Local Plan does not cover minerals and waste planning, as this is the responsibility of Cambridgeshire County Council. Policies in the recently adopted Minerals and Waste Development Plan form part of the wider development plan for Cambridge.

Sustainability Appraisal

- 1.31 Alongside this Issues and Options Report, we are also consulting on the Interim Sustainability Appraisal (SA). This document assesses the options identified against a range of social, environmental and economic topics and helps to identify all the likely significant effects. The SA advises on ways in which any adverse effects could be avoided, reduced or mitigated or how any positive effects could be maximised. This helps us to ensure that as the policies are developed in the Local Plan, they are in keeping with the aims of sustainable development. We would encourage you to look at this document and send us your comments.

Other assessments

- 1.32 As part of plan-making, other assessments are required. Habitats Regulation Assessment (HRA) is required under the European ‘Habitats Directive’ (92/43/EEC). It is an assessment of the potential impacts of implementing a plan or policy on European sites of nature conservation importance (Natura 2000 Sites) and aims to avoid any potential damaging effects.
- 1.33 There are no Natura 2000 sites within Cambridge City Council’s boundary, and so any potential impacts would be related to potential changes to the water environment, which could have an impact on more distant sites such as the Ouse Washes. This will be taken into account during the development of the Local Plan.
- 1.34 A formal assessment will be undertaken when a draft Local Plan has been developed, before pre-submission consultation, as it will not be until this time that the potential impacts can be properly assessed. This approach has been discussed and agreed with Natural England.
- 1.35 The Equality Act 2010 requires local authorities to consider how their policies and decisions impact disadvantaged groups and how it will minimise this impact. The Council will undertake this through an Equalities Impact Assessment. This assessment will also be undertaken when a draft Local Plan has been developed, before pre-submission consultation, as it will not be until this time that the potential impacts can be properly assessed.

How to have your say

- 1.36 Once you have looked through this Issues and Options Report, please send us your comments. A number of questions have been set out and it would be helpful if you could respond to these. However, you may also make comments on any option or paragraph in the report. There are a number of ways in which you can do this:
- **Using the Council’s online consultation system** - This is the Council’s preferred means of receiving representations because it is the fastest and most accurate method and it will help us to manage your representations quickly and efficiently. Separate instructions on how to use the electronic form are provided on the website and officers in the planning policy team are always available to help if you have any queries. Please go to the following link: <http://cambridge.jdi-consult.net/ldf>
 - **Using a response form** - If you do not have access to a computer, a paper form can be completed and sent to the Council. Copies of the response form are available from the planning policy team.
- 1.37 Please note that the deadline for responses is 5pm on 27th July 2012. Unfortunately responses received after this deadline can only be accepted in exceptional circumstances. If you have any queries as to how to submit a representation please contact the planning policy team.

What happens next?

- 1.38 This Issues and Options Report is just the first phase in developing the new Local Plan for Cambridge. Once consultation on this report has finished we will consider all of the representations received, using them to refine the policies that will be included in the Local Plan.
- 1.39 In autumn/winter 2012, we will hold a further round of consultation on sites that have been identified for allocation for a particular type of development such as employment, community facilities, shopping etc. We will define and identify specific site boundaries on maps, for your consideration. The consultation will also bring together information from other studies such as the Strategic Housing Land Availability Assessment (SHLAA) and the Open Space Strategy.
- 1.40 We will then draft the actual Local Plan, which will be subject to a further round of public consultation prior to being submitted to the Secretary of State for examination. At this stage, an independent government inspector will consider the ‘soundness’ of the Local Plan at a public examination. In other words, the inspector will consider whether the plan has been positively prepared, and that its policies are justified, effective and are in conformity with the NPPF. Following this the inspector will produce a report of his or her findings, and then the Council will formally adopt the Local Plan. These stages are illustrated in figure 1.1 below.

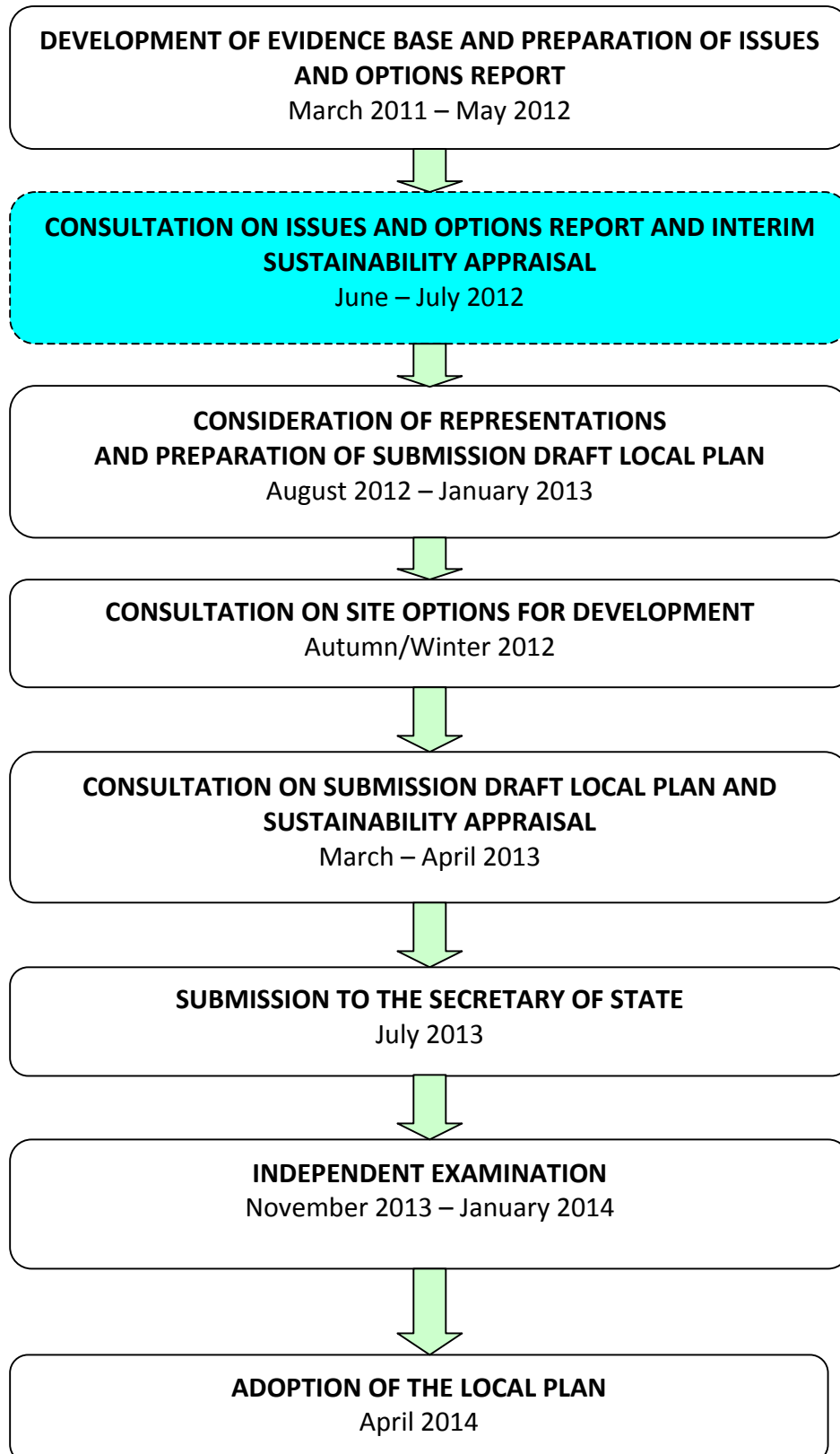
We’re here to help

- 1.41 Your views are important to us, but we recognise that the planning system is not always easy to understand and navigate. We want to make sure that as many people as possible have an opportunity to have their say on the new Local Plan, regardless of their previous experience with planning matters. That is why we are here to help at every stage of the process. Officers from the planning policy team are available to help guide you through the process of preparing the new Local Plan. You can contact us using one of the following methods:
- You can phone us on 01223 457000 (ask to speak to someone in the planning policy team);
 - You can email us at policysurveys@cambridge.gov.uk
- 1.42 There will also be opportunities for you to meet officers face-to-face throughout the process of preparing the new Local Plan, through exhibitions timed to take place at key points in the preparation of the document. Details of these events, together with up to date information on the Local Plan review can be found on the Council’s Local Plan website:
- <http://www.cambridge.gov.uk/localplanreview>
- 1.43 For those who use social media, we shall also be providing regular updates on the Council’s facebook page and twitter feed.

Question

1.2 What do you like about Cambridge and what do you think makes it special?

Figure 1.1: Stages in the preparation of the new Cambridge Local Plan





CB1 see the future,
be part of it

e

Chapter 2

Vision

CHAPTER 2 – THE VISION AND STRATEGIC OBJECTIVES FOR CAMBRIDGE TOWARDS 2031

- 2.1 It is important that we develop a vision that sets out our aspirations for the future of Cambridge. In setting the new vision for Cambridge towards 2031, it is helpful to look back at the vision contained within the 2006 Local Plan:

The Vision for Cambridge in the 2006 Cambridge Local Plan

The vision for Cambridge is of a compact, dynamic city with a thriving historic core surrounded by attractive and accessible green spaces. It will continue to develop as a centre of excellence and world leader in the fields of higher education and research, and it will foster dynamism, prosperity and further expansion of the knowledge-based economy. It will also grow in importance as a sub-regional centre for a wide range of services. The Local Plan for Cambridge seeks to guide and facilitate growth in a sensitive and sustainable manner, ensuring that the high environmental quality of the city is protected and enhanced and that future developments offer a full range of opportunities to all its citizens.

- 2.2 While this vision has served us well over the last six years, it does not encompass all of the elements that should now act as key drivers for the growth and continued success of the city. While growth presents many challenges, it also presents an opportunity to support the development of Cambridge as a more sustainable low carbon city with a thriving economy, which embraces its past while also looking to the future. The achievement of such a vision will require innovation and the embedding of the principles of sustainable development and high quality design within all new development proposals.

Option 1 - Cambridge 2031 Vision

The following elements should be at the heart of the vision for Cambridge towards 2031:

- A world class city that is compact, dynamic and has a thriving City Centre;
- A place where new development helps to support the city's transition to a more environmentally sustainable and successful low carbon economy;
- A city that builds on the city's reputation as a leader in higher education and research, recognising the importance of the University of Cambridge, the Colleges and Anglia Ruskin University;
- A city where there is a diverse range of employment which will accommodate the needs of all;
- A city where there is enough good quality housing of different types and sizes including affordable housing, with balanced and integrated communities of all household types;

- A city that encourages innovation and requires design excellence, and which embraces design that contributes positively to Cambridge's distinctive identity;
- A city where green spaces, trees, the River Cam and other water features are protected and enhanced and where new green spaces and trees are established for the benefit of residents and the environment;
- A city that protects its heritage while also reusing its historic buildings in a positive and appropriate way;
- An uncongested and clean city, where travelling primarily by foot, bicycle or public transport is the norm;
- A city that enjoys an enviable quality of life, where residents feel a part of a community in which they have a voice;
- A city that is inclusive for all, combining prosperity, affordability, health, safety and a good social mix; and
- A city served by successful and easily accessible local centres, offering a choice of shopping services and community facilities for all needs and households.

Question

2.1 What are your views about the proposed vision for Cambridge? Does the vision presented above cover all the right elements or have we missed anything out?

Strategic objectives

2.3 It is also important that the new Local Plan sets out strategic objectives for the place we want Cambridge to be in 2031. More detailed objectives relating to specific topic areas are set out within subsequent chapters of this report. Proposed strategic objectives are set out below, which we would like your comments on:

1. To ensure that all new development contributes to the vision of Cambridge as an environmentally sustainable city, where it is easy for people to make the transition to a lifestyle that results in lower carbon dioxide emissions;
2. To ensure that all new developments have a neutral impact on water, contribute to an overall flood risk reduction and help improve the quality of the River Cam and other water features in the city;
3. To ensure that all building development is of the highest quality standard, both in terms of its design and any impact upon its surroundings;
4. To ensure that all new development contributes to the positive management of change in the historic environment, protecting,

enhancing and maintaining the unique qualities and character of the city for the future;

5. To protect and, where appropriate, enhance the character and quality of the appearance of the Cambridge skyline;
6. To protect and enhance the landscape setting of the city and the green corridors penetrating the urban area;
7. To protect and enhance the network of green spaces in the city;
8. To provide new housing to meet the needs of the city and contribute towards meeting the needs of the Cambridge Sub-region;
9. To provide an appropriate mix of housing types, sizes and tenures to meet existing and future needs;
10. To assist the creation and maintenance of environmentally sustainable communities, where everyone feels included;
11. To promote and support economic growth in environmentally sustainable and accessible locations;
12. To recognise innovation and enable Cambridge's role as a world leader in higher education, research, and knowledge-based industries;
13. To ensure that Cambridge is a vibrant and thriving city with a varied range of shopping facilities in accessible locations that meet the needs of people living, working and studying in, or visiting, the city;
14. To maintain a high quality of life by maintaining and enhancing provision for open space, sports and recreation as well as ensuring that the city has a broad range of community facilities and leisure activities, including arts and cultural venues that serve Cambridge and the Sub-region;
15. To minimise the distance people need to travel, and to make walking and cycling the first choices of travel;
16. To make it easy for everyone to move around the city, and in particular to be able to access jobs and essential services;
17. To ensure adequate provision of environmentally sustainable forms of infrastructure to support the demands of the city; and
18. To promote a safe and healthy environment, minimising the impacts of development.

Strategic priorities

- 2.4 The NPPF requires that local planning authorities should set out the strategic priorities for the area covered by the Local Plan. It explains that these are strategic policies to deliver things such as homes, jobs, retail, leisure, infrastructure, and environmental conservation and enhancement¹.

¹ NPPF (2012) paragraph 156

- 2.5 Within this Issues and Options Report, those options that may be developed to create strategic policies in the Local Plan, have been identified as ‘strategic priorities’.



Chapter 3

Spatial Strategy

CHAPTER 3 – SPATIAL STRATEGY

- 3.1 Cambridge is a special place and the future shape and function of the city needs to be carefully considered. The Local Plan needs to look beyond the short and medium term and prepare a spatial strategy to guide development in Cambridge over the next 20 years. This includes setting out the vision for the future of the city, what type of development is needed and where that development should best be located. This long term view is necessary to enable the appropriate balance of interests to be taken into consideration in the planning of Cambridge.

Current Spatial Strategy for Cambridge

- 3.2 The current development strategy for the Cambridge area stems from as far back as 1999, from the work undertaken by Cambridge Futures. Prior to that date, development in Cambridge had been constrained by the Green Belt. One of the effects of this constraint was that housing development which would have taken place in Cambridge was dispersed to towns and villages beyond the outer boundary of the Green Belt, with people commuting back to jobs in Cambridge contributing to a congestion, greenhouse gas emissions, air quality problems and other quality of life issues. The change in strategy introduced in the 2003 Cambridgeshire Structure Plan recognised that a significant change in the approach to the planning of the city was required in order to redress the imbalance between homes and jobs in, and close to, Cambridge. It also needed to, provide for the long term growth of the University of Cambridge and Addenbrooke's Hospital, whilst minimising increases in congestion on radial routes into the city.
- 3.3 The 2006 Local Plan introduced a step change in levels of planned growth, unmatched since the interwar years. This was consistent with the agreed development strategy for the Cambridge area set out in the 2003 Cambridgeshire and Peterborough Structure Plan. The Local Plan released significant land from the Cambridge Green Belt and allocated a number of urban extensions to the city in the south, north west, north east and east of the city. It also allowed for:
- A thriving and accessible historic core;
 - The regeneration of the station area as a mixed use city district around an enhanced transport interchange;
 - Distinctive residential communities that have access to a wide range of local facilities and that provide a high quality living environment; and
 - The enhancement and improvement of Cambridge's landscape structure and the landscape setting of the city's edge.
- 3.4 Figure 3.1 shows the current spatial strategy for Cambridge.
- 3.5 Significant achievements have been made in the development of the growth areas since the current Local Plan was adopted in 2006. A summary of progress is set out below.

Figure 3.1: Current Spatial Strategy



Southern fringe

- 3.6 The new **Addenbrooke's Road** from Hauxton Road to Addenbrooke's Hospital was completed in 2010 and is now in use.
- 3.7 Permission has been granted for 1,200 dwellings (40% affordable housing), a primary school, local retail provision, a country park and other infrastructure at **Trumpington Meadows** half of which is in South Cambridgeshire. Work has begun on site, putting in the new infrastructure as well as developing the residential units.
- 3.8 Permission has been granted for 286 dwellings (40% affordable housing) on **Glebe Farm**, the site between Hauxton Road and Shelford Road and north of the Addenbrooke's Road. Developers are preparing to start on site.
- 3.9 Permission has been granted for 2,300 dwellings (40% affordable housing), a secondary school, a primary school, a community building (including a health centre and library), local retail and associated infrastructure on **Clay Farm**, the site east of Trumpington and south of Long Road. Work on the spine road through the new development is continuing apace, significant numbers of applications for reserved matters are coming forward and three residential sub-phases have secured reserved matters approval. The first new dwellings are likely to be occupied later in 2012.
- 3.10 Permission has been granted for up to 347 dwellings (40% affordable housing), and 100-bed student living accommodation for the Bell Language School on the **Bell School** site, west of Babraham Road and south of Addenbrooke's. Development is awaiting the resolution of the details of the access to the site.
- 3.11 Permission has been granted for up to 210,000m² of floor space for research, treatment and related support activities on **Addenbrooke's Hospital** (with an associated significant number of new jobs). Development of the new Laboratory of Molecular Biology is nearly complete, and detailed application for a multi-storey car park on site has been approved. There is a parcel of land south of the Addenbrooke's site that was reserved for future clinical development and research uses, with the respective proportions being determined at plan review.
- 3.12 Figure 3.2 shows the planned land uses, access and transport arrangements in the Southern Fringe and it provides a snapshot of progress on site.

North west Cambridge – land between Madingley Road and Huntingdon Road

- 3.13 A joint Area Action Plan (with South Cambridgeshire District Council) for this area was adopted in October 2009 and a planning application was submitted by the University of Cambridge to both councils in October 2011. The planning application is for:
- Up to 3,000 new homes (50% being 'key worker' housing for university staff);
 - Accommodation for up to 2,000 students;

Figure 3.2: Southern Fringe Indicative Progress Plan
May 2012

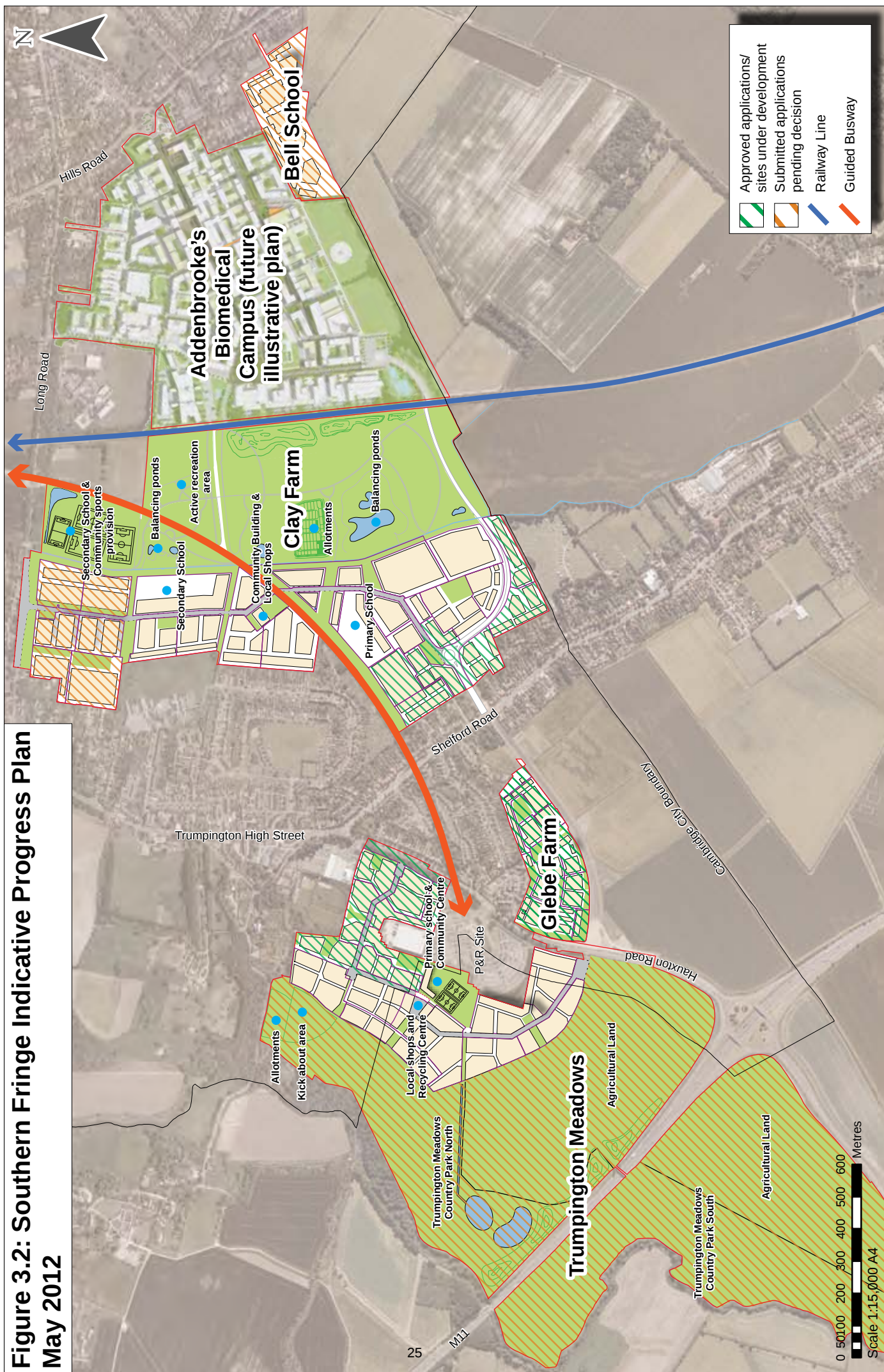


Figure 3.2: Southern Fringe Site Photographs

Trumpington Meadows



View looking south towards the Barrett Homes development from the central spine road



Trumpington Meadows Marketing Suite (Barrett Homes)



View looking north east from the P&R site (Barrett Homes development site)

Clay Farm



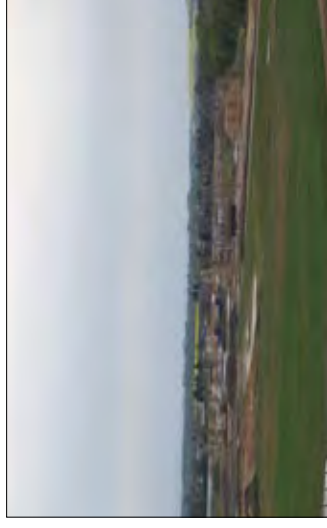
View looking towards the Countryside Properties development from the Addenbrooke's Access Road



View of the Countryside properties development showing the construction of foundations



View of the Skanska development site from the Addenbrooke's Access Road



View of the Clay Farm development from the rooftop of the MRC Laboratory of Molecular Biology, Addenbrooke's

Glebe Farm



View looking towards the apartment blocks from Addenbrooke's Road



View looking towards the apartment blocks from Addenbrooke's Road



View looking northwest from the site entrance



View east towards the site entrance

- 100,000m² employment floorspace, of which up to 40,000m² commercial floorspace (Class B1(b) and sui generis research uses) and at least 60,000m² academic floorspace (Class D1);
- Up to 5,300m² gross retail floorspace (Use Classes A1 to A5) (of which the supermarket is 2,000m² net floorspace);
- Senior living accommodation of up to 6,500m² (Class C2: Residential institution, e.g. care home);
- Community centre; police; primary health care; primary school; nurseries (Class D1);
- Indoor sports provision and open space; and
- Hotel (130 rooms).

3.14 The planning application is due to be determined by the Joint Development Control Committee for The Cambridge Fringes later in 2012.

North west Cambridge – land between Huntingdon Road and Histon Road (NIAB1 & NIAB2)

3.15 NIAB1 is the site within this area in Cambridge's administrative area. The frontage of the site facing Huntingdon Road is currently being built out and will provide 187 new homes. A planning application for the rest of the site has been agreed (subject to a S106 agreement) and will provide:

- 1,593 dwellings (40% affordable housing);
- A primary school;
- A shop and up to six retail or service units;
- A community café;
- A library (to serve the whole north west quadrant);
- A health facility; and
- Associated infrastructure.

3.16 The main road through the development is currently being constructed. The S106 is due to be completed in July 2012. The developer expects construction of infrastructure to begin in September 2012 and construction of residential dwellings to begin in May 2013.

3.17 Figure 3.3 shows the planned land uses, access and transport arrangements in North West Cambridge and provides a snapshot of progress on site.

3.18 NIAB2 is the site north of NIAB1 in South Cambridgeshire. Land in South Cambridgeshire, north of the land in the city, is allocated for a sustainable housing-led urban extension of Cambridge, that will integrate effectively into the development in the city and the wider north west Cambridge area. The site will provide:

- Approximately 1,100 dwellings;

Figure 3.3: North West Cambridge Indicative Progress Plan May 2012



Figure 3.3: North West Cambridge Site Photographs

NIAB Frontage



View looking south east along Huntingdon Road



View looking north towards the new junction and access road into the NIAB frontage site.



View looking south along Whitehouse Lane towards Huntingdon Road

- A secondary school;
- A primary school;
- Local shopping;
- Community facilities; and
- Associated infrastructure.

3.19 A planning application is expected for this site later in 2012.

Orchard Park

3.20 Permission has been granted for 900 dwellings (300 affordable) on Orchard Park. Development of the site started in 2005 and much of the site is completed and occupied. The potential for a further 220 homes on the site has also been supported in principle by Government Inspectors.

Station Area

3.21 The redevelopment of the Station Area was granted planning permission in April 2010. It includes:

- A new transport interchange and station square;
- 331 homes, including 40% affordable homes;
- 1,250 units of student accommodation for Anglia Ruskin University;
- Offices (53,560m²), shops (5,255m²), a GP surgery, a hotel and an art workshop;
- A new multi-storey cycle and car park; and
- Improved road junctions, new roads and footpaths.

3.22 Since the application, the new bus link between the Station and the Brooklands Avenue junction has been completed, as has work on the new bus interchange. Work is well underway on the first phase of student accommodation and on the new offices for Microsoft.

3.23 Figure 3.4 shows the planned land uses, access and transport arrangements in the Station Area and provides a snapshot of progress on site.

Other developments in Cambridge

3.24 In addition to the development of the 'Areas of Major Change' that were identified in the 2006 Local Plan a number of key sites within the city have also been, or are the course of being, developed and or redeveloped. These include:

- Land off Fitzwilliam Road/Clarendon Road (the CUP site) for housing;
- Sites on Cromwell Road and Rustat Road for housing;
- Parkside Fire Station site for housing and a new fire station;
- Bradwells Court for mixed retail/residential use;
- Betjeman House site for mixed office/residential/retail use;

Figure 3.4: Station Area Indicative Progress Plan May 2012

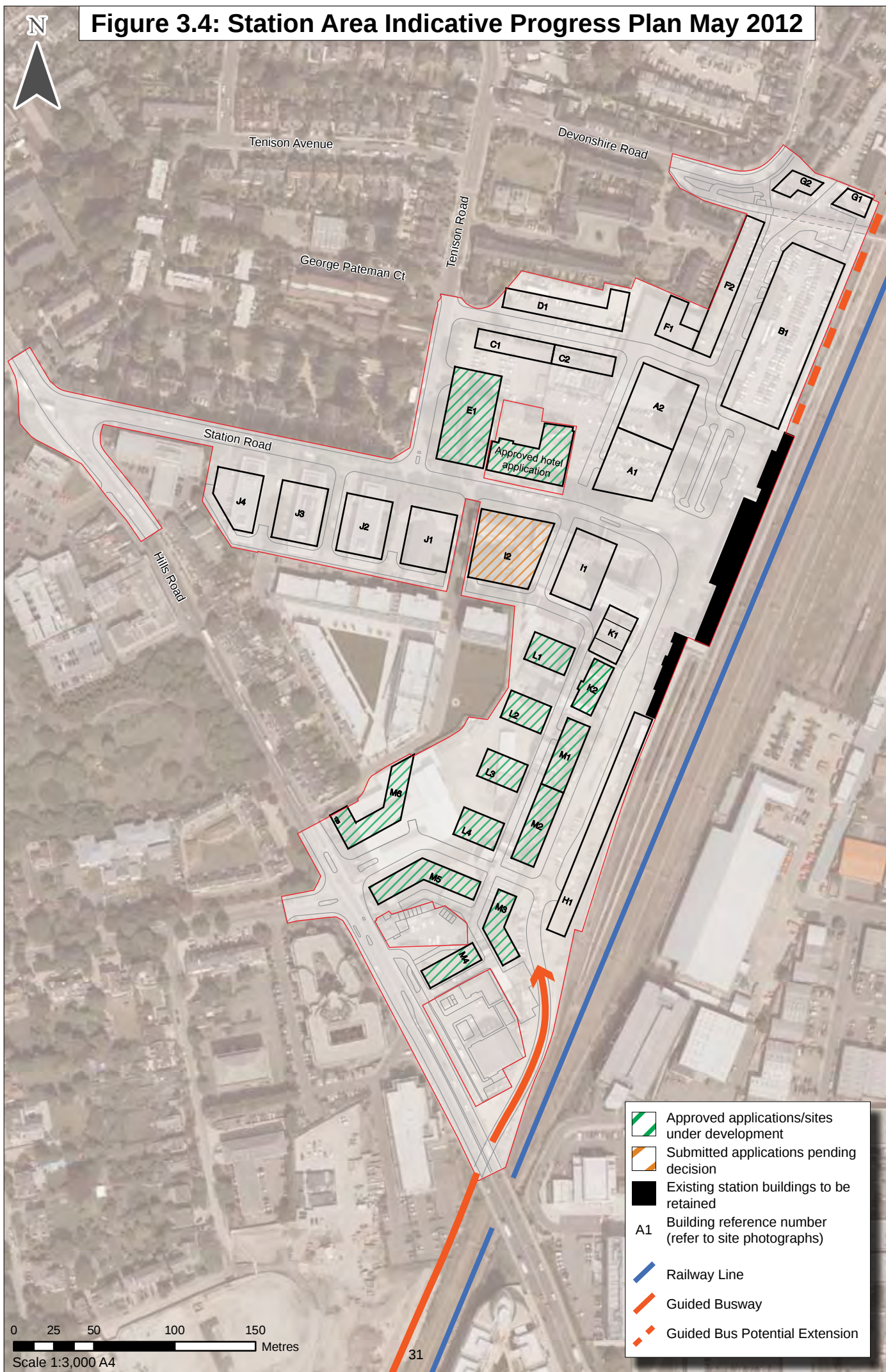


Figure 3.4: Station Area Site Photographs



View looking west towards Hills Road showing buildings M1 & M2, M5, M6, K1 (Fosters Mill to be converted) and E1.



View looking south west showing buildings M1 & M2, M5, M6 and K2 (Fosters Mill to be converted) and E1.



View looking east towards building E1 (Microsoft building).

- The University West Cambridge site;
 - The former CRC Brunswick site on Newmarket Road for housing/student accommodation; and
 - George Nutall Close.
- 3.25 The Grand Arcade project was also finalised and significant amounts of development associated with Anglia Ruskin University (ARU), the University of Cambridge and secondary education has taken place.
- 3.26 These developments emphasise the important role that the city centre has in supporting the growth of the site on the peripheral sites.

Approach to housing and employment provision

- 3.27 Cambridge is an acknowledged world leader in higher education, research and knowledge-based industries and has a prosperous and dynamic economy. It also has a renowned landscape setting with a network of open spaces linking into a thriving and accessible historic centre. The success of Cambridge means there are also many competing development needs and pressures on what is a small, compact city. There is, in addition to a high demand for housing, a need: for more affordable housing; to maintain the economy; provide more jobs; to support the continued success of the University of Cambridge, the colleges, and ARU; to provide essential services and facilities to meet the day to day needs of residents; and to maintain the city as a sub-regional centre for shopping, leisure and cultural activities. There is a close functional relationship between the city of Cambridge and surrounding South Cambridgeshire, which provides not only part of the setting to Cambridge, but also a rural hinterland to the city and includes a number of significant business parks that contribute to the Cambridge economy.
- 3.28 Changes brought about through the Localism Act 2011, now require local authorities to be responsible for setting their own level of housing and employment provision, rather than working to targets set at a regional level through Regional Spatial Strategies (RSS). This means that, alongside establishing where future development should go, the Council needs to establish an appropriate level of housing and employment provision to 2031. Levels of housing and employment provision will need to be justified, based on evidence, and include consideration of any cross boundary and strategic issues/implications. Furthermore, given the competing development pressures in Cambridge, the Council will need to consider how these needs can be met and balanced with environmental and infrastructure constraints along with improving the quality of life for all.
- 3.29 The current development strategy for the Cambridge area stems as far back as 1999, with the work undertaken by Cambridge Futures and the recognition that a change in approach was required. That change in approach needed to redress an imbalance between homes and jobs in and close to Cambridge, provide for the long term growth of the University of Cambridge and Addenbrooke's Hospital, and minimise increases in congestion on radial

routes into the city. The strategy makes provision for development within Cambridge or as sustainable extensions to the urban area, at the new town of Northstowe (linked to the guided busway), and at the most sustainable rural settlements. The Cambridgeshire and Peterborough Structure Plan 2003 also identified the ring of market towns around Cambridge that lie beyond South Cambridgeshire as having a role in the sequence between Northstowe and the rural area.

- 3.30 The 2003 Structure Plan identified broad locations to be released from the Green Belt on the edge of Cambridge and the strategy was given effect through the Cambridge Local Plan, the South Cambridgeshire Local Development Framework, and the joint Area Action Plans for North West Cambridge and Cambridge East. All of these plans were subject to extensive periods of public consultation and examination by planning inspectors. Throughout the preparation of these plans, there was strong local acknowledgement of the growing need for the most sustainable form of development and delivery of new affordable homes in the Cambridge area.
- 3.31 As part of the review of the RSS for the east of England, the Cambridgeshire authorities commissioned consultants to prepare the Cambridgeshire Development Study. The study was completed in 2009 and looked at how well the existing development strategy was working, forecasts for economic growth, and how the strategy could be developed if further growth was needed.
- 3.32 The study identified a range of challenges for growth beyond the current development strategy. These included that significant additional expansion to Cambridge (where the economy is stronger) would impact on the integrity of the Green Belt and the concept of Cambridge as a compact city. The study also concluded that without deliverable solutions for transport and land supply, Cambridge centred growth would be difficult to achieve, and would require a fundamental step change in traffic management and travel behaviour.
- 3.33 The study recommends a spatial strategy for Cambridgeshire that is based on delivering the current strategy with further balanced expansion through regeneration in selected market towns, and focussed on making best use of existing infrastructure. However, it did indicate that some additional growth could be located on the edge of Cambridge incorporating a limited review of the Green Belt boundary, in the long term. The key objective of the strategy was to locate homes close to Cambridge or other main employment centres, avoiding dispersed development, and ensuring that travel by sustainable modes is maximised through connections focussing on improved public transport and reducing the need to travel.
- 3.34 The Cambridgeshire local authorities endorsed the findings of the study, which were included in the draft version of the revised East of England Plan to 2031. These were submitted to the previous government in March 2010, but were not progressed due to the Coalition Government's statement soon after coming into power in May 2010 that it intended to abolish regional plans.

- 3.35 Following the Cambridgeshire Development Study, the East of England Plan Review suggested 14,000 homes and 20,000 jobs for Cambridge for the period 2011 to 2031. This was based on rolling forward the current spatial strategy set out in the 2006 Cambridge Local Plan. These figures need to be tested alongside other levels of provision.
- 3.36 An issue for the Council along with South Cambridgeshire District Council will be whether this remains the most appropriate development strategy to 2031, or whether an alternative would be more sustainable. The interrelationship between the two areas means that decisions cannot be taken in isolation and the future approach needs to be joined up. On the whole, South Cambridgeshire looks towards Cambridge and any decision relating to the spatial strategy in South Cambridgeshire is likely to have an impact on Cambridge and vice versa. Due to the closely drawn administrative boundary around Cambridge the Council is working closely with South Cambridgeshire District Council to consider the needs of the wider area.

Level of housing provision

- 3.37 Demand for housing in Cambridge is high, with high rents and high house prices. The availability of affordable housing to meet housing need is a key issue. It is also vital in order to support economic growth, and promote and improve the health and wellbeing of Cambridge residents. There needs to be a good range and choice of housing to help a growing population including young people, families and the elderly. If we do not address this need, it is likely that house prices will continue to rise, worsening affordability and possibly leading to more people living outside of Cambridge and commuting on congested roads into Cambridge. This could also have an impact on the growth of the economy and harming the opportunity for people to get jobs.
- 3.38 Given the need to accommodate more homes in Cambridge, we need to have a debate about how many new homes should be provided over the next 20 years.
- 3.39 Planning for an appropriate level of housing provision requires us to take account of a range of forecasts for population, homes and jobs. This information has been pulled together in a background document to inform the development of options: Housing and Employment Provision in Cambridge Technical Background Paper.
- 3.40 Due to the closely drawn administrative boundary around Cambridge the Council is working closely with South Cambridgeshire District Council to consider the needs of the wider area.
- 3.41 As of April 2011, there is planning permission for 10,612 new homes within the urban area (Source: Annual Monitoring Report 2011) and in the agreed urban extensions. In addition to this, the Council's Strategic Housing Land Availability Assessment (SHLAA), which assesses the capacity within the urban area for future housing, indicates that there is capacity for an additional 2,060 homes within the urban area of Cambridge. Taken together, these could provide 12,700 new homes for Cambridge.

- 3.42 The affordable housing need to 2031 is for 19,580 affordable homes (Source: Housing and Employment Provision in Cambridge, Draft Technical Background Paper May 2012). This is based on meeting the backlog of need for affordable homes as well as the newly arising need within the plan period. Therefore, given this need, it is important to explore options for levels of housing provision before any decisions are taken. Consideration also needs to be given to the number of jobs that need to be provided in order to maintain a successful economy and reduce commuting.
- 3.43 A number of options have been put forward for comment. These options set out different levels of housing provision to 2031. Whilst the need to provide more homes to meet identified needs is paramount, there are constraints on the number of new homes that can be accommodated in Cambridge given its constrained area, historic environment, and limited infrastructure as well as the importance of protecting the Green Belt and enhancing the unique setting of Cambridge. Competing need and demands for a range of uses need to be considered against quality of life factors and an appropriate balance needs to be struck for development planned to 2031.
- 3.44 Deciding on how many new homes (and jobs) should be provided, and where these are best located, should come through a step by step process beginning with the 'Issues and Options' consultation. Comments received will inform any decisions the Council takes as it develops the Local Plan.

Option 2 – 12,700 new homes to 2031 – 'urban growth'

12,700 new homes to be provided within the urban area to 2031.

This option is based on current housing commitments of 10,612 and the capacity of 2,060 identified through the SHLAA.

Development would continue within the urban area and on agreed urban extensions. No more land would be released from the Green Belt within the Plan period.

Advantages

- New housing focused within the built up area of Cambridge and agreed urban extensions;
- Sustainable approach to development, providing more homes close to jobs;
- Balanced against other factors such as continued protection of important open spaces, community facilities and key employment locations in the city;
- Infrastructure requirements associated with this level of development are considered to be manageable and deliverable;
- Transport – minimal additional impact on the existing network, maximising sustainable modes through public transport (guided bus), cycling and walking.

Disadvantages

- Level of provision will not meet overall need and requirements for more affordable housing;
- Risk that provision would not support economic vision for Cambridge;
- Increase pressure on existing housing stock and house prices, leading to more people living outside of Cambridge and commuting to jobs in Cambridge;
- Increased in-commuting and pressure on the existing transport network;
- Increased pressure on land for housing and competing uses.

Option 3 – Up to 14,000 new homes to 2031 – ‘ the current development strategy’

14,000 new homes to be provided to 2031.

This option is based on current housing commitments of 10,612 and the capacity of 2,060 identified through the SHLAA. 1,300 new homes would need to be provided on new, additional land released from the Green Belt

Development would continue within the urban area and on agreed urban extensions. However, because Cambridge East is now not progressing some land would need to be released from the Green Belt within the Plan period.

At this stage, specific sites in the Green Belt have not been identified. The principle of whether there should be more development on the edge of Cambridge, and whether exceptional circumstances exist to justify the release of further land from the Green Belt to meet the housing and employment needs of the area, has not yet been decided upon.

Advantages

- Level of provision would continue to support the economic vision for Cambridge;
- Level of provision would continue to meet housing need and affordable housing provision in Cambridge;
- Sustainable approach to development, providing more homes close to jobs;
- Balanced against other factors such as continued protection of important open spaces, community facilities and key employment locations in the city;
- Infrastructure requirements associated with this level of development are considered to be manageable and deliverable.

Disadvantages

- Level of provision would not meet overall need and need for more

affordable housing;

- Further land would have to be released from the Green Belt. The NPPF advises that, at the time of Local Plan Review, local authorities should consider the Green Belt boundaries having regard to their permanence in the long term, so they should be capable of enduring beyond the plan period.
- Infrastructure requirements – further investigation would be required in order to understand the full impact;
- Transport – likely increased pressure to the network without further measures put in place to relieve congestion and improve movement within and around the city.

Option 4 – Up to 21,000 new homes to 2031 – ‘enhanced levels of urban and Green Belt growth’

21,000 new homes to be provided to 2031.

This option is based on current housing commitments of 10,612 and the capacity of 2,060 identified through the SHLAA. Up to 8,300 new homes would need to be provided on new land released from the Green Belt. The 8,300 homes figure is based on the minimum physical capacity within Cambridge of all of the possible broad locations for new housing development set out later in this chapter.

Development would continue within the urban area and on agreed urban extensions. However, a significant amount of new land would need to be released from the Green Belt within the Plan period.

At this stage, specific sites in the Green Belt have not been identified. The principle of whether there should be more development on the edge of Cambridge and whether exceptional circumstances exist to justify the release of further land from the Green Belt to meet the housing and employment needs of the area has not yet been decided upon. This option is based on all broad locations within Cambridge coming forward.

Advantages

- Provision would make a major contribution to the overall housing need and supply of affordable housing;
- Sustainable approach to development, providing more homes close to jobs;
- Level of provision would continue to support the economic vision for Cambridge and provide more land for jobs on the edge of Cambridge as part of mixed use developments.

Disadvantages

- Significant land released from the Green Belt and impact on the setting of the city. Purposes of the Green Belt would be undermined;

- Infrastructure requirements – further investigation would be required in order to understand the full impact. Significant investment would be required as part of new developments coming forward;
- Transport – likely increased pressure to the network without significant measures put in place to improve congestion and movement within and around the city.
- It is questionable whether the housing market could actually deliver this number of homes over the Plan period, based on historical completions and current economic climate.

Option 5 – Up to 25,000 new homes to 2031 ‘significantly increased levels of urban and Green Belt growth’

25,000 new homes to be provided to 2031.

This option is based on current housing commitments of 10,612 and the capacity of 2,060 identified through the SHLAA. 12,300 new homes would need to be provided on new land released from the Green Belt. The 12,300 homes figure is based upon the maximum physical capacity within Cambridge of all of the possible broad locations for new housing development set out later in this chapter.

Development would continue within the urban area and on agreed urban extensions. However, a significant amount of land would need to be released from the Green Belt within the Plan period.

At this stage, specific sites in the Green Belt have not been identified. The principle of whether there should be more development on the edge of Cambridge and whether exceptional circumstances exist to justify the release of further land from the Green Belt to meet the housing and employment needs of the area has not yet been decided upon. This option is based on all broad locations within Cambridge coming forward.

Advantages

- Provision would make a major contribution to the overall housing need and supply of affordable housing;
- Sustainable approach to development, providing more homes close to jobs;
- Level of provision would continue to support the economic vision for Cambridge and provide more land for jobs on the edge of Cambridge as part of mixed use developments;

Disadvantages

- Significant land released from the Green Belt and impact on the setting of the city. Purposes of the Green Belt would be undermined, undermining the important perception of the City as a compact city

surrounded by countryside close to its heart;

- Infrastructure requirements – further investigation would be required in order to understand the full impact. Significant investment would be required as part of new developments coming forward. Without sufficient investment there would be significant impact on people's quality of life;
- Transport – likely increased pressure to the network without significant measures put in place to improve congestion and movement within and around the city;
- It is questionable whether the housing market could actually deliver this number of homes over the Plan period, based on historical completions and current economic climate.

Questions

- 3.1 Is there a need for a policy addressing this issue?
- 3.2 Which of the policy options do you prefer
- 3.3 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 3.4 Are there any other reasonable alternatives that should be considered at this stage?

Level of employment provision

- 3.45 Cambridge's contribution to national and regional economic success is well understood. The new plan will aim to meet the land and floorspace needs of business. Failing to do so will constrain the potential of the local and national economy, harming businesses and job prospects in the city.
- 3.46 The East of England Plan contained a jobs target for Cambridgeshire of 75,000 additional jobs between 2001 and 2021 (it did not set a specific target for Cambridge). The Cambridge and South Cambridgeshire Employment Land Review (2008) looked at the employment land requirements to 2026 in both districts. It concluded that there were 139 hectares of unconstrained land available for employment development in 2007, and that this may be insufficient to accommodate the indicative target for net growth in jobs. The Review identified a short-term undersupply of industrial land, and a medium term undersupply of office space in the city. Furthermore, much of the supply of employment land it identified was not in Cambridge, but in South Cambridgeshire, often away from the city. Given the majority of the capacity was identified in South Cambridgeshire, it is possible that the land for employment development in Cambridge is limited.
- 3.47 The Council recognises the success of Cambridge and its contribution to the national economy, however there is evidence that shows change is potentially needed to how planning policies support and encourage economic growth. The update to the Employment Land Review will look at:

future levels of jobs provision, the economic downturn, the supply of land, recommendations from the Cambridge Cluster at 50 Study 2011, and a number of key sites, and will make a number of recommendations when it is published in the summer of 2012.

- 3.48 The NPPF requires local authorities to plan for the number of jobs needed in the area. The Council must seek to provide enough land for business growth and investment, balanced with new housing, to support the local economy, and reduce commuting. A number of options are set out below based on evidence from forecasts of future economic growth. The Employment Land Review will use updated forecasts to review the supply of employment land in the city to try and reconcile the forecast level of jobs growth and the supply of land. The main employment locations within, and on the edge of, Cambridge (some in South Cambridgeshire) are: the offices in the city centre and around Cambridge Railway Station, business parks and Cambridge Science Park in the Northern Fringe, Cambridge Airport, Addenbrooke's Hospital and West Cambridge. In addition to these areas there are a number of offices and industrial uses dotted around the city. Chapter 4 includes possible policy options for further development at West Cambridge, Cambridge Northern Fringe East and the Station Area. The reasonable options for densifying existing employment areas are set out below.
- 3.49 In order to support the economy, we know that more jobs need to be provided and we need to debate how many new jobs should be planned for over the next 20 years. The link between homes and jobs is also important to consider as these will have an impact on levels of commuting and hence traffic in Cambridgeshire. The options set out below consider different levels of job provision.
- 3.50 The Council has less control over the provision of jobs compared to the provision of homes. While land and buildings can be allocated or safeguarded for employment use, business demand will ultimately determine whether it is developed (similar to housing), and how many jobs there are on the site. New jobs can be created (and lost) in existing offices and shops without any need to involve the planning system. It is therefore far more difficult to even count the number of jobs in an area at any one time, let alone provide a precise number of new jobs. Nevertheless, the Council is required to plan for objectively assessed employment need within the area and can plan to have a suitable amount and range of land available for employment development.
- 3.51 The options presented below covering future levels of job provision have been arrived at by looking at forecasts of future levels of job growth and by considering how these will impact on Cambridge's economy. Option 6, 10,000 new jobs to 2031, is based on a 'low growth' scenario run of the Cambridge Econometrics forecasting model. It is also similar to the level of job growth between 1991 and 2001 according to this model. Option 7, 15,000 new jobs to 2031, is based on a 'baseline' scenario run of the Cambridge Econometrics forecasting model. It is also similar to the level of jobs growth predicted by the trend based Cambridgeshire Development

Study forecasts and the past level of job growth identified by the East of England Forecasting Model (EEFM) between 1991 and 2001. Option 8, 20,000 new jobs to 2031, is based on a 'high growth' scenario run of the Cambridge Econometrics forecasting model. It is also similar to the level of jobs growth predicted by EEFM baseline forecast, and the Cambridge Econometrics baseline forecasts incorporating county population projections. It is also the same as that from the draft East of England Plan 2010. The Council is committed to evaluating the strategy from the draft East of England Plan through the Local Plan review. More detail on the background to these options can be found in the Housing and Employment Provision In Cambridge Technical Background Paper.

Option 6 – Plan for 10,000 new jobs to 2031

Plan for 10,000 new jobs to 2031.

This option is based on planning for the delivery of a lower number of jobs than expected to arise in Cambridge to 2031.

Advantages:

- This option would have less of an impact on the supply of land in Cambridge; and
- This option would have the smallest impact on demand for new homes.

Disadvantages:

- This option could lead to fewer new jobs than were provided over the last 20 years;
- This would lead to fewer job opportunities available for people than the 'higher' options; and
- This option is likely to constrain Cambridge's economic potential and hinder the city's role as a world leader in higher education, research and knowledge based industries.

Option 7 – Plan for 15,000 new jobs to 2031

Plan for 15,000 new jobs to 2031.

This option is based on planning for the delivery of the same number of jobs expected to arise in Cambridge to 2031.

Advantages

- This would continue to support the economic vision for Cambridge maintaining the city's role as a world leader in higher education, research and knowledge based industries and supporting wider area; and
- This option would provide a slightly higher number of jobs than has been delivered over the past 20 years.

Disadvantages

- If the economy does better than expected it may constrain Cambridge's economic potential; and
- This could lead to fewer less job opportunities being available for people than higher options.

Option 8 – Plan for 20,000 new jobs to 2031

Plan for 20,000 to 2031.

This option is based on planning for the delivery of the number of jobs set out in the draft East of England Plan 2010. This represents an uplift on the level of job growth that might otherwise be expected.

Advantages:

- This would continue to support the economic vision for Cambridge growing the city's role as a world leader in higher education, research and knowledge based industries and supporting wider area;
- This option would provide a higher number of jobs than has been delivered over the past 20 years; and
- This would lead to more job opportunities for people than the 'lower' options.

Disadvantages:

- This option would have a greater impact on the supply of land in Cambridge; and
- This option would have the largest impact on demand for new homes.

Questions

- 3.5 Is there a need for a policy addressing this issue?
- 3.6 Which of the policy options do you prefer?
- 3.7 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 3.8 Are there any other reasonable alternatives that should be considered at this stage?

Broad locations for future development

- 3.52 Alongside exploring what the right level of development of jobs and homes for Cambridge should be over the next 20 years, it is important to explore where development should be directed. As part of this, a key issue for consideration at this stage is to explore the principle of whether there should be more development on the edge of Cambridge and whether exceptional

circumstances exist to justify the release of further land from the Green Belt to meet the housing and employment needs of the area.

- 3.53 Given the tight administrative boundary and close interrelationship with South Cambridgeshire, both councils will be working together to consider holistically how best to meet the needs of the wider Cambridge area, especially in relation to housing and employment. The current development strategy that came through the cooperative Structure Plan process in 2003, was based on the principle of providing as much housing as possible in and close to Cambridge, to create a better balance between jobs and homes, and to provide for the most sustainable development strategy consistent with protecting the most important qualities of Cambridge and its rural neighbours. The councils will need to consider how best to achieve a Green Belt boundary that is compatible with long term sustainable development, and whether this requires the boundary to be revisited in this round of plan making. Communities in these areas will be well aware that these examinations have been undertaken previously. The process of delivering a new plan requires us to revisit these questions as part of the necessary robust examination of all possible options for the city.
- 3.54 The NPPF states that the Government attaches great importance to Green Belts whose essential characteristics are their openness and permanence. Five purposes for Green Belts are set out, the key one for the Cambridge Green Belt being: *“To preserve the setting and special character of historic towns”*. The Cambridge Green Belt is one of the few to which this criteria applies. The purposes and functions of the Cambridge Green Belt are intended to help achieve the preservation of the setting of Cambridge and its special character.
- 3.55 Green Belt boundaries can only be established in Local Plans and *“once established can only be altered in exceptional circumstances, through the preparation or review of the Local Plan”*. For the current Local Plan, the exceptional circumstance was provided by the policies of the Cambridgeshire and Peterborough Structure Plan 2003 and the objective of delivering a sustainable development strategy focusing new homes close to jobs in Cambridge. After the withdrawal of the majority of the Structure Plan, the approach was continued in the RSS. Green Belt guidance has always made clear that Green Belt boundaries should be drawn so that they can endure beyond the end of the plan period. Current inner Green Belt boundaries have been established in a suite of recent plans – the Cambridge Local Plan 2006, two Area Action Plans from 2008 and 2009 and in the South Cambridgeshire Site Specific Policies DPD from 2010. The Inner Green Belt Study 2002 and the Cambridge Green Belt Study 2002 informed the current Green Belt boundaries.
- 3.56 To help inform the current debate, a new appraisal of the Inner Green Belt has been undertaken. In summary the appraisal found that, on the whole, recent releases on the edge of the city were sound. However those changes, which are currently underway to the edge of city through new development in the agreed urban extensions, will result in the adjacent rural land having

increased value to Green Belt purposes and to the setting of the city. This will have a key bearing on the evaluation of these areas that will take place through the preparation of this plan.

- 3.57 The current Green Belt boundary around the city was established with the expectation that its boundaries could endure beyond the end of the 2016 plan period first established by the Structure Plan, which set out broad locations for development. Given that growth strategy is at an early stage in its delivery, a key question is whether there are exceptional circumstances that would justify further alterations to the Green Belt to cover the period to 2031 and beyond.
- 3.58 In reviewing Green Belt boundaries, the NPPF requires consideration of the consequences for sustainable development of channelling development towards urban areas inside the Green Belt, towards towns and villages inset within the Green Belt or towards locations including new settlements beyond the outer Green Belt boundary. This will require a coordinated approach between the Council and South Cambridgeshire District Council to ensure a sustainable development strategy for the wider Cambridge area.

Questions – broad locations for development

- 3.9 Should there be more development than is already committed on the edge of Cambridge?
- 3.10 Should more land be released from the Green Belt?
- 3.11 If so, where should this be? See figure 3.5
- 3.12 Are there any other approaches that should be considered at this stage?

- 3.59 In order to ensure that the testing process for the Local Plan is robust, it is appropriate to take a comprehensive approach to reviewing the land on the edge of Cambridge at this stage, with all locations being assessed and presented for comment as part of this Issues and Options consultation. Each broad location is shown in figure 3.5. Some of the broad locations are within the City and others straddle the boundary with South Cambridgeshire. For the purposes of completeness, three broad locations on the edge, which are wholly in South Cambridgeshire have also been included in this consultation. Similarly, South Cambridgeshire District Council is taking a holistic approach to land in the Green Belt on the edge of Cambridge. Comments are sought on all the broad locations including those in South Cambridgeshire to assist the Councils to take a coordinated approach on this important issue.
- 3.60 For land in the city, the broad locations cover the area between the urban edge and the administrative boundary. The only exception to this, is broad location 3, (land west of Trumpington Road) where a smaller area has been looked at that excludes land towards the River Cam and Grantchester Meadows. This is on the basis that this land would not be a reasonable option for development due to its significant impact on Grantchester Meadows.

Figure 3.5: Broad Location Options



- 3.61 All of the broad locations identified for testing could theoretically be built out for housing in whole or in part, taking account of planning constraints such as flooding, environmental designations or heritage assets. The suitability of land on the edge of Cambridge for housing will, however, turn on the principle of whether the Green Belt should be reviewed as part of developing a new sustainable development strategy for the Cambridge area, and, if so, whether individual sites within broad locations could be released. A key issue will be whether these releases and their attendant level of harm to the purposes of the Green Belt are considered on balance to be acceptable within that strategic framework.
- 3.62 The following information has been provided for each broad location:
- Description and context;
 - Designations and constraints – heritage and environmental assets, planning policy designations, flooding and drainage, topography, pollution/noise;
 - Planning history – Previous plans, conclusions from Inspector’s reports, key planning applications;
 - Green Belt and landscape – significance to Green Belt purposes, function with regard to character and setting, including rural character of the landscape;
 - Schools, utilities and services –existing services and facilities available, new facilities required to serve the development;
 - Transport – highway capacity, public transport, site access;
 - Availability; and
 - Deliverability.
- 3.63 Those parts of broad locations within Cambridge City Council’s administrative area have had assessments of capacity for the amount of residential development that might be possible. Those parts of the broad locations that lie in South Cambridgeshire have not had this same assessment of capacity. This is because in most cases the area within the city is clearly defined by the urban area and the administrative boundary, the area of the locations in South Cambridgeshire is no so clearly defined and hence an assessment of capacity is not possible at this stage.
- 3.64 Following consultation on this Issues and Options Report, all comments received will be assessed and subsequent consultation on any reasonable site options with specific boundaries will be undertaken in Autumn/Winter 2012, prior to both the Council and South Cambridgeshire District Council developing draft local plans.
- 3.65 It is important to note that the Council cannot take decisions on the future spatial strategy in isolation and the views of the community, interested parties, organisation and service providers are essential. The interrelationship with South Cambridgeshire District Council, the rest of the Cambridgeshire

and the sub-region is also an important factor.

STRATEGIC PRIORITY

Option 9 – Development within the urban area of Cambridge

The Council has undertaken a SHLAA. This looked for sites with potential for residential development in Cambridge. The SHLAA identifies potential capacity for up to 2,060 new homes within the built up area of Cambridge.

One option would be to allocate some, or all, of these sites for development. This source of supply would help to meet the housing need in Cambridge without any changes to the current Green Belt boundary.

These homes would be on top of existing commitments of 10,612 (e.g. sites with planning permission or sites already allocated for development).

- 3.66 The following options set out the ten potential broad locations for development at the edge of Cambridge. As mentioned previously, broad locations 8, 9 and 10 fall outside the City boundary in South Cambridgeshire District Council. Any comments received will also be shared with that council. Broad location 3 falls only within the City boundary and all the other broad locations straddle the boundary.

- 3.67 Figure 3.5 indicates the ten broad location options.

Option 10: Broad location 1: Land to the north & south of Barton Road

District: Cambridge City Council and South Cambridgeshire District Council

Ward/Parish: Newnham, Coton and Grantchester

Description:

There is potential capacity for between 2,000 and 3,000 dwellings between the urban area and the administrative boundary, with significant additional land also in South Cambridgeshire.

Context:

Land on the western edge of the city up to the M11. A series of large agricultural fields and recreation grounds, mostly surrounded by hedgerows and occasional hedgerow trees, giving an open appearance when viewed from the west.

Designations/constraints:

- Whole area is designated as Green Belt;
- Adjacent to Cambridge West Conservation Area;
- University sports fields to east are protected private open space;
- Archaeological remains of various dates;
- Hedgerows east of M11 are a County Wildlife Site and several hedgerows within this location are designated as a City Wildlife Site;
- Parts of the location around Barton Road are within Flood Zones 2 and

3a (medium to high probability of flooding);

- Part of the location would be affected by noise and air quality issues from the M11 and mitigation would be required;
- The location needs to be carefully considered in conjunction with ongoing development on the West Cambridge site, which was designed to create a new city edge;
- The uses alongside the edges of the area would raise potential overlooking issues; both within and out of the location;
- There are public rights of way to the north, to the west and through the centre.

Planning history

Land in this location has been previously considered for Green Belt release by a series of inspectors since 2002 (Structure Plan, Cambridge Local Plan and South Cambridgeshire Site Specific Policies Plan). In all cases Green Belt release was rejected because of the importance of the land to Green Belt purposes. Inspectors have accepted that the Barton Road approach to Cambridge is important because it is undeveloped, that development would impinge on views, and sometimes be directly in front of historic features, and that it would spoil the setting of the city even if set back and landscaped.

Green Belt/landscape/townscape

- The 2002 Inner Green Belt Boundary Study found that all areas within the zone were of medium to very high importance to the setting of the city and medium to very high importance to Green Belt purposes.
- The majority of this zone is on flat farmland with some slight elevation to the north and south of the area. The land is mostly arable and divided into relatively small fields with managed hedgerows and ditches. The area to the south of Barton Road provides separation and setting to Grantchester. The southern part of this zone comprises the River Cam and its associated river valley landscape. The elevated southern parts of the zone, nearer to the M11, create small plateaus that are sometimes screened by their landform and by vegetation.
- Views are usually open and of abrupt urban edges with a soft green foreground. There are distant views from the rolling clayland hills to the west of Cambridge, particularly around Haslingfield. The tower of Haslingfield church can be seen from the edge of the city and there are clear views of the historic collegiate core of Cambridge seen above the urban edge in the near distance.
- This section of Green Belt on the western edge of Cambridge is one of the most sensitive areas of landscape around the city because of a combination of topography, open views and the proximity of the historic core of Cambridge to the edge of the city. All of these factors

result in a landscape, which is very important to the setting of the city and for the purposes of Green Belt.

- In townscape terms the sites would represent a challenge to design in respect of achieving good points of access. Access points from either the Barton Road, Clerk Maxwell Road or from the High Cross part of the West Cambridge site would be necessary in order to enable a more comprehensive site layout and sufficient connectivity to the west side of the city. Access to existing minor residential streets e.g. Cranmer Road or Herschell Road, would need to be limited to pedestrian and cycling use only.
- Development could feel isolated from existing communities unless overcome with good urban design, connectivity and appropriate community provision to aid integration.

Supporting Infrastructure:

Beyond 400m from existing local facilities. New school provision necessary. Improved utilities required. Large scale development would require new neighbourhood centre to be provided.

Transport:

- The Highways Agency has commented that as it currently stands the A14 corridor cannot accommodate any significant additional levels of new development traffic. Furthermore, travel demand to/from this location is likely to be largely Cambridge-centric, although a significant number of journeys could impact upon the M11 at J12 and J13.
- The County Highways team has commented that access onto Barton Road is feasible but requires modelling. New public transport services would be required. A significant level of infrastructure would be required to encourage more sustainable transport links. Transport modelling would need to be undertaken to understand the full implications as a whole of further development on the transport network.

Figure 3.6: Broad location 1: Land to the north & south of Barton Road



Option 11: Broad location 2: Playing fields off Grantchester Road Newnham

District: Cambridge City Council and South Cambridgeshire District Council

Ward/Parish: Newnham and Grantchester

Description:

There is potential capacity for between 450 and 700 dwellings between the urban area and the administrative boundary, with additional land also in South Cambridgeshire.

Context:

The location comprises a number of college playing fields along with Wests Renault Rugby Football Ground located to the south of Newnham off Grantchester Road. The area is relatively level with views into open countryside to the south towards Grantchester and along the River Cam immediately east. The land is slightly elevated above the land to the east that forms part of the Cam river valley and Grantchester Meadows. The southern section of the Pembroke playing field is located in South Cambridgeshire.

Designations/constraints:

- The whole area is designated as Green Belt.

- Land within Cambridge is designated as Protected Open Space.
- Significant parts of the Rugby Club ground are in the functional floodplain (3b) and therefore unsuitable for development.
- The West Cambridge and Newnham Croft Conservation areas lie to the north and north-east.
- The hedgerows and river meadows are important for wildlife.
- Allotments adjoin the location to the south east.
- There is a public right of way to the east and permissive public right of way to the west.
- There are several protected trees in the area and a listed building.

Planning history

No significant recent planning history.

Green Belt / Landscape / Townscape

- The 2002 Inner Green Belt Boundary Study found that all areas within this location were of medium to very high importance to the setting of the city and medium to very high importance to Green Belt purposes.
- This location is mostly arable and divided into relatively small fields with managed hedgerows and ditches.
- Grantchester is located to the south of the area on the western slope of the River Cam valley.
- The elevated parts of this location create small plateaus that are sometimes screened by their landform and by vegetation.
- Views are usually open and of abrupt urban edges with a soft green foreground. There are distant views from the rolling clayland hills to the west of Cambridge, particularly around Haslingfield.
- The tower of Haslingfield church can be seen from the edge of the city and there are clear views of the historic collegiate core of Cambridge seen above the urban edge in the near distance.
- This section of Green Belt on the western edge of Cambridge is one of the most sensitive areas of landscape around the city because of a combination of topography, open views and the proximity of the historic core of Cambridge to the edge of the city.
- All of these factors result in a landscape which is very important to the setting of the city and for the purposes of Green Belt.
- In townscape terms the area would require direct access onto Grantchester Road, either in the form of an intersection serving either side of Grantchester Road or via other, additional, access points.
- Development would back onto existing development to the north and east, and would require pedestrian/cycle links within/beyond the

location.

- There is no direct public access to the eastern most part of this location.
- Development could feel isolated from existing communities unless overcome with good urban design, connectivity and appropriate community provision to aid integration.

Supporting Infrastructure:

Beyond 400m from existing local facilities. New school provision necessary. Improved utilities required. Large scale development would require new neighbourhood centre to be provided.

Transport:

- The Highways Agency has commented that as it currently stands the A14 corridor cannot accommodate any significant additional levels of new development traffic. This site is likely to be closely related to the M11 at J 12, but is also reasonably well related to the City Centre. As such it would warrant a robust transport assessment before the Highways Agency could come to a definitive view.
- The County Highways team have commented that Grantchester Road is narrow and incapable of supporting development at this scale without significant improvement. Modifications to Grantchester Road would be required and would result in the nature of the road changing significantly. The eastern part of this location has no direct access to the adopted public highway; South Green Road is private and unsuitable for intensification in its current form. Transport modelling would need to be undertaken to understand the full implications on the transport network. Better public transport links would be required.

Figure 3.7: Broad Location 2: playing fields off Grantchester Road, Newnham



Option 12: Broad location 3: Land west of Trumpington Road

District: Cambridge City Council

Ward/Parish: Trumpington

Description:

There is potential capacity for between 1,000 and 1,500 dwellings on part of the location.

Context:

The location excludes land to the west towards Grantchester Meadows. The location is fairly flat and has some sports and recreational uses (including a football ground, golf course and playing fields) at the northern end and open arable land to the south. The area has a mature tree belt alongside Trumpington Road and several tree belts within the wider area. There are also woodland areas to the south, which are historically associated with Trumpington Hall. The western part of the area falls away to form the eastern slope of the River Cam valley. On the opposite side of the river valley are Grantchester Meadows and village. There is a noticeable, central ridge of land running north/south, which provides some interrupted views over the river valley to the west. There are existing housing areas to the north and the east.

Designations/constraints:

- The whole area is designated as Green Belt.
- The most northerly field (playing field) on the area is within the Southacre Conservation Area.
- There are locally listed buildings adjacent to the location. The impact on existing properties in Trumpington Road and Latham Road would need to be considered.
- The Trumpington Road Woodland Wildlife Site is to the south of the location.
- The northern portion of the area has various protected open space areas including the Leys and St. Faith's School playing field, the football ground (outdoor sports facilities), and the Cambridge Lakes Golf Course.
- Location is part of green corridor. The hedgerows and river meadows are important for wildlife.
- There are a number of protected trees, alongside Trumpington Road, and along the field boundary to the northwest, and between the Leys and St. Faith's playing field and the football ground.
- Archaeology finds include prehistoric pottery and ridge and furrow remains. Predetermination works required to obtain information on the character and significance of the archaeology in this area.
- There is a public rights of way to the west which links to a permissive footpath to the south-east.

Planning history

Land west of Trumpington Road was identified in the Cambridgeshire and Peterborough Structure Plan 2003 as an area to be assessed through the Cambridge Local Plan for its suitability for housing. The Cambridge Local Plan 2006 inspector rejected this area on the grounds that the investigation undertaken by LDA in response to the Structure Plan concern about this land indicated that it was not suitable for development. The LDA study concluded that there was no case for a Green Belt release in this location as: it provided an attractive, well managed rural setting to the historic core; the green approach along Trumpington Road is an important quality of the setting; the green gap between Trumpington and the urban gateway at Brooklands Avenue contributes positively to the perception of Cambridge as a compact City; urbanisation of this green approach would increase the perception that settlements such as Great Shelford to the south are part of the urban mass of Cambridge; the land provides a rural gap between Trumpington and the historic core. There are only certain areas of land within the location which in visual terms could be developed without harming publicly accessible views. The playing field and golf course contribute to the quality of the landscape setting.

Green Belt/landscape/townscape

- The Inner Green Belt Boundary Study 2002 found that this area was categorised as ranging from 'low to high' in terms of the importance to the setting of the city and 'low to very high' in terms of importance for Green Belt purposes.
- The parts of the site, which were categorised as low were the sports grounds to the north of the site. These areas were seen as low because they were well screened by mature vegetation and were viewed as part of the urban edge of the city.
- It is also significant that the City Council reviewed this area in 2003 as a potential Green Belt release, and consultants advising the Council found that there was no case for release on the basis that, amongst other reasons, the "land provides an attractive and well managed rural setting to the historic core...".
- The river valley also contributes to the importance for Green Belt purposes because it affords a significant green corridor from the countryside to the south into the centre of the city. This is an important factor to the historic character of the city.
- The protection of green corridors running into the heart of the historic core of the city has long been a key part of the contribution of the Cambridge Green Belt.
- From a townscape perspective access would need to be gained via Trumpington Road, with two access points required: one using the existing golf course access and the other via lands south of the mostly southerly residential property fronting Trumpington Road.

Supporting Infrastructure:

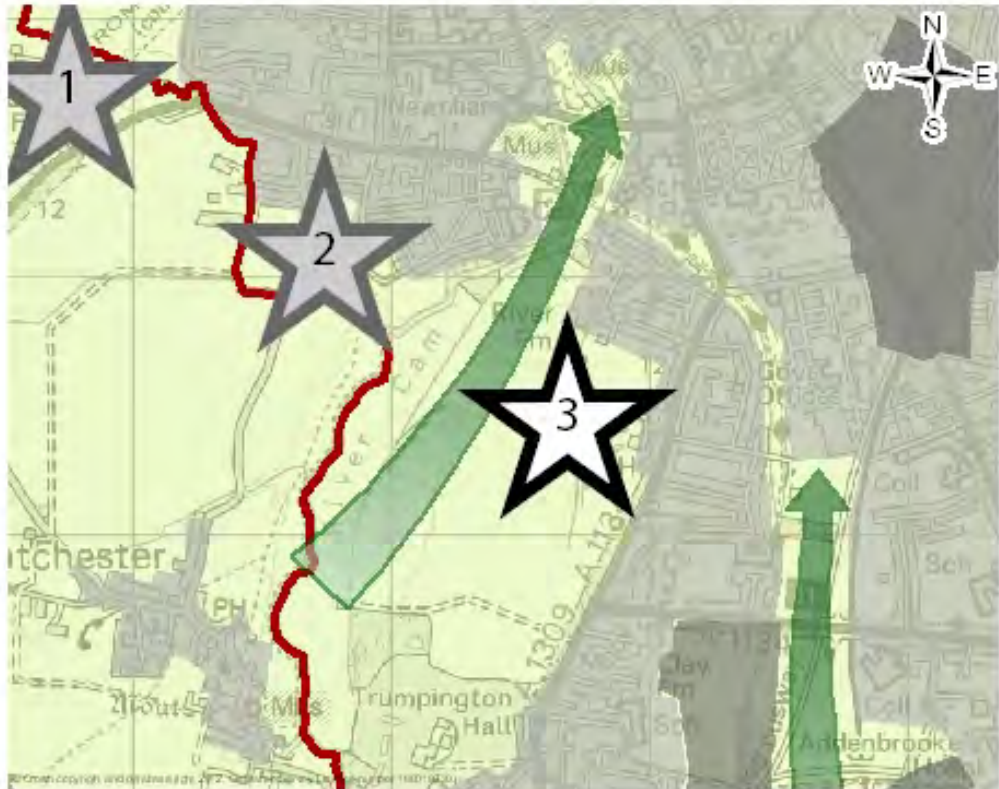
The location is more than 400m from existing schools and local facilities, other than local nurseries. Improved utilities required.

Transport:

- The Highways Agency has commented that as it currently stands the A14 corridor cannot accommodate any significant additional levels of new development traffic. This location is likely to be quite closely related to the M11 at J11 and J12, but is also reasonably well related to the city centre. As such it would warrant a robust transport assessment before the Highways Agency could come to a definitive view.
- The County Highways team has commented that there is a requirement for transport modelling to consider wider strategic impact. Potential impact on M11 Junction 11. A1309 corridor would need to be considered – capacity constraints at A1309 / A1301 and A1309 / A1134 junctions and along corridor into Cambridge would need to be addressed. The location is reasonably well serviced by public transport, but would need to be improved further to be high

quality.

Figure 3.8: Broad location 3: Land west of Trumpington Road



Option 13: Broad location 4: Land west of Hauxton Road

District: Cambridge City Council and South Cambridgeshire District Council

Ward/Parish: Trumpington and Haslingfield

Description:

There is potential capacity for between 110 and 160 dwellings between the urban area and the administrative boundary, with additional land in South Cambridgeshire.

Context:

Gently sloping arable land without hedges between the planned Trumpington Meadows site and the M11. Planned country park to northwest.

Designations/constraints:

- The whole area is designated Green Belt.
- Scheduled Monument (Romano British settlement) just outside the site to the north west.
- Traffic on the M11 generates noise and affects local air quality assessments required.
- The location lies within the consultation area for the Mulard Radio

Astronomy Observatory at Lord's Bridge requiring consultation on applications for development or resulting in: electrical interference, microwave interference from telecommunications masts and equipment, light pollution and mechanical vibration from domestic, industrial, and other sources such as the movement of vehicles, including aircraft.

Planning history

The inspector examining the 2006 Cambridge Local Plan found the adjoining Trumpington Meadows site to be a sustainable location for development and released land to the north of this broad location from the Green Belt because a large proportion was previously developed, to improve the southern approach to the city which was dominated by a newly established park and ride site and to ensure alignment with development to the north of the Addenbrooke's Road to the east of Hauxton Road. Similar conclusions were reached by the Cambridge Southern Fringe Area Action Plan Inspector in 2007 for land in South Cambridgeshire.

Green Belt/Landscape/Townscape

- The Inner Green Belt Boundary Study 2002 identified the location to be of high importance to the setting of the city and for the purposes of Green Belt.
- An arable open landscape on a south facing slope flattening on higher ground towards Trumpington Village.
- There are distant views from surrounding higher ground into and across the area including long distance views from the Haslingfield area.
- The urban extension at Trumpington Meadows is on higher, flatter ground to the north and has been designed to form the new urban edge to Cambridge. The meadows and farmland of this location are important as a setting to the city and to the new development. The new urban edge takes the city further south and closer to the M11. The M11 motorway is a major viewpoint for the location. The landscape foreground between the M11 and the new urban edge increases in importance in terms of setting of the city. This 'edge' is continued in an easterly direction and comprises a consistent, planned southerly boundary including the Addenbrookes Road at the bottom of the Glebe Farm site, the south end of the Clay Farm site, and the south end of the Cambridge Biomedical Campus.
- Development here would bring housing significantly closer to the M11 by reducing the gap of approximately 380 metres by around half.
- Development could feel isolated from existing communities unless overcome with good urban design, connectivity and appropriate community provision to aid integration.

Supporting infrastructure:

Beyond 400m from existing local facilities. New school provision necessary. The new Trumpington Meadows primary school has limited scope for expansion. Improved utilities required.

Transport:

- The Highways Agency has commented that currently, as it stands, the A14 corridor cannot accommodate any significant additional levels of new development traffic. Sites clustered around M11 J11, while being fairly well integrated with Cambridge, are likely to result in some additional pressure on the M11 corridor. Impact assessment required.
- The County Highways team has commented that no new access directly from Hauxton Road, scope exists to remodel existing junctions to provide required capacity. Impact on existing accident cluster on Trumpington Road would need assessment and mitigation. Transport modelling needs to be undertaken to understand the full implications of further development on the transport network as a whole. Public transport services would need to be reinforced.

Figure 3.9: Broad location 4: Land west of Hauxton Road



Option 14: Broad location 5: Land south of Addenbrooke's Road

District: Cambridge City Council and South Cambridgeshire District Council

Ward/Parish: Trumpington and Great Shelford

Description:

There is potential capacity for between 750 and 1150 dwellings between the urban area and the administrative boundary, and an extensive area of land in South Cambridgeshire between the M11 and the houses fronting Shelford Road.

Context:

The location is between Addenbrookes Road, the M11 and Great Shelford. The land is open and exposed and is mainly on high, flat ground, which falls away slightly to the south towards the M11. There is a plateau area immediately to the west of Shelford Road that is less visible because of the landform. A few mature, well-managed hedgerows dissect the area and create well defined field boundaries. It is arable farmland. There are near distance views from the area over the hedgerows to the rising ground to the south and southwest. There are views into the site from the surrounding roads and area in general.

Designations/constraints:

- The whole area is designated Green Belt.
- A very small area in the southern part of the area, adjacent to a tributary of the River Cam, is within flood zones 2, 3a and 3b.
- Scheduled Monument is located in part of this area.
- Small area of land to the west is within the Minerals and Waste LDF Mineral Safeguarding Area for sand and gravel.
- There is a County Wildlife Site on the southern boundary of the area.
- There are several Tree Preservation Orders along the boundary with Great Shelford.
- The Shelford Road frontage opposite Walden Way and Hobsons Acre, in the southeast corner of the location, is designated an Important Countryside Frontage.
- The impact on existing properties in Shelford Road would need to be considered.

Planning history

A proposal was submitted as part of the 2006 Cambridge Local Plan review to develop in this location. The Inspector, in approving the allocation of Glebe Farm for development to the north, concluded the road would be the best boundary between the urban area and the Green Belt, and would provide a firm boundary across the extensive sector. The inspector decided the location further south was not appropriate for housing development for reasons including that it is open land within Green Belt and outside the built-up area. A small area of land in the southeastern corner of the location has been considered and rejected for residential development through South Cambridgeshire Local Plans in 2004 and 1993, and refused planning

permission. The northern part of the location was proposed for a household waste recycling centre, but was rejected by the inspector examining the Minerals and Waste Local Development Framework, who noted the importance of this location and concluded that the development of this area would be very significantly inconsistent with Green Belt policy. He concluded, 'the landscape and visual assessment for the site acknowledges that it forms part of the historic city and that its development would affect the character of an important approach to it...'.

Green Belt/landscape/townscape

- The Inner Green Belt Boundary Study 2002 found that areas within this location ranged from negligible (west of Shelford Road) to high (east of Hauxton Road) in terms of importance to the setting of the city.
- The Addenbrooke's Road and the developed area bring the urban edge further into the rural landscape and closer to the M11 than at present, and will make the land between the M11 and the new urban edge more important to the setting of the city. This is particularly true of a major part of the location that is situated on relatively higher and open land.
- The land immediately to the west of Shelford Road is more discrete being slightly lower than the highest part of the area.
- The location would 'break' the established southern boundary of the city created through 2006 Local Plan site releases (recently upheld by an independent Inspector considering the Minerals and Waste LDF).
- From a design and townscape perspective, and depending on the size of development, the location could require a number of different access points. Access from Addenbrooke's Road, likely opposite that access created for Glebe Farm, would be necessary for the northeastern part of the location. A larger north western part of the area would require a minimum of two access points, one from Addenbrooke's Road and one from Hauxton Road. Access from Hauxton Road may not be acceptable to the County or Highways Agency.
- Significant noise (and possibly) air quality measures would be required to mitigate the impacts from the M11.
- A larger southern location would require access from Shelford Road, and significant noise (and possibly) air quality measures would be required to mitigate the impacts from the M11.
- The size of the location could be sufficient for a very significant extension to the city similar to the scale/area of Clay Farm.
- Development could feel isolated from existing communities unless overcome with good urban design, connectivity and appropriate community provision to aid integration.

Supporting infrastructure

Improvement of utilities required. The capacity of existing and currently proposed schools and local facilities would need to be reviewed. Large scale development would require a new neighbourhood centre.

Transport:

- The Highways Agency have commented that currently, the A14 corridor cannot accommodate any significant additional levels of new development traffic. This site is likely to be closely related to M11 at J11, but does have good public transport links to the City centre and beyond. A robust transport assessment would be required before the Highways Agency could come to a definitive view. The Highways Agency would need to be consulted on proposed access to the location, including access from the A1309.
- The access is acceptable in principle to the County Highways, but the impact on the M11 would need to be assessed. A secondary access onto Shelford Road may also be needed and possibly a third one should the number of dwellings be any greater on adjoining land in South Cambridgeshire District Council. Transport modelling would need to be undertaken to understand the full implications of further development on the transport network as a whole. The area is fairly sustainable being close to the city centre with good access to the Cambridgeshire Guided Busway. Nevertheless, improvements to public transport services would be required.

Figure 3.10: Broad location 5: Land south of Addenbrooke's Road



Option 15: Broad location 6: Land south of Addenbrooke's and between Babraham Road and Shelford Road

District: Cambridge City Council and South Cambridgeshire District Council

Ward/Parish: Queen Ediths and Great Shelford

Description:

There is potential capacity for between 900 and 1,400 dwellings between the urban area and the administrative boundary, with additional land in South Cambridgeshire.

Context:

Large agricultural fields split by Granham's Road. To the north is Queen Edith's Ward, including the site of the proposed residential redevelopment of the Bell School site. Further northwest is Addenbrooke's Hospital and the Clay Farm development and to the east the Babraham park and ride site. To the west lie the houses and properties fronting onto Shelford Road and Cambridge Road. All other boundaries comprise open fields, hedgerows or ditches.

Designations/constraints:

- The whole area is designated as Green Belt.
- The majority of the location lies within Flood Risk Zone 1 (the lowest level of risk).
- The location is however, subject to surface water drainage issues.
- The hedgerows, drainage ditches and tree belts are important for wildlife.
- The area is adjacent to a number of nature conservation designations including the hedgerow to the north, which is a City Wildlife site.
- The area is of strategic importance for Countywide Green Infrastructure. This is a project, which proposes the restoration of part of the area to chalk grassland under the adopted 2011 Cambridgeshire Green Infrastructure Strategy.
- Public rights of way run to the southwest of this location towards Nine Wells Local Nature Reserve.
- There are permissive bridleways to the northwest.
- Pre-determination works are required to obtain information on the character and significance of the archaeology in this area.
- The impact on existing properties alongside the Babraham Road, Shelford Road, Cambridge Road, Hills Road, and Red Cross Lane, as well as proposed new properties on the Bell School site would need to be considered.

- Part of the location is within the Addenbrooke's Waste Consultation Area as outlined in the Minerals and Waste Core Strategy 2011.

Planning history

The Cambridge Local Plan 2006 promoted the creation of a new urban edge to the north. This is being implemented through the Addenbrooke's and Bell School developments to the north with the intention that this location would remain as Green Belt with an open aspect and view across to the new urban boundary. This area was picked up in the Hills Road Suburbs and Approaches Study, which identified the fields and hedges as being the predominant feature of this part of the city.

Green Belt/landscape/townscape

- The Inner Green Belt Boundary Study 2002 has identified this location as of high value in terms of importance to the setting of the city and for Green Belt purposes.
- Whilst this location is flat the undulating land to the southwest rises up to White Hill before descending again towards Shelford and the railway line. Views from the southwest of the location are therefore mostly elevated with clear vistas over the rural foreground to Addenbrooke's Hospital and the city beyond.
- Not all views are clearly uninterrupted. Some are affected by the topography and vegetation, but the urban edge of the city is clearly defined to the south of the hospital.
- The effect of developing this area will be to move the built edge further south and out into the countryside. It will create a new city edge closer to the elevated land of the Gog Magog Hills which in turn will result in the land south of the hospital becoming more important to the setting of the city and to Green Belt.
- In terms of townscape, the location will form a significant 'ribbon development' extension to the city and significantly impact on the setting and foreground of the view to the city when seen from the Gog Magog Hills.
- The established southern edge of the city created via the 2006 Local Plan stretching from the west side of the Trumpington Meadows site to the southerly limit of the Bell Languages School site, would effectively be broken.
- The location can effectively be considered in two halves: one south and one north of Granham's Road. The location would have to be accessed via this road and possibly via other accesses (whether principal or secondary) to Babraham Road. Any development to the west of the location would need access from Shelford Road/Cambridge Road.
- Development could feel isolated from existing communities unless overcome with good urban design, connectivity and appropriate

community provision to aid integration.

- This location could open up access to the rear of the Addenbrooke's Hospital from the south and potentially provide a link through to the Addenbrooke's access road to the west, but this would be dependent on further releases of land.

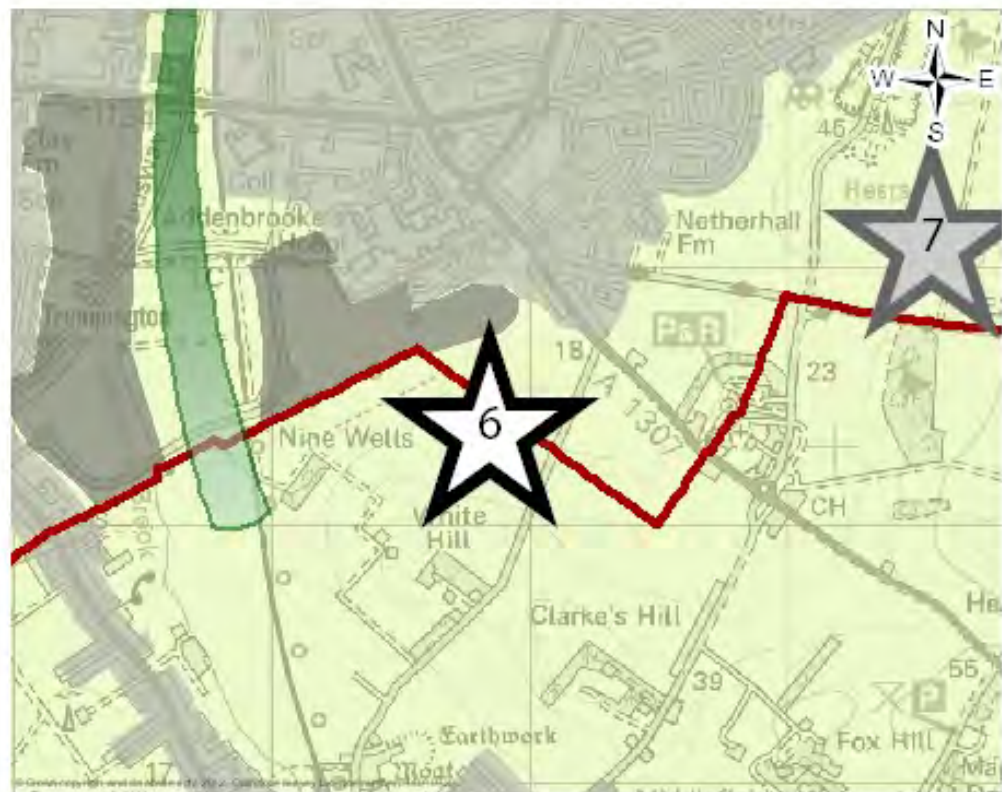
Supporting Infrastructure:

The location is more than 400m from schools and local facilities. Utilities would need improving to support development in this location.

Transport:

- The Highways Agency has commented that this location has the potential advantage of dispersed trip-making patterns in relation to the Strategic Road Network, and is likely to be well related to central Cambridge for much of its trip-making. It is likely that a substantial proportion could be delivered without any adverse impact.
- County Highways have commented that there will be a requirement for transport modelling to consider wider strategic impact. Full Transport Assessment and travel plans required. Potential impact on M11 J11. A1307 corridor will need to be considered. Capacity constraints at Addenbrooke's junction and along corridor into Cambridge will need to be addressed. Opportunities to enhance walking and cycling routes.

Figure 3.11: Broad location 6: Land south of Addenbrooke's and southwest of Babraham Road



Option 16: Broad location 7: Land between Babraham Road and Fulbourn Road

District: Cambridge City Council and South Cambridgeshire District Council

Ward/Parish: Cherry Hinton, Queen Ediths, Fulbourn and Great Shelford

Description:

There is potential capacity for between 3,000 and 4,600 dwellings between the urban area and the administrative boundary, and significant land in South Cambridgeshire.

Context:

Arable open fields and chalk grassland between Fulbourn Road and Beechwoods at western most slope of the Gog Magog Hills and including Netherhall and Newbury farms to west, and part of Netherhall School playing fields. The land slopes away on both sides from a ridge of higher land running southeast to northwest through the middle of the location.

Designations/constraints:

- The whole area is designated as Green Belt.
- The location is largely grade 2 and 3 agricultural land.
- The location is adjacent to the Limekiln Pit and East Pit Sites of Special Scientific Interest (SSSI).
- Roadside verges of Limekiln Hill and Worts Causeway are a County Wildlife Site as is Netherhall Farm.
- Cherry Hinton Road and Beechwoods Local Nature Reserves are close by.
- The Netherhall school playing fields are designated protected open space.
- Strategic importance in 2011 Green Infrastructure Strategy.
- Areas of archaeological interest nearby.
- High pressure gas main crosses the location.
- Permissive access path alongside Worts Causeway and down Cherry Hinton Road.
- The impact on existing properties to the north and west would need to be considered.

Planning history

Proposals for residential development of Netherhall Farm were put forward through the 2006 Local Plan. These were dismissed by the inspector on grounds that the land was located within the Green Belt and included areas of open land. The inspector concluded that whilst it was a sustainable

location for development it was not suitable for development because of its importance to the setting of the city and there was no need to release it from the Green Belt.

Green Belt/landscape/townscape

- The Inner Green Belt Boundary Study 2002 found that areas within this location are categorised as ‘medium’ to ‘very high’ in terms of importance to the setting of the city and to Green Belt purposes.
- The land rises to the west and south of Fulbourn at the western end of the Gog Magog chalk hills. The highest point of these undulating hills, Wandlebury, is the highest point of land nearest to Cambridge City. Views are mostly elevated from this area and include vistas and panoramas over the city from the southeastern and northwestern corners of the location. Views of the Gog Magog Hills are also clearly seen from southern parts of the city.
- The urban edge of the city is clearly defined in this area resulting in a very direct relationship between the city and its surroundings. Worts Causeway, and Limekiln Road retain a strongly rural character.
- The fact that the majority of the land in this area is elevated with important views, accords it more importance to both the setting of the city and to Green Belt purposes in general.
- In townscape terms the low lying flat land on the southwest and northeast fringes of the location has the least significance for landscape quality and for Green Belt purposes. In considering any development options, these areas would still require a major departure from past Green Belt status and very careful treatment.
- From a design perspective the south west sector would require road access from Wort’s Causeway with north south oriented roads for access and would need to exclude the area recently approved for expansion of the Babraham Road park and ride site.
- Development could feel isolated from existing communities unless overcome with good urban design, connectivity and appropriate community provision to aid integration.

Supporting Infrastructure:

Beyond 400m from existing local facilities. New school provision necessary. Improved utilities required. Large scale development would require new neighbourhood centre.

Transport:

- The Highways Agency has commented that the location is well integrated to Cambridge but may add pressure to the M11 at J 11 and the A14.
- The County Highways team has undertaken transport modelling on the

promoter's proposal for around 3,100 dwellings and they have assessed that it could generate around 26,410 all mode daily trips. Further transport modelling would need to be carried out to understand the full implications as a whole on the transport network. New public transport services would be required. Roads in the area are narrow with limited capacity. Need to consider bus infrastructure improvements, improvements to local roads, and impact on Hospital roundabout and Granhams Road & Babraham Road junctions. Full Transport Assessment, Travel Plan & S106 mitigation measures needed.

Figure 3.12: Broad location 7: Land between Babraham Road and Fulbourn Road



Option 17: Broad location 8: Land east of Gazelle Way

District: South Cambridgeshire District Council

Ward/Parish: Teversham

Description:

The location is entirely within South Cambridgeshire. There is no capacity for dwellings within Cambridge resulting from this location.

Context:

Large flat arable fields with low boundary hedges to Gazelle Way. Woodland belt adjoins Cherry Hinton Road, with more significant hedges

elsewhere. Residential to west of Gazelle Way. Prefab housing site adjoins Fulbourn Old Drift to south.

Designations/constraints:

- Green Belt.
- Gas mains cross the land.
- Electricity pylons cross the southern part of the land to access a transformer station to southwest corner of the land.
- There are two Scheduled Monuments in the vicinity, to northeast (moated site at Manor Farm), and to the southeast (settlement site at Caudle Farm).

Planning history

Planning permission granted in 1981 for land fronting onto the northern half of Gazelle Way for housing development, open space and schools. A subsequent planning permission in 1985 limited built development to the west of Gazelle Way only, which was implemented.

Green Belt/landscape/townscape

- A flat open arable landscape very gently falling towards the east.
- It fulfils Green Belt purposes by providing a rural setting for the city in this location and by separating Cambridge, Teversham and Fulbourn.
- There are no views of the historic core of the city.
- Past Green Belt studies have appraised the site differently. The Cambridge Inner Green Belt Boundary study 2002 for the City Council found the land to be of low to medium importance to the Green Belt where land could be released for development. The Cambridge Green Belt Study 2002 for South Cambridgeshire District Council found the land to be essential to the special character and setting of Cambridge where there is no scope for substantial release of land for development. At that time the City Council were advocates for large scale development to the east of Teversham and north of Fulbourn and both councils were seeking to influence the outcome of the examination in public of the Cambridgeshire and Peterborough Structure Plan.

Supporting Infrastructure:

New school provision necessary. Improved utilities required.

Transport:

- Highways Agency – the Highways Agency has not commented on this location. In commenting on SHLAA sites to the south east of Cambridge they commented that sites at the southern end of this group are likely to be well integrated with Cambridge though clearly there could be some additional pressure on the M11 and the A14.

Most of the land is likely to be within 400 metres of bus stops on Gazelle Way. Transport modelling would need to be undertaken as part of the overall spatial strategy work to understand the implications as a whole of further development on the transport network.

Figure 3.13: Broad location 8: Land east of Gazelle Way



Option 18: Broad location 9: Land at Fen Ditton

District: South Cambridgeshire District Council

Ward/Parish: Fen Ditton

Description:

The location is entirely within South Cambridgeshire. There is no capacity for dwellings within Cambridge resulting from this location.

Context:

The area to the south side of the village largely comprise a series of small paddocks, enclosed by hedgerows, situated close to the edge of the village. To the north of the village the area comprises much larger, exposed, agricultural fields with the A14 to the north and east. Much of the land is visible from surrounding higher ground, particularly in the north.

Designations/constraints:

- The whole area is designated as Green Belt.
- Some parts of the location form an important part of the setting of Fen

Ditton Conservation Area and include several Listed Buildings (Grades II* and II).

- Fleam Dyke Scheduled Monument and SSSI lies to the east of the village.
- There are archaeological remains from various periods.
- Areas of Important Countryside Frontages have been designated along Ditton Lane, High Ditch Road and High Street.

Planning History

One site within this broad location was considered through the South Cambridgeshire District Council's LDF, proposed as an Objection Site (2006). The 2004 Local Plan Inspector's report rejected development on open land on the east side of Horningsea Road. Various planning applications have been refused for being in the Green Belt, where development would progressively detract from the open and rural appearance and character of the area and would constitute the undesirable consolidation of the ribbon of development stretching north along Horningsea Road.

Green Belt/landscape/townscape

- Fen Ditton is the closest of the necklace villages to Cambridge. It is essentially a linear village, centred on the High Street where development is compact. There is an almost complete absence of backland development, and an unmistakably rural feel with its grass verges, large trees and bucolic riverside setting. Its riverside setting and high proportion of good quality buildings and spaces means that the streetscene and townscape is of a high quality.
- The location falls within an area where development would have a significantly adverse impact on Green Belt purposes and functions particularly with regard to preventing coalescence, quality of the setting of Cambridge and the setting, scale and character of Green Belt villages and their rural character.
- Development of land to the south of Fen Ditton would reduce the extent of separation between the village and urban Cambridge from 300 metres to effectively coalescence.
- Land to the west of Horningsea Road has been found in studies to be of 'very high' and land to the east of 'high' importance to the Green Belt.
- The northeast Cam corridor is identified as an area of open, high quality landscape that is important to the setting and special character of Cambridge, with particular qualities to be safeguarded.
- The area provides viewpoints to the historic core from long distance footpaths and other vantage points, and much of the interface between the landscape and the city is soft and green.

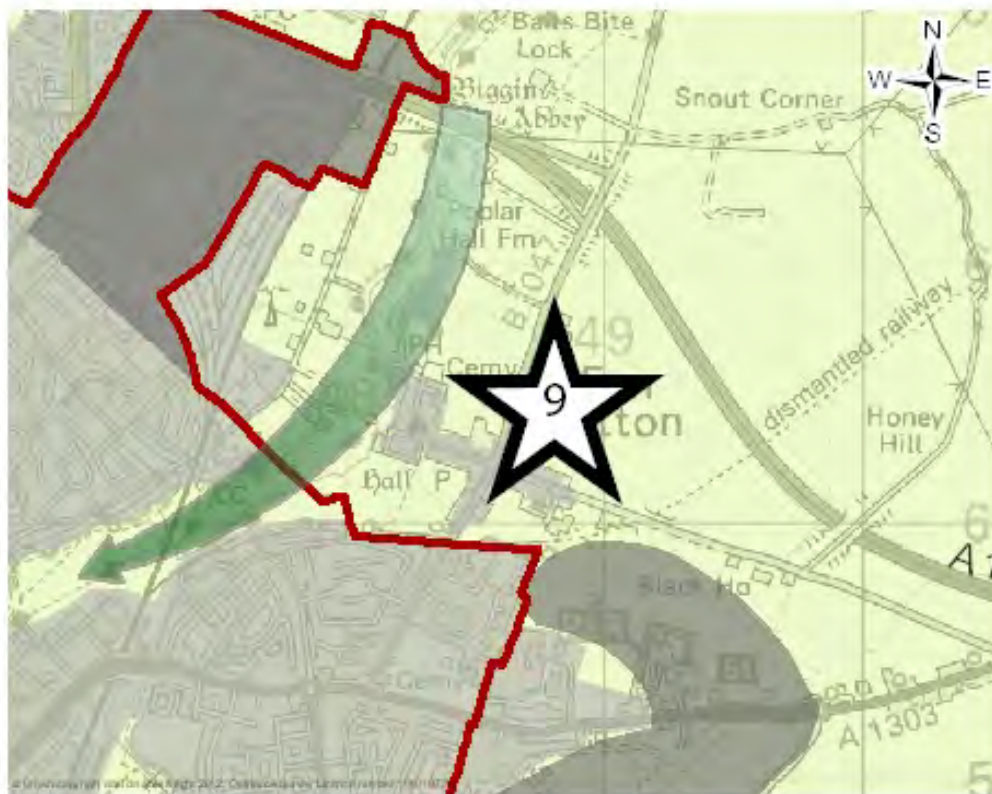
Supporting Infrastructure:

New school provision necessary. Improved utilities required.

Transport:

- The Highways Agency has commented that land in this location is likely to be well integrated with Cambridge though clearly there could be some additional pressure on the M11 and A14. Development of land around Fen Ditton is more likely to generate pressure on the A14 corridor, particularly to and from employment along the northern fringe of Cambridge. Much of this location is at least partly within 400m from a bus stop. New public transport services would be required.
- The County Council has commented that a full transport assessment would be required. Transport modelling would need to be undertaken as part of the overall spatial strategy work to understand the implications as a whole of further development on the transport network.

Figure 3.14: Broad location 9: Land at Fen Ditton



Option 19: Broad location 10: Land between Huntingdon Road and Histon Road

District: South Cambridgeshire District Council

Ward/Parish: Girton and Impington

Description:

The location is entirely within South Cambridgeshire. There is no capacity for dwellings within Cambridge resulting from this location.

Context:

The land lies between Huntingdon Road and Histon Road, to the south of the A14 and north of the proposed NIAB development on the edge of the city. Two farms, set within grassland and woodland, lie to the northeast and a hotel and playing fields lie to the southwest. The remaining land comprises large open agricultural fields, with views across to the historic core of Cambridge.

Designations/constraints:

- The whole area is designated as Green Belt.
- A group of protected trees lies to southwest.
- The A14 runs along the northern boundary, with associated traffic noise and air quality issues. Part of site lies within an Air Quality Management Area (AQMA).

Planning history:

The 2009 South Cambridgeshire Site Specific Policies Plan (SSP) Inspector considered this location when deciding the appropriate extent of NIAB2. “The most relevant principles...are those concerned with the maintenance of views of the historic core of Cambridge, providing green separation between the urban expansion and existing settlements, and protecting green corridors. Some land could be released, retaining other parts to fulfil Green Belt purposes.” The allocation of NIAB2 in the SSP Plan reflected the inspectors’ conclusions on Green Belt significance.

Green Belt/landscape/townscape

- An area of flat, agricultural landscape providing largely uninterrupted views across to the city.
- Most of the site is of ‘very high’ importance to the purposes of the Green Belt, although a smaller area between NIAB2 and Girton is of ‘medium’ importance (as is the NIAB2 land).
- Key level views have been identified to the city from the A14, with a countryside foreground and soft urban edge.
- The area forms part of the connective townscape/landscape, which is an integral part of the city and its environs, and also an area critical to preserving the separate identities of the surrounding villages and therefore the immediate landscape setting of the city.
- Studies concluded in the context of the NIAB2 allocation, that development of the whole site would extend the city to the A14 and lead to coalescence with the necklace village of Girton, which is completely at odds with one of the key functions of the Cambridge

Green Belt.

Supporting infrastructure:

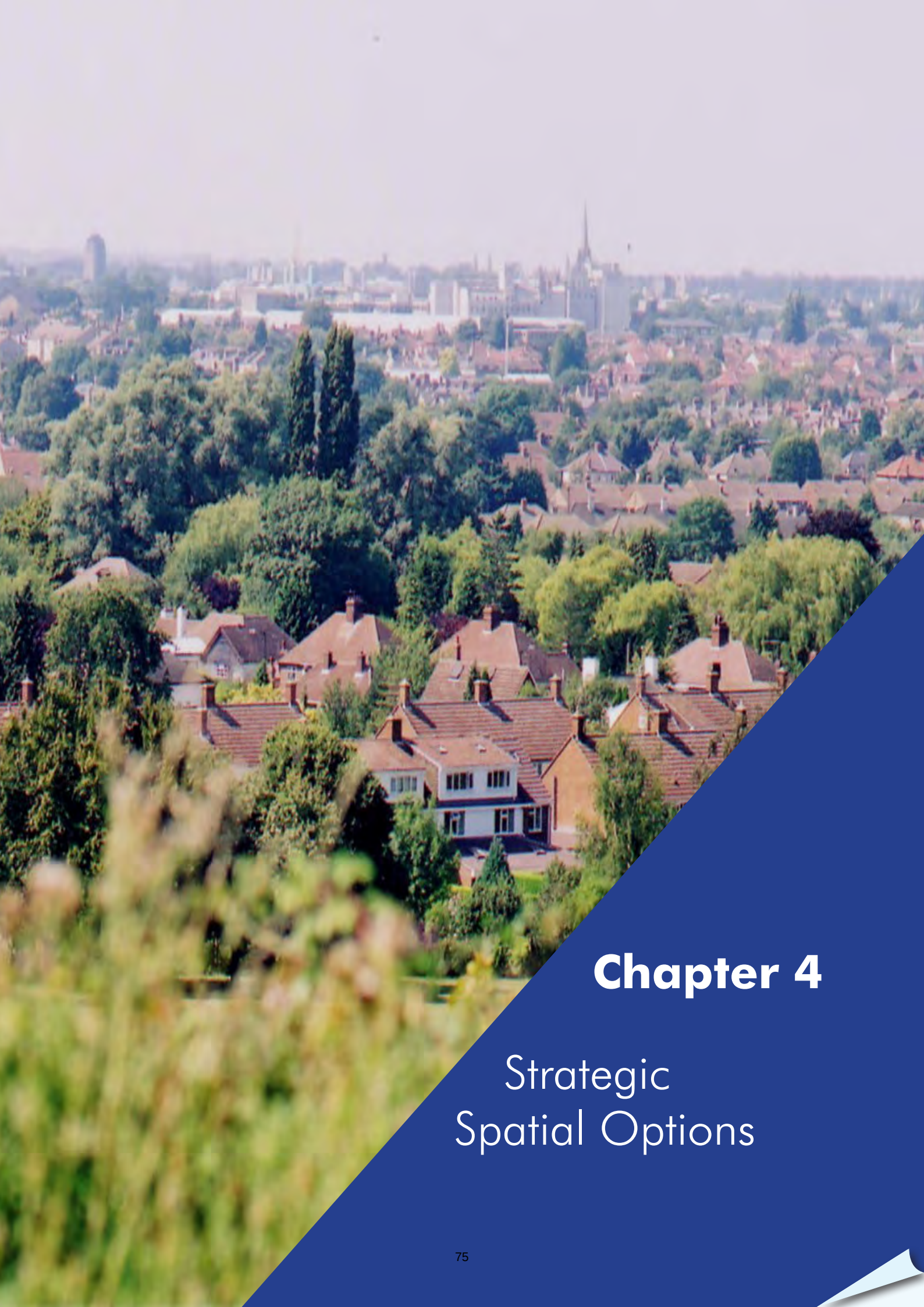
New school provision necessary. Improved utilities required.

Transport:

The Highways Agency has commented that although fairly closely related to Cambridge, the trip patterns are likely to result in traffic crossing rather than joining the A14, lessening the impacts on the A14. Limitations on the county's network could result in localised diversionary trips on the A14 and M11 and may limit the capacity of these routes to accommodate new development. Conversely, this location is likely to be able to be served by public transport or non-motorised modes. Only small parts of the area are within 400m of a bus stop. Transport modeling would need to be undertaken as part of the overall spatial strategy work to understand the implications as a whole of further development on the transport network.

Figure 3.15: Broad location 10: Land between Huntingdon Road and Histon Road





Chapter 4

Strategic Spatial Options

CHAPTER 4 – STRATEGIC SPATIAL OPTIONS

- 4.1 This chapter looks at further strategic issues and options which will contribute to the spatial strategy for Cambridge. These are in addition to the housing and employment options in Chapter 3. These options will lead towards the development of strategic spatial policies in the new Local Plan.

Green Belt

- 4.2 Chapter 3 sets out possible options for accommodating further housing and employment growth, some of which would require land to be released from the Green Belt. Irrespective of which option is taken forward, all land that remains in the Green Belt will need protection.
- 4.3 The Government attaches great importance to Green Belts, and this is set out in the NPPF. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open.
- 4.4 Professor Holford first suggested the idea of a Green Belt around Cambridge in 1950¹, when the prospect of further rapid growth around the city was seen as a threat to the “only true University town” left in England. The purposes of the Cambridge Green Belt are to:
- Preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre;
 - Maintain and enhance the quality of its setting; and
 - Prevent communities in the environs of Cambridge from merging into one another and with the city.
- 4.5 It is clear that we will need a policy on protecting land within the Green Belt and there are no other reasonable alternatives.

STRATEGIC PRIORITY

Option 20 – Green Belt

This option is to retain the current policy approach towards development in the Green Belt. In accordance with NPPF there is a presumption against inappropriate development in the Green Belt. The extent of the Green Belt will be shown on the Proposals Map.

This approach will also seek to enhance the beneficial use of the Green Belt by providing opportunities for outdoor sports and recreation, increasing access, improvements and enhancements to visual amenity and biodiversity.

Setting of the city

- 4.6 Cambridge has a distinct character and landscape setting and is surrounded by attractive and accessible green space. The setting of Cambridge has unique qualities because of the compact nature of the city and its well-defined edges. A characteristic of Cambridge is the green corridors which

¹ Cambridge Planning Proposals 1950

extend right into the city from the countryside, and which are protected as Green Belt or open space. The green corridors can be clearly seen in figure 4.1, which shows green infrastructure in Cambridge. A number of studies² have considered the setting of the city and the features that are considered to be critical to this setting. The interface between the urban edge and the countryside is one of these important landscape features.

- 4.7 To date, Cambridge has retained its historic clear distinction between the city and the flat rural area which provides its setting. Development on the urban edge of the city, adjacent to the Green Belt, has the potential to have an effect on the setting of the city. Development on the edge of the city must meet the challenge to ensure that development conserves, enhances and improves the setting of the city.
- 4.8 Due to the importance of the setting of Cambridge, only one policy option has been put forward which embraces the opportunity to conserve, enhance and improve the edge of Cambridge. There are not considered to be any reasonable alternatives.

STRATEGIC PRIORITY

Option 21 – Setting of the city

One option could be to include a policy that only permits development on sites at the urban edge (including those sites at the edge of the green corridors adjacent to Green Belt, open space and the river corridor) where it complies with a number of criteria such as:

- Conserves and enhances the landscape setting, approaches and special character of the city, in accordance with the Cambridge Landscape Character Assessment;
- Promotes access to the surrounding countryside/open space if appropriate; and
- Includes landscape improvement proposals that will strengthen the urban edge boundary, improve visual amenity and enhance biodiversity.

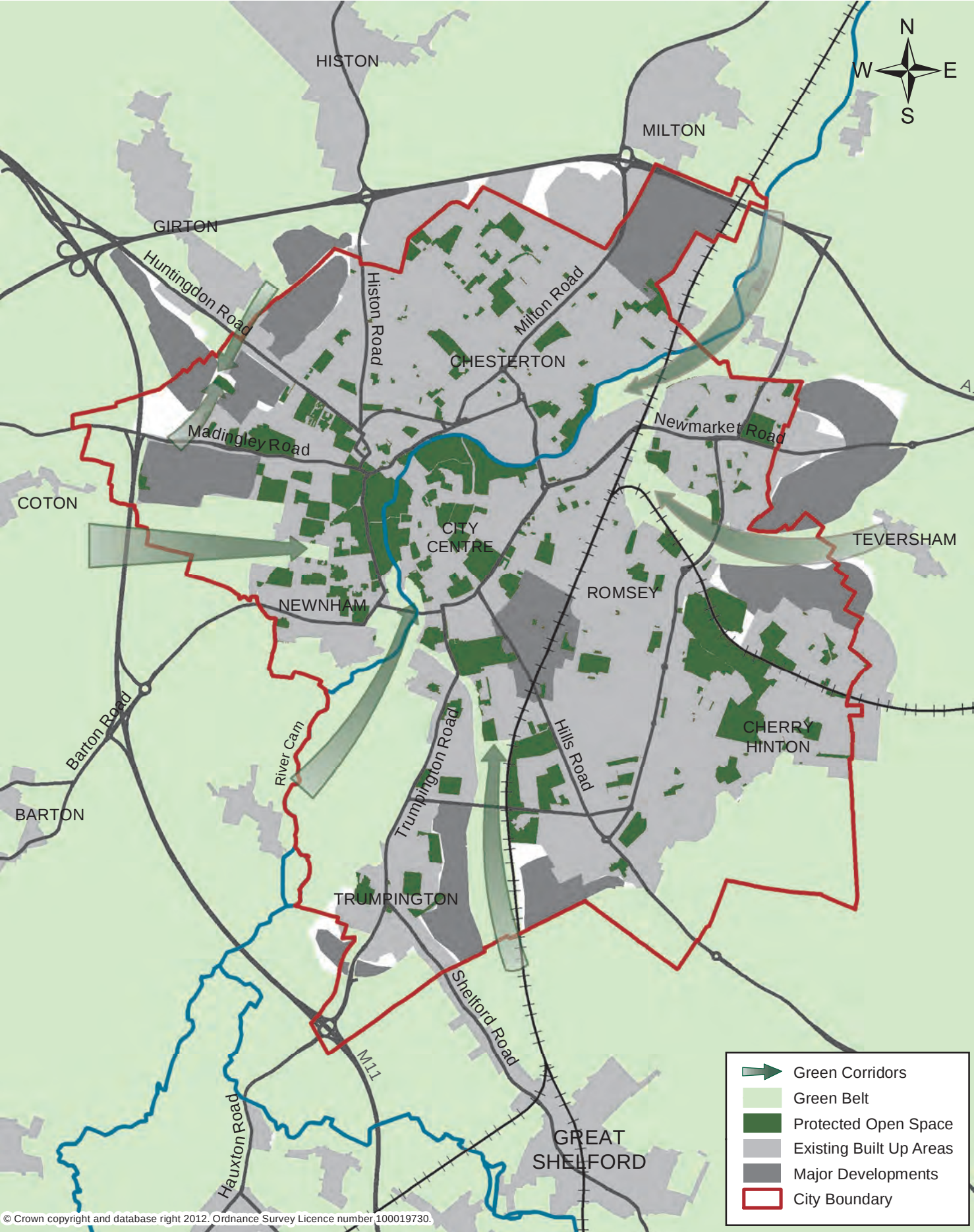
The advantage of such a policy is that it would help to promote high quality development that responds to context and enhances the setting of the city. The consideration of such issues should form a fundamental element of good design practice and as such should not be seen as placing additional requirements on developers.

Questions

- 4.1 Is there a need for a policy addressing this issue?
- 4.2 Are there any points which have been missed and you feel should be

² 2002 Cambridge City Inner Green Belt Boundary Study, South Cambridgeshire District Council's 2002 Cambridge Green Belt Study. The 2003 Cambridge Landscape Character Assessment

Figure 4.1: Green Infrastructure in Cambridge



added (perhaps even an entirely new option)?

4.3 Are there any other reasonable alternatives that should be considered at this stage?

Green infrastructure

- 4.9 Green infrastructure is the network of multi-functional green spaces (both existing and future), which is capable of delivering a wide range of environmental and quality of life benefits for both existing and future residents of Cambridge. It includes a wide range of elements such as country parks, wildlife habitats, rights of way, commons, local nature reserves, waterways and bodies of water, and historic landscapes and monuments. The network comprises rural and urban green infrastructure of different sizes and character, and the connections and links between them. Figure 4.1 shows the network of open space, green corridors and Green Belt in Cambridge.
- 4.10 The provision of green infrastructure is an important element of well designed and inclusive places. Green spaces within the city should be multi-functional and be able to accommodate biodiversity, recreation, sport, flood management, amenity and cultural facilities. The application of the concept of green infrastructure is one way to encourage a multifunctional and integrated approach to green spaces.
- 4.11 It is important not only to protect and enhance this existing green infrastructure but to also ensure that new development proposals contribute to the provision of new green infrastructure. It is also important to link together green infrastructure within Cambridge and with the wider Cambridgeshire green infrastructure network, as this has many benefits for amenity, landscape and biodiversity.
- 4.12 The vision of the Cambridgeshire Green Infrastructure Strategy (2011)³ seeks “to create a comprehensive and sustainable network of green corridors and sites that:
- Enhance the diversity of landscape character;
 - Connect and enrich biodiversity habitats; and
 - Extend access and recreation opportunities for the benefit of the environment as well as current and future communities in the Cambridge Sub-region”.
- 4.13 Blue infrastructure is similar to green infrastructure, but relates more specifically to water and interconnected networks of open water features such as lakes, rivers, ponds, streams and ditches. These provide multi-functional corridors primarily for flood risk management, but they also offer benefits such as amenity and an opportunity for increased biodiversity.

³ Green Infrastructure Strategy (2011), Cambridgeshire Horizons

- 4.14 Grey infrastructure is our built environment, the buildings, roads, footpaths, cycle paths and squares that make up the urban fabric of the city. In terms of water management there are also pipes, culverts and underground storage. These are also multi-functional and high quality grey infrastructure is essential to a high quality urban environment.
- 4.15 The NPPF requires local authorities to set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure and therefore only one option has been put forward for policy development.

STRATEGIC PRIORITY

Option 22 – Green infrastructure

We could include a strategic level policy, which requires the comprehensive consideration of green spaces within the city as part of a wider Cambridgeshire network. This policy will need to highlight the multifunctional role of our green spaces for biodiversity, recreation, amenity, setting of the city, surface water management and climate change adaptation. It will also set out its relationship to blue and grey infrastructure.

The policy could require that all new development proposals create and enhance green spaces and try to link together green networks. Proposals should enhance green spaces and corridors to contribute positively to the landscape and visual amenity value of the green space.

Questions

- 4.4 Is there a need for a policy addressing this issue?
- 4.5 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 4.6 Are there any other reasonable alternatives that should be considered at this stage?

The River Cam

- 4.16 The River Cam and its corridor represent one of the most important natural features in Cambridge. The city takes its name from the river, and views of King's College Chapel and the other colleges from the 'Backs' are defining views of Cambridge. The commons, meadows and green areas next to the river in the heart of the city are extremely important to the character of the city.
- 4.17 The River Cam is rich in wildlife, culturally and historically significant and offers important opportunities for leisure and recreation, as well as providing a flood risk management function. As the river flows through the city, it passes through different landscapes, past commons, open spaces and water meadows, the 'Backs', residential developments and many of the College boat houses.

- 4.18 The River Cam is a County Wildlife Site and currently has three adjacent designated Local Nature Reserves (Paradise, Logan’s Meadow and Byron’s Pool). The majority of the river falls within or is adjacent to five Conservation Areas (Central (which includes Riverside and Stourbridge Common), Ferry Lane, Newnham Croft, Southacre and Trumpington).
- 4.19 There are many users of the river including towpath users, local residents, punt hirers, rowers, houseboat owners, powered boaters, anglers, canoeists, swimmers and wildlife. There can sometimes be conflict between the large number of differing users.
- 4.20 Current Local Plan policy 3/9 deals with watercourses and other bodies of water, however this does not adequately represent the importance of the River Cam to Cambridge. The growing use of the river means that there is a need for it to be considered in more detail within the new Local Plan. This also provides an opportunity to positively plan for the river and enhance the benefits it brings to Cambridge.
- 4.21 In line with the NPPF, and the sequential test, development will normally be directed away from the river corridor, as these areas are more likely to flood. However, where there are existing buildings, applications may come in for these to be extended, for example, the recent applications for extension of the Doubletree by Hilton Hotel. In addition, new buildings may be further away from the river and not subject to flooding, but may have an impact on views of the river, or from the river corridor.
- 4.22 Some local authorities, in partnership with the Environment Agency, have developed waterspace studies⁴ as a way in which to consider the sustainable development of river corridors in a holistic way. This is a worthwhile approach which will be considered in the future. The Local Plan could suggest that this approach be followed to provide evidence to guide future development of the River Cam.
- 4.23 Cambridge does not currently have a marina and the nearest fuel and other facilities are in Ely. The current Local Plan has an allocation for off-river moorings at Fen Road (allocation 3.01). As there is clearly still a need for the facilities a marina would provide, this site could remain as an allocation. Please let us know if you think this is still a suitable site or if there are any other potential sites.
- 4.24 It is suggested that a policy option is included within the Local Plan as follows.

STRATEGIC PRIORITY

Option 23 – Comprehensive policy for the River Cam corridor

One option would be a comprehensive policy relating to all aspects of the River Cam corridor. This could include:

⁴ Bedford Waterspace Study (2011) prepared by Richard Glen Associates, for Bedford Borough Council and Environment Agency

The Peterborough Waterspace Strategy: The Vision (2011) prepared by Halcrow Group for Peterborough City Council and Environment Agency

- Enhancement of the River Cam corridor’s unique physical, natural and culturally distinctive landscape. Planning for appropriate development and use that restores and protects the river;
- Identification, and enhancement of views of the river and from the river corridor;
- Identification of potential areas for development along the river frontage and appropriate uses in such locations;
- Raising the quality of the strategic management of the development of the river, adjacent open spaces and the built environment in terms of its impacts, location, scale, design and form;
- Enhancement of the natural resources of the Cam promoting development and activities that would value the integrity of the river, seeking opportunities for re-naturalisation;
- Highlighting the historical and cultural environment of the river, whilst promoting development, which would not be detrimental to its character, appearance or integrity and to promote enhancement of them as necessary and/or appropriate; and
- Supporting the tourism and recreational industries that enhance the natural beauty, ecological value and local distinctiveness of the River Cam.

Questions

- 4.7 Is there a need for a policy addressing this issue?
- 4.8 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 4.9 Are there any other reasonable alternatives that should be considered at this stage?

City Centre

- 4.25 The City Centre provides a wide range of uses including shopping, leisure, entertainment, museums, University faculty buildings and colleges, offices and housing. The City Centre is the main transport hub with all of the bus routes passing through the City Centre and the bus station being located here.
- 4.26 One of the main components of the current Local Plan’s spatial strategy is ‘a thriving and accessible historic core’. This still applies, but will need to be brought up to date. Since the 2006 Local Plan was adopted there has been large scale retail development in the City Centre and the opening of the Grand Arcade and Christ’s Lane shopping centres.
- 4.27 The City Centre already attracts a large number of people as a regional centre and international tourist destination in addition to those living, working and studying in the city. As the city grows, the challenge will be for the City

Centre to cope with the increasing numbers of people, and to accommodate the range of services and businesses that want to locate here. The City Centre, particularly the historic core, has a limited capacity and is constrained by historic buildings and open spaces. It will be important not to adversely affect the environment that makes Cambridge City Centre so attractive. The spatial strategy in the current Local Plan and the Cambridge East Area Action Plan was that there should be a large District Centre in Cambridge East which could have accommodated retail, leisure, cultural and higher educational facilities, which would have taken away some of the pressure on the City Centre. However, this development is not going to take place during the next plan period to 2031 (see below at 4.67).

- 4.28 The 'Cambridge Cluster at 50'⁵ talks about the expected growth in the functions which cluster in the City Centre, including retail, leisure, business, financial and professional services, over the next 20 years, and that this growth is essential to maintain Cambridge's attractions as a service centre for a growing catchment population and increasing number of visitors. It goes on to state that capacity for all of these uses will be a big issue and that there is a pressing need to plan creatively and carefully for the future of the City Centre.
- 4.29 The study recommends that a masterplan for the central area be developed and to consider the area from Castle Hill to Cambridge Leisure Park and from the Backs to Cambridge Retail Park. It recommends that the masterplan should consider provision for all sorts of 'melting pots' – between scientific disciplines, between different professions, and at the interface between work and leisure – and the City Centre needs to play its part. At the same time, the intrinsic physical character and assets of the City Centre need to be recognised and conserved. The Cluster Study states a vision for the future City Centre, and a plan for its implementation should be developed, to ensure that the central area could accommodate a sustained and substantial increase in people and businesses using its facilities without damaging the quality and attractions of the place.
- 4.30 The Council will be looking further into the capacity of the City Centre and competing uses, and a study will be produced over the summer. This study will also look at how the City Centre currently functions and whether there are distinct zones (ie zones where the primary function is shopping, tourism, colleges etc) and how these work together now and in the future. This information will be taken into account when developing policies in the new Local Plan.
- 4.31 The diversity of shopping in the City Centre is important and adds to vitality and viability. It is important that Cambridge does not become a 'clone' of other towns and provides variety and distinctiveness. The range of shops in the City Centre serves a wide audience including residents, tourists and inhabitants of the wider region. Options 136 and 137 in Chapter 10, look at

⁵ Cambridge Cluster at 50, The Cambridge economy: retrospect and prospect (2011), SQW

ways in which retail diversity can be maintained and encouraged in the different types of centre within Cambridge including the City Centre.

- 4.32 As mentioned above, the existing spatial strategy has been to limit access to the City Centre by car in favour of sustainable modes of transport such as walking, cycling and public transport. This has been largely successful, however, the concentration of buses in central Cambridge has contributed to the need for an Air Quality Management Area encompassing all land within the inner ring road as a result of nitrogen dioxide emissions from vehicle traffic. A Quality Bus Partnership has been set up with the bus operators, which allocates a reducing emissions quota to each operator.
- 4.33 The quality of the public realm that supports all of the City Centre activities and provides the setting for the historical core of the city is under considerable pressure. For example, some of the pavements and other hard surfaces, and street furniture are in need of repair. Any future policy for the City Centre will also need to consider improvements to the public realm.
- 4.34 In summary the strengths of the City Centre are:
- Thriving and attractive centre where lots of businesses and facilities want to locate;
 - Attractive historic environment;
 - Accessible centre by sustainable modes such as walking, cycling and buses; and
 - Busy, bustling streets that are lively and vibrant that people are attracted to.
- 4.35 The weaknesses of the City Centre are:
- Can feel very busy, particularly during the summer months;
 - Limited physical capacity for further expansion;
 - Need to manage the competing uses for space in the City Centre;
 - The large number of buses can contribute to poor air quality; and
 - Lack of strategic approach to the public realm.
- 4.36 Some potential ideas for future management and maintenance of the development in the City Centre, which we would like your views on, are set out below. There may be other possibilities and if you have any other ideas please let us know.
- Market Square: The market is well used and had an average occupancy rate of 93% in the first quarter of 2012⁶. The current market stalls are fixed in place. One potential concept is to use stalls that can be moved more easily so that the space can also be used more flexibly as civic space e.g., for outdoor eating or concerts in the evening in the summer months;
 - Peas Hill Area: This area at the side of the Guildhall is currently

⁶ Currently based on rental payments

underused space. The area could be potentially pedestrianised and one option would be to move some of the market stalls to this area, to enliven the space and free up space in the Market Square. The Peas Hill/Bene't Street area is also starting to develop into an Arts Quarter of Cambridge with the Corn Exchange and the Arts Theatre, restaurants and also several arts and crafts shops and galleries which could be promoted and strengthened;

- The Guildhall: In recent years part of the ground floor of the Guildhall has been developed as a restaurant and coffee shop, alongside tourist information, which has brought additional activity to this area. A potential would be to expand this on the ground floor, although an alternative location would then need to be found for the City Council offices;
- Bridge Street and Magdalene Street: These are quite narrow streets with a lot of bus traffic. An issue is how to support and safeguard this area at the fringe of the City Centre, particularly the area at the outskirts of the City Centre after Magdalene Bridge;
- Fitzroy, Burleigh Street and Grafton Centre: This part of the City Centre provides more affordable shopping which adds to the diversity within the City Centre. This area could provide opportunities for redevelopment and expansion. There could also be improved links to the historic City Centre and the retail parks; and
- Park Street Car Park: The City Council is currently looking at the redevelopment of Park Street Car Park for car parking or alternative uses such as residential or commercial uses.

4.37 'Love Cambridge' is a public/private City Centre partnership which brings together a wide variety of organisations and encourages them to work together proactively on a range of projects to improve the city. The aim of the partnership is to ensure that Cambridge is welcoming to all who use it, that they have an experience worth having, and always leave looking forward to their next visit. The partnership delivers a variety of projects around marketing the city and improving safety and the perception of safety, and it has also contributed to public realm improvement projects. 'Love Cambridge' is currently investigating the possibility of a Business Improvement District (BID) for the City Centre. A BID is a precisely defined geographical area within which the businesses have voted to invest collectively in local improvements to enhance their trading environment.

4.38 Many local authorities have taken a more strategic approach to public realm by the production of a strategy that looks at this issue in a holistic way. This is a worthwhile approach, and the Local Plan could suggest that this approach be followed to provide guidance for the future development of the City Centre.

STRATEGIC PRIORITY

Option 24 – City Centre

We could include a policy which would aim to maintain and enhance the

vitality and viability of the City Centre and manage the wide range of competing uses such as shopping, leisure, entertainment, museums, colleges and University of Cambridge faculty buildings, Anglia Ruskin University, offices, and housing which occupy the historic core and surrounding central areas.

The policy would aim to maintain and enhance the public realm and accessibility of the City Centre for pedestrians, cyclists, and public transport. It would also aim to make improvements to air quality.

Questions

- 4.10 Is there a need for a policy addressing this issue?
- 4.11 Is there a limit to the capacity of the City Centre?
- 4.12 How should development in the City Centre be managed?
- 4.13 How could retail diversity be encouraged in the City Centre?
- 4.14 Do you have any views on the potential ideas for future development in the City Centre?
- 4.15 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 4.16 Are there any other reasonable options that should be considered at this stage?

Hierarchy of town centres

- 4.39 The NPPF is clear that town centres should be the focus for a range of uses including retail, leisure, entertainment, offices, arts, culture, tourism, community uses and residential. It also states that it is important that the needs for these uses are met in full and are not compromised by limited site availability, and that local authorities should assess the need to expand town centres to ensure a sufficient supply of sites.
- 4.40 The Portas Review talks about the need to breathe economic and community life back into our high streets. The idea is that they become destinations for socialising, culture, health, wellbeing, creativity and learning, and that shopping is just one small part of a rich mix of activities. These principles apply not only to the City Centre in Cambridge, but also more importantly to the district and local centres which have a greater problem with vacancies and which provide an opportunity for being a hub of the community.
- 4.41 In line with the NPPF, local plans should define a network and hierarchy of centres that is resilient to anticipated future economic changes. The vitality and viability of centres should be supported and policies developed for the management and growth of centres over the plan period. The hierarchy will also be the basis of the sequential approach. As set out in the NPPF, main town centre uses should first be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of

centre sites be considered. For edge of centre and out of centre proposals preference should be given to accessible sites.

- 4.42 Those district and local centres which are on high quality public transport routes, may also be a focus for a more concentrated pattern of housing growth (see option 104 on housing density).
- 4.43 The current Local Plan retail hierarchy consists of the City Centre at the top, followed by three district centres: Mitcham's Corner, Mill Road East (east of the railway line) and Mill Road West (west of the railway line). Below this are 22 identified local centres, which are spread throughout the city (see Appendix B for the current hierarchy). Any proposed hierarchy would also need to take into account new centres, such as around Cambridge Leisure Park and those proposed at the station and in the urban extensions. The local centre proposed at Orchard Park falls outside the City Council boundary, being within South Cambridgeshire District Council, although once implemented it would also serve residents of the city.
- 4.44 The City Council is currently carrying out a survey to assess how the centres are functioning and whether there should be any changes to the centre boundaries and positioning of centres within the hierarchy. The results of this survey will help inform the development of the draft Local Plan.
- 4.45 The NPPF does not define a district centre or local centre. Previously, national planning policy (PPS4: Planning for Sustainable Economic Growth) defined a district centre as usually comprising groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library. Local centres were defined as a range of small shops of a local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and launderette. Small parades of shops of purely neighbourhood significance are not regarded as centres in the NPPF.⁷
- 4.46 National policy is clear that local plans should define a hierarchy of centres. The reasonable options for a hierarchy of centres are set out below.

STRATEGIC PRIORITY

Option 25 – Maintain the current hierarchy of centres with new additions

One option is to maintain the current hierarchy of centres with the addition of Cambridge Leisure Park as a new local centre and once developed the other new local centres at Clay Farm, NIAB site, the University of Cambridge's North West Cambridge site and potentially the Station Area.

The advantages of this option are that shops and facilities may be offered more policy protection if they are within identified centres.

The NPPF does not contain a definition of local centres, but it appears that

⁷ NPPF, Annex 2, Town centre definition

some of the existing local centres are actually only small parades of shops of neighbourhood significance and potentially should not be defined as local centres. On the other hand, as there is no definition we can locally decide the size of our local centres.

STRATEGIC PRIORITY

Option 26 – Change the position of some centres within the hierarchy

A second option could be to change the position of some of the centres within the hierarchy and also to add a new centre at Cambridge Leisure Park and, once developed, new local centres at Clay Farm, NIAB site, the University of Cambridge's North West Cambridge site and potentially the Station Area.

Within this option there is potential to change a number of local centres to district centres (e.g. Histon Road, Arbury Court) to reflect the fact they have a wide range and variety of shops and facilities. There is also potential to remove a number of what are defined as local centres under the current hierarchy as some of these may be too small or the shops too dispersed to be regarded as local centres. This could potentially mean that Adkins Corner, Akeman Street, Campkin Road, Ditton Lane, Fairfax Road, Grantchester Street, Green End Road, King's Hedges Road and Victoria Road are no longer classified as local centres.

An advantage is that this option would reflect the growth that has taken place in some centres and there would be a stronger focus on key centres. A disadvantage would be that shops and facilities, which are no longer considered to be local centres, may have less protection. However, there may be a case for having a new policy on neighbourhood shops, see option 138 in Chapter 10.

Questions

- 4.17 Is there a need for a policy addressing this issue?
- 4.16 Which of the options do you prefer?
- 4.17 Do you agree/disagree with the potential changes to the designation of centres within the hierarchy?
- 4.18 What do you think should be the definition of a local centre in Cambridge?
- 4.19 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 4.20 Are there any reasonable alternatives that should be considered at this stage?

Residential communities

- 4.47 The spatial strategy in the current Local Plan recognises the importance of

existing residential communities, which have good access to local facilities and services. Every opportunity should be taken to further improve the character and attractiveness of these areas, including the protection and enhancement of valued local facilities that met the day-to-day needs of residents.

STRATEGIC PRIORITY

Option 27 – Residential communities

The spatial strategy will allow for the creation and retention of distinctive residential communities which have access to a wide range of local facilities and which provide a high quality living environment.

This approach is consistent with the approach in the current Local Plan.

Questions

- 4.21 Is there a need for a policy addressing this issue?
- 4.22 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 4.23 Are there any reasonable alternatives that should be considered at this stage?

Station Area

- 4.48 The spatial strategy in the current Local Plan allowed for the regeneration of the station area as a mixed use city district built around an enhanced transport interchange. In looking ahead to 2031, the development of this area will continue to be a key component of the spatial strategy for Cambridge.

STRATEGIC PRIORITY

Option 28 – Station Area

The regeneration of the Station Area as a mixed use city district will continue to be a key component of the spatial strategy to 2031.

Whilst main uses in the area have been agreed through the outline planning permission and adopted masterplan, certain parts of the site have the potential to provide further development opportunities e.g. when the Cambridge Science Park station proceeds, less land may be needed at Cambridge station for car parking. This could include opportunities for additional office development.

This is consistent with the approach in the current Local Plan.

A specific policy will be developed for this area.

Questions

- 4.24 Is there a need for a policy addressing this issue?
- 4.25 Are there any points which have been missed and you feel should be

added (perhaps even an entirely new option)?

4.26 Are there any other reasonable alternatives that should be considered at this stage?

Southern Fringe

- 4.49 The spatial strategy in the current Local Plan allowed for land to be removed from the Green Belt to facilitate the creation of new residential communities to the east and south of Trumpington, improvements to transport infrastructure and the expansion of Addenbrooke's Hospital as a regional hospital and centre of excellence for associated medical and biotechnology research and development activities, related higher education or research institutes. In looking ahead to 2031, the development of this area will continue to be a key component of the spatial strategy for Cambridge.

STRATEGIC PRIORITY

Option 29 – Southern Fringe

To the south of the city, the development of new communities to the east and south of Trumpington and expansion of Addenbrooke's hospital as a regional hospital and centre of excellence for associated medical and biotechnology research and development activities, related higher education or research institutes will continue to be a key component of the spatial strategy to 2031.

This approach is consistent with the approach in the current Local Plan.

A specific policy will be developed for this area.

Questions

4.27 Is there a need for a policy addressing this issue?

4.28 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

4.29 Are there any other reasonable alternatives that should be considered at this stage?

Addenbrooke's Hospital

- 4.50 Addenbrooke's Hospital is a centre of medical excellence and is the main hospital for the Sub-region. The vision for Addenbrooke's is to develop the site as a biomedical and health cluster providing a range of healthcare, biomedical and biotechnology research and development activities, related support activities, related higher education and sui generis medical research institutions. On completion, the expanded site, named 'Cambridge Biomedical Campus', will be one of the largest and most internationally competitive concentrations of healthcare-related talent and enterprise in Europe.

- 4.51 Given the importance of Addenbrooke's, the Local Plan needs to develop a specific policy to guide the future development of the site. This is consistent

with the approach in the current Local Plan.

- 4.52 Whilst permission has been granted for up to 210,000m² of floorspace for research treatment and related support activities, there is a parcel of land to the south of the Addenbrooke's site that was identified as being safeguarded in the 2006 Local Plan for future clinical development and research uses.

STRATEGIC PRIORITY

Option 30 – Addenbrooke's Hospital

To continue to have a specific policy for Addenbrooke's in order to ensure that it continues to provide clinical services to meet local, regional or national health care needs and develops as a centre of research.

This approach is consistent with the approach in the current Local Plan.

Questions

4.30 Is there a need for a policy addressing this issue?

4.31 At what point in the Plan period should this land come forward?

4.32 Should it be allocated for any specific uses?

4.33 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

4.34 Are there any other reasonable alternatives that should be considered at this stage?

North west Cambridge

- 4.53 The spatial strategy in the current Local Plan provides for the long term needs of the University of Cambridge to be met on land between Madingley Road and Huntingdon Road. The development plan for this site is the adopted North West Cambridge Area Action Plan (2009), which will not be replaced by the Local Plan. Separate from the needs of the University, provision for a new residential community between Huntingdon Road and Histon Road was also identified in the 2006 Local Plan. In looking ahead to 2031, the development of this area will continue to be a key component of the spatial strategy for Cambridge.

STRATEGIC PRIORITY

Option 31 – North west Cambridge

To the north west of the city, the development of land to meet the long term needs of the University of Cambridge including new homes and jobs along with a new residential community between Huntingdon Road and Histon Road will continue to be a key component of the spatial strategy to 2031.

This approach is consistent with the approach in the current Local Plan.

A specific policy will be developed for this area.

Questions

- 4.35 Is there a need for a policy addressing this issue?
- 4.36 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 4.37 Are there any other reasonable alternatives that should be considered at this stage?

West Cambridge Site

- 4.54 The spatial strategy in the current Local Plan included the development to the south of Madingley Road by the University of Cambridge for teaching, academic research, sports and residential facilities as well as the expansion of commercial research. Looking ahead to 2031, the development of this area will continue to be a key component of the spatial strategy for Cambridge and could provide more employment development and jobs.
- 4.55 The current site has been built out at a relatively low density, and there are perceptions that this part of the city is less accessible, and lacks true vibrancy as an employment location, when compared to say the Station Area or other City Centre locations. Convenient, frequent links to the railway station, and therefore London, are also seen as a current disadvantage of this location.
- 4.56 The 2008 Employment Land Review identifies a medium term shortage of office space in Cambridge. This document is being updated, but it is anticipated that this shortfall will remain an issue. West Cambridge could contribute to meeting this need and there are opportunities in this plan to explore reviewing the original masterplan and deliver higher densities and a greater variety of supporting facilities on the remainder of the site.
- 4.57 The options around intensification of this site would look to support the Cambridge economy by ensuring a sufficient supply of employment land is available to meet the needs of business to 2031. They would also allow the site to respond to changing needs of businesses and their staff. This would be in addition to any existing planned employment sites (for example, North West Cambridge), in order for Cambridge to continue to achieve its economic potential.
- 4.58 This is considered a reasonable approach to explore, as there is a continuous need for employment space in Cambridge, in places accessible to the City Centre. The site is in a relatively sustainable location on the edge of the city and already served by public transport. Increasing the extent of use of the site, as well as support functions could also help deliver new or improved transport links to the site.

STRATEGIC PRIORITY

Option 32 – West Cambridge

To the west of the city, the development of the West Cambridge site for teaching, academic research, sports and residential facilities as well as commercial research facilities will continue to be a key component of the spatial strategy to 2031.

Subject to demonstration through a revised masterplan the site could be more intensively developed in order to meet future employment needs and provide more jobs. This could be achieved by:

- Intensifying the parcels of land remaining to be developed;
- Intensifying the parcels of land remaining to be developed and intensifying land which already has development on it through infilling; or
- Reapportioning uses across the site, for example by focussing commercial research uses on the western part of the site and academic uses on the eastern part of the site.

This site can help to meet employment needs. Key to this is having a good public transport strategy to ensure that development has an acceptable impact on the surrounding transport network. Development would have the advantage of establishing more activity onsite as well as making public transport routes to the site more viable.

It could provide an opportunity to introduce shared social spaces and ancillary support functions onto the site as well as providing an opportunity to review car parking across the site.

A specific policy will be developed for this area.

Questions

4.38 Is there a need for a policy addressing this issue?

4.39 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

4.40 Are there any other reasonable alternatives that should be considered at this stage?

Northern Fringe East

4.59 The spatial strategy in the current Local Plan, identifies this area for a high density mixed use development around a new railway station and transport interchange at Chesterton Sidings and adjoining land within the city. The majority of this area lies with Cambridge, whilst the location for the new station and the Chesterton Sidings area lie in South Cambridgeshire.

4.60 The possibility of relocating the Waste Water Treatment Works (WWTW) was explored through the 2006 Cambridge Local Plan, South Cambridgeshire's Site Specific Allocations Document 2010 and the County Council's Minerals and Waste Local Development Framework. Viability and options work undertaken by Roger Tym and Partners in 2008 concluded that comprehensive redevelopment of the site would not be viable and alternative, mainly employment-led development options should be explored. This approach is also consistent with the findings of the Cambridge and South Cambridgeshire Employment Land Review (2008) and the Cambridge Cluster Study (2011). Exploration of the feasibility of redevelopment to provide a new treatment

works facility at a smaller scale on the current site should not be ruled out. If the works were to be downsized, then the possibility of some housing development on the site could also be explored, subject to issues such as odour.

- 4.61 The Secretary of State for Transport recently confirmed that the Government is minded to include the proposed Chesterton Station, to be known as Cambridge Science Park Station, in the forthcoming train operating franchises. The final decision will be made by the end of 2012 and will depend upon a positive business case.
- 4.62 The proposed railway station will be served by the guided busway from St Ives. There could be a need to safeguard land alongside the railway between Cambridge Station and the proposed railway station at Chesterton Sidings for sustainable modes of transport.
- 4.63 This area also forms an area of search for a household waste recycling centre to serve the north of Cambridge, and as a location for inert waste recycling. Any proposals for these facilities would need to be explored alongside other uses in the area.
- 4.64 The current Local Plan identifies the camToo project as an informal proposal, which would require a full social, environmental and economic appraisal. CamToo proposes a public transport and cycle link alongside the railway line between Cowley Road and Ditton Fields/Newmarket Road, across the River Cam via a new bridge and the construction of a channel along the southeast side of the river. Primarily as an additional resource for leisure activities this may also provide some flood risk reduction benefits.
- 4.65 Rather than produce a separate Area Action Plan, it was agreed by the City Council and South Cambridgeshire District Council in March 2011 that the future co-ordination and policy development for Cambridge Northern Fringe East should be incorporated within each Council's Local Plans.
- 4.66 Figure 4.2 shows the Northern Fringe East area.

STRATEGIC PRIORITY

Option 33 – Northern Fringe East

To the north of the city, the development of Northern Fringe East as a high density mixed employment led development should be taken forward in the spatial strategy. A new railway station at Chesterton sidings (in South Cambridgeshire) will provide a new gateway to the northern part of the city and enhance the existing development opportunities in the area.

The area includes Chesterton sidings, the former Cowley Road Park and Ride site and the undeveloped parts of the WWTW.

Key principles for development could include:

- Regeneration of the wider area in a coherent and comprehensive manner;
- Provision of high density mixed employment-led development including associated supporting uses to create a vibrant new



employment centre;

- Development to achieve excellent standards of sustainability and design quality;
- To secure delivery of a major new transport interchange to service Cambridge and the Sub-region based on high quality access for all modes;
- Improvements to existing public transport access to and from Northern Fringe East, with extended and re-routed local bus routes as well as an interchange facility with the Guided Bus;
- Improved access for cyclist and pedestrians;
- Delivery of high quality, landmark buildings and architecture; and
- To minimise the environmental impacts of the WWTW and to support greater environmental sustainability in the operation of the site.

A specific policy will be developed for this area.

Questions

- 4.41 Is there a need for a policy addressing this issue?
- 4.42 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 4.43 What should the boundary be for this area?
- 4.44 What should be the vision for the future of this area?
- 4.45 What should the key land uses be within this area?
- 4.46 Do you think land in this area should be safeguarded for sustainable transport measures?
- 4.47 Are there any other reasonable alternatives that should be considered at this stage?

Cambridge East

- 4.67 The development of a major new urban quarter for Cambridge at Cambridge East, comprising 10,000-12,000 new homes, was a key part of the spatial strategy in the current Local Plan and South Cambridgeshire Local Development Framework. In February 2008, the councils jointly adopted the Cambridge East Area Action Plan (AAP). Whilst Marshalls had been actively looking into relocation options for the airport activities since 2006, they announced in April 2010 that both Wyton and Waterbeach were not deliverable options at the present time and they intended to remain at Cambridge Airport for the foreseeable future. This has since been confirmed as meaning at least until the end of the next plan period to 2031. This means that the councils need to explore what this means for the future direction of development in their respective areas as well as how the current allocation should be dealt with through the review process.

- 4.68 The area of land north of Newmarket Road, which was included within the Cambridge East AAP, may still be potentially available for development. This site is within South Cambridgeshire District Council and will be considered as part of the review of their Local Plan.

STRATEGIC PRIORITY

Option 34 – Cambridge East – retain current allocation

One option could be to retain the current allocation for development of a new urban quarter at Cambridge East.

Whilst the allocation would be retained in the plan period under this option, any housing provision would not be relied on and taken into account, given Marshalls decision not to relocate.

This approach would provide flexibility that it could come forward if circumstances changed again in the period to 2031. However, it could create uncertainty and any implications for delivery of development proposals elsewhere would need to be considered.

STRATEGIC PRIORITY

Option 35 – Cambridge East – safeguarded land

A second option could for the Airport land be safeguarded for future development at Cambridge East after 2031.

This is on the basis that Cambridge East is one of the most suitable locations for the sustainable development of the area.

Development of the site would be through the next review of the Local Plan to determine at that time whether the land should be allocated and brought forward for development. This approach is consistent with the NPPF and would provide certainty to developers of other allocations that their sites can come forward.

This approach would provide flexibility that it could come forward if circumstances changed again in the period to 2031.

STRATEGIC PRIORITY

Option 36 – Cambridge East – return the land back to the Green Belt

A third option could be to return the land to the Green Belt. This could be the whole site or the open parts of the site.

This would be on the basis that the land will not be developed in accordance with the reasons that it was taken out of the Green Belt.

- 4.69 Subject to the outcomes of the above options, the City Council and South Cambridgeshire District Council will also need to explore the status of the AAP and whether the AAP should be retained in order to provide a framework for future development proposals or whether the AAP should be superseded by policies in the new Local Plans. This would not prevent the

Councils from developing a new AAP should the airport come forward later in the plan period.

Questions

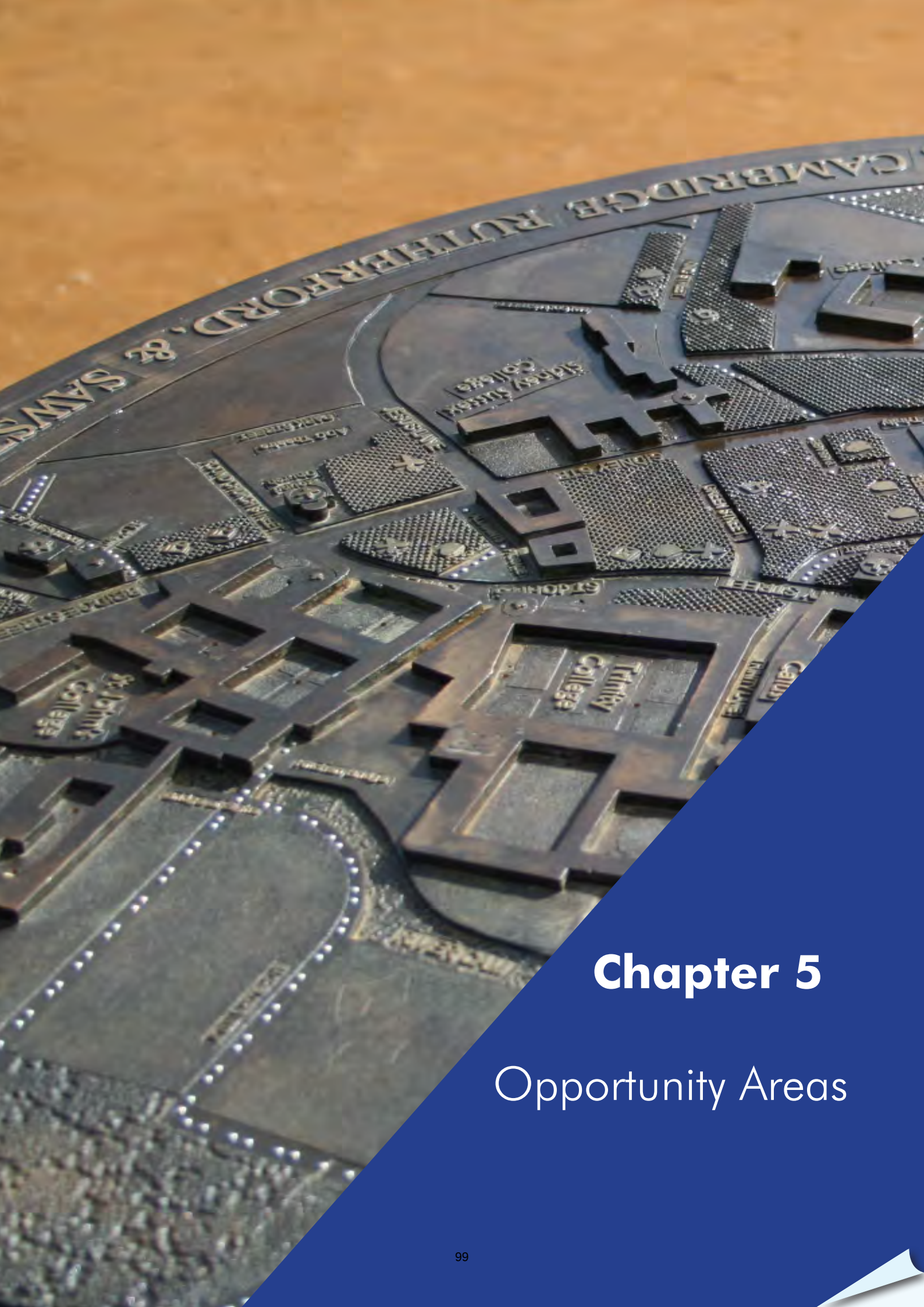
4.48 Is there a need for a policy addressing this issue?

4.48 Which of the options do you prefer?

4.49 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

4.50 Whilst in South Cambridgeshire District Council, what issues do you think there are for the city with development coming forward on land north of Newmarket Road?

4.51 Are there any other reasonable alternatives that should be considered at this stage?



Chapter 5

Opportunity Areas

CHAPTER 5 – OPPORTUNITY AREAS

- 5.1 This chapter sets out a number of areas in the city that have been identified as having the potential to be considered for future improvement or development over the plan period. These areas have been identified for a number of reasons: they are areas that are likely to be ready for market renewal over the 20 year period of the Plan, areas where beneficial renewal could be encouraged, or are areas that have been identified by others for consideration for change.
- 5.2 In all cases, there is the potential to identify change in these area that should be considered at this stage of preparing this plan. In addition to this high level identification of these potential areas, more specific site-related proposals may come forward during the development of the Local Plan, and will be considered by the City Council for potential allocation.

Mill Road

- 5.3 The Mill Road opportunity area is slightly different to the others within this chapter in that it is not an opportunity for further development, but rather it is an opportunity for a new policy approach in order to maintain and enhance the distinctive character of the area. It also sets out opportunities to improve the public realm.
- 5.4 Mill Road has its own character with a diverse range of shops and a sense of being a distinctive local community. The current Local Plan identifies two district centres on Mill Road. Mill Road West is that part of the road west of the railway bridge towards the City Centre, and Mill Road East is on the east side of the railway bridge.
- 5.5 Mill Road is characterised by its large number of diverse and independent retail traders, which lend the area a cosmopolitan feel. There is a wide-ranging concentration of food related uses, A3 (Restaurants and Cafés) and A5 (Hot food take-aways), particularly in Mill Road West, which add to its vitality, but can also lead to amenity problems. Take-aways in particular can cause problems of litter and illegal parking. There are also a number of antique and bric-a-brac shops and the market at Hope Street, which add to the rich diversity and uniqueness of the street.
- 5.6 Surrounding the centre are terraced residential streets, some of which have a high population of students or shared households living in Houses of Multiple Occupation (HMOs).
- 5.7 Recently there has been the issue of national food retailers wanting to locate convenience stores on the street, and this has provoked opposition from local residents. The planning system is unable to restrict development on the basis of the operator and whether they are a small independent or a national retailer. In addition, the Use Classes Order and General Permitted Development Order mean that some changes of use can take place without the need for planning permission, which adds to the difficulty in specifying a particular mix of uses. For example:
- The Use Classes Order allows changes within a Use Class to be permitted without the need for planning permission (e.g. a shop selling

clothes is within Use Class A1 and a shop selling food is also within A1). In this case, there is no need for planning permission as both fall within the same Use Class, although any physical external changes to the building would probably require planning permission; and

- The General Permitted Development Order allows some changes between Use Classes without planning permission. For example, a takeaway could change to a restaurant or a bank or a shop without the need for planning permission, thus making it hard to control the mix of uses.

- 5.8 There is a real sense of local community in the Mill Road area. There are a number of active residents' associations and other groups, and events such as the Winter Fair attract large numbers of people each year. Community groups can be found at the Romsey Mill Centre, the Bath House, the Salvation Army Centre, the churches and the mosque.
- 5.9 Mill Road is an extremely busy, narrow road and there are conflicts between cars, buses and cyclists. In places, the pavements are narrow and cluttered with signs, lamp posts and parked bicycles making it difficult to move along them particularly with a pram or wheelchair. There have been some improvements to the public realm, particularly in Mill Road West, adjacent to the public car park and public toilets about ten years ago, and longer ago the sheltered accommodation at Ditchburn Place was refurbished, including a new landscaped area adjacent to Mill Road.
- 5.10 Mill Road depot is owned by the City Council and has been identified as a potential housing site in the Strategic Housing Land Availability Assessment if this was to relocate in the future, and subject to overcoming potential access constraints from Mill Road.
- 5.11 The City Council is funding the upgrade of the existing street lighting from the Railway Bridge to Perne Road to match the more decorative lighting columns that already exist on the first stretch of Mill Road from East Road to the Railway Bridge. The County Council is looking at the potential for further improvements to Mill Road, specifically to address traffic issues and the quality of the public realm. It is important to retain the character and vibrancy of the road in the long term, and so any initiatives need to support, not hamper, the essential character and strengths of Mill Road.
- 5.12 The NPPF requires that local plans promote competitive town centres that provide customer choice and a diverse retail offer and that reflect the individuality of town centres. It is important to maintain and build upon the individuality and vibrancy of Mill Road, and therefore an option has been put forward dealing specifically with this area.
- 5.13 The Portas Review (2011) includes many recommendations that local people should become more involved in the running of their high streets and includes innovative measures to empower the local community to have greater control over their local high street, such as community use of empty properties and development of neighbourhood plans.

Option 37 – Mill Road

We could include a policy that aims to help to protect and enhance the diversity and character of Mill Road (including Mill Road East and Mill Road West District Centres). Any new development should add to the vitality and viability of Mill Road. It could try to control the mix of unit sizes and types of shops, however this might be too restrictive and prevent innovative development. The proposed options on general shopping (Options 136 and 137) might be sufficient control.

The policy would also aim to improve the environmental quality of Mill Road, through measures such as traffic calming measures which remove road markings; removal of signage and other clutter; improvements to the quality of the pavements and road surfaces giving priority to pedestrians and cyclists; and enhancements to lighting, landscape and signage.

Questions

- 5.1 Is there a need for a policy addressing this issue?
- 5.2 What do you think is important about Mill Road and how do you think it could be addressed by this policy?
- 5.3 Do you think the policy should try to control the mix of unit sizes or types of uses?
- 5.4 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 5.5 Are there any other reasonable alternatives that should be considered at this stage?

Eastern Gate

- 5.14 The area of the city known as Eastern Gate, stretching from the Crown Court and Elizabeth Way Roundabout to the beginning of the Newmarket Road Retail Park, is currently undergoing significant change. The large-scale highway interventions of the 1970s, the application of standard highway solutions and the introduction of unsympathetic bulky buildings that have little relationship with the public realm have eroded the qualities of place and severed neighbouring communities. For some time now there has been widespread recognition for the need to improve the environment within the Eastern Gate study area. Over the years, many sites within the area have been subject to a number of planning applications, some of which are still extant.
- 5.15 In 2011, the Council adopted a Supplementary Planning Document (SPD) for the Eastern Gate area known as the Eastern Gate Development Framework SPD. The aim of the SPD is to begin regenerating and transforming this key approach to the city through high quality development coupled with key projects that will connect people and places.

- 5.16 The SPD is currently tied to a policy in the current Local Plan. Once the new Local Plan is adopted, the SPD will fall away as the policy it is tied to will no longer exist. While it is still capable of being a material consideration it is important that the work from stakeholders and communities in inputting to this document is not lost. The Local Plan Review will therefore be exploring the projects developed from this document.
- 5.17 The SPD sets out five key projects for improving the highway network, the public realm, and the overall environmental quality of the Eastern Gate. The projects are rolled forward into the Local Plan review below. In theory, each project could be progressed independently of the others as each will require significant funding, planning and design work in their own right. However, given the interdependent nature of the projects, any one project needs to ensure impacts on the local highway network are co-ordinated and managed together.
- 5.18 Figure 5.1 indicates the broad locations of these options in Eastern Gate.

Option 38 – Eastern Gate

This option identifies opportunities to improve the public realm for people living, working or travelling through the area by carrying forward the five key projects identified in the Eastern Gate Development Framework SPD. These involve changes to the highway and streetscape at five key parts of the area:

- Remodelling Elizabeth Way Roundabout;
- Place and movement strategy for Newmarket Road and East Road;
- Remodelling East Road/St Matthew's Street junction;
- Remodelling Newmarket Road/Coldham's Lane junction; and
- Improving New Street and Harvest Way.

These roads and junctions are congested, separate local communities, and are often of poor quality; improving them is a key opportunity for this area.

In addition to the key projects, there are a number of sites where there are opportunities for redevelopment. Development of these sites would assist in improving the environmental quality of the whole area. The sites have been further examined and referenced in the Eastern Gate Development Framework Supplementary Planning Document.

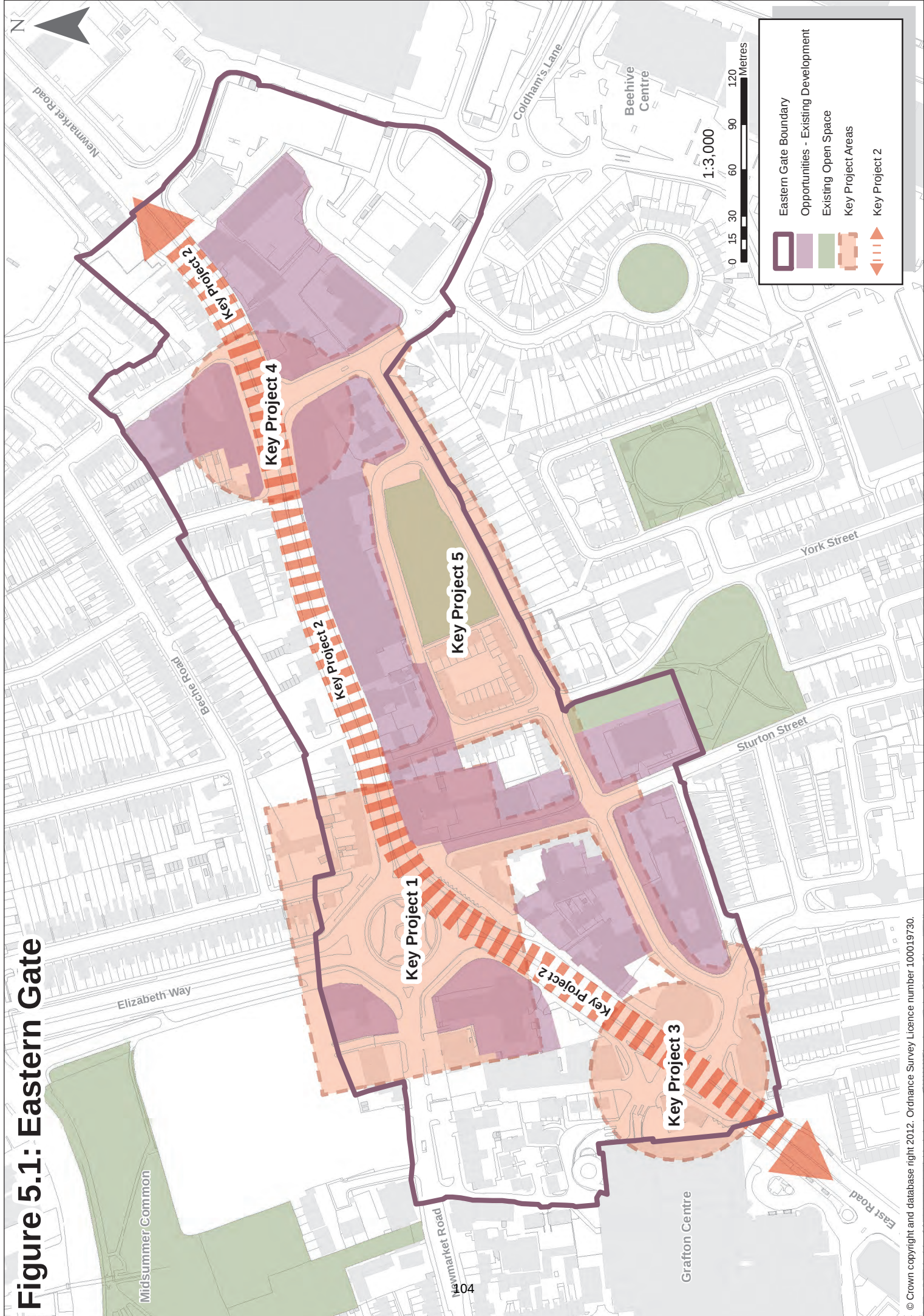
The identified development sites also represent opportunities for realising improvements to the public realm in the immediate area. It is expected that planning contributions from the development of these sites will be required in order to help fund the key projects above.

Questions

5.6 Is there a need for a policy addressing this issue?

5.7 Are there any points which have been missed and you feel should be

Figure 5.1: Eastern Gate



added (perhaps even an entirely new option)?

5.8 Are there any other reasonable alternatives that should be considered at this stage?

Cambridge Railway Station to the City Centre and Hills Road Corridor

- 5.19 Hills Road acts as a key link between the Cambridge Railway Station and the City Centre. It is also a key artery from the south east part of the city and acts as a cross road to many key east-west routes, including Station Road and Lensfield Road, and it continues north as Regent Street (then St. Andrew's Street) to the historic core of the city.
- 5.20 Stepping out of the station, the first impression of the city can be one of disorientation and confusion. For the visitor, it is simply not clear where the City Centre actually is, nor how far. Poor quality public realm combined with a fragmented and frustrated pedestrian and cyclist experience currently characterises this route into the centre and makes the distance feel further.
- 5.21 The CB1 redevelopment around the Station and creation of the new transport interchange will dramatically improve the first impression of Cambridge. There are opportunities to complete the integration of this area into the wider city through improvements to the streetscape and infrastructure between the Station and the City Centre.
- 5.22 As well as the opportunities to improve the streetscape and infrastructure along Hills Road, there may also be opportunities for redevelopment of land and buildings that could become available in the area before 2031. These include City House, Clifton Road and the Cambridge Leisure Park. The following option is based on the Council's aspirational document "Project Cambridge: Connecting the Station to the City Centre"¹.
- 5.23 Figure 5.2 indicates the broad locations along Hills Road of these options.

Option 39 – Cambridge Railway Station to the City Centre and Hills Road Corridor

This option identifies opportunities to improve the public realm for people living, working or travelling through the area by carrying forward the five key projects identified in the Project Cambridge document¹. These involve changes to the highway and streetscape at seven key parts of the area:

- Regent Street;
- Hyde Park Corner by the Catholic Church;
- Hills Road Local Centre;
- Station Approach;

¹ Project Cambridge in 2009 looked at improvements to the highway and street along Hills Road, the document can be found here:

http://www.cambridge.gov.uk/public/councillors/agenda/2009/1006enviro/07_1.pdf

N



- Cambridge Leisure;
- Cherry Hinton Road junction; and
- Lensfield Road junction.

These streets and junctions are congested with traffic, pedestrians and have a poor quality of public realm; improving them is a key opportunity in this area.

In addition to the key projects, there are a number of sites where there could be opportunities for redevelopment. Redevelopment of these sites would assist in improving the environmental quality of the whole area.

The potential development sites also represent opportunities for realising improvements to the public realm in the immediate area. It is expected that planning obligations from the development of these sites will be required in order to help fund the key projects above.

Questions

- 5.9 Is there a need for a policy addressing this issue?
- 5.10 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 5.11 Are there any other reasonable alternatives that should be considered at this stage?

Land south of Coldham's Lane

- 5.24 The land to the south of Coldham's Lane has played a key role in the city's industrial history as a source of materials and for waste disposal. That past includes use by Blue Circle Industries to quarry and manufacture cement. When the plant closed the two quarry sites were turned into landfills. The eastern-most quarry was filled in with waste until the mid-1970s. The western-most quarry was filled in with waste until the mid-1980s, when landfill activities ceased and both quarries were capped. There is up to 19 metres of landfill in these sites. Land between these two sites, known as Norman Way Business Park, has since been developed for various uses including car showrooms, a hotel, a gym and warehouses. The two old quarries have since become large open grassy areas of scrub, with an unkempt and relatively unattractive appearance. Nevertheless, the eastern most site has been designated as a City Wildlife Site due to the wildlife value on this site and both are Protected Open Spaces, given their environmental value. A further constraint on the site will be the height restrictions associated with the ongoing use of the airport.
- 5.25 The Inspector's Report for the 2006 Cambridge Local Plan concluded that Phase 2 of the former Blue Circle site, Coldham's Lane, should not be allocated for housing because of the over-riding risk arising from the contaminated land.

- 5.26 To the south of these sites are three lakes, these are very deep and currently there is no public access to them. From the junction of Brooks Road and Perne Road, two footpaths/cycle paths run through the sites: Snakey Path runs to the south of the lakes towards Cherry Hinton Hall, and the Tins runs over the railway to Norman Way Business Park and Cherry Hinton beyond.

Opportunities

- 5.27 Whilst these sites have been examined a number of times previously, it is important that opportunities to secure appropriate re-use and redevelopment of these sites, as well as opportunities for potential public and recreational access to the areas is not lost for another 20 years.
- 5.28 Figure 5.3 indicates the broad locations of these options south of Coldham's Lane.

Option 40 – South of Coldham's Lane

This option identifies opportunities to improve the area through the introduction of new uses, the development of some key sites and the improvement of links through the area.

There is a potential 'green and blue corridor' that runs from Coldham's Common through the two closed landfill sites and the lakes into Cherry Hinton Hall and out through the Spinney Nature Reserve. There may be an opportunity to open up one or more of the old quarries and the area around one or more of the lakes for active and passive recreation uses. Opportunities to explore include:

- Walking;
- Cycling;
- Five a side football pitches; and
- Cycle BMX track.

Any potential uses would need to take into account the nature conservation value of these sites.

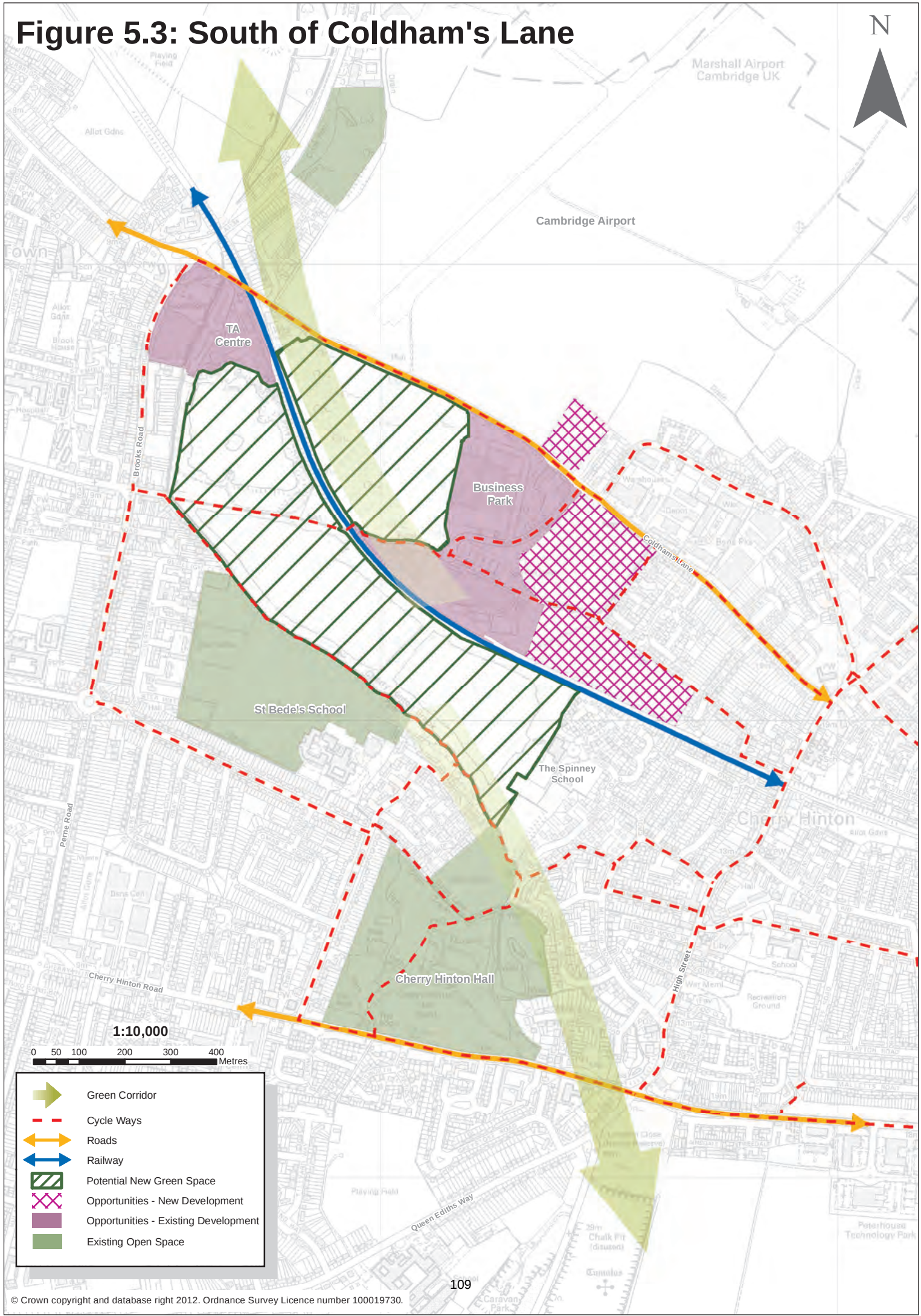
Opening up these sites for recreation uses will benefit local people by providing them with a new, accessible leisure resource.

Improving existing routes through the area and looking at introducing new paths to provide access to (and through) the area around the lakes could help with journeys through the site. Opening up access to the lakes area could also facilitate enhanced recreation uses of this resource for the benefit of residents on this side of the city.

There are a number of sites in the area and its vicinity which, in combination, could in turn deliver viable new development opportunities, which could deliver regeneration and wider public benefits. These include:

- Land east of Norman Way Business Park (unclear how much of this would be developable; likely to be only suitable for commercial uses);

Figure 5.3: South of Coldham's Lane



- Land West of Rosemary Lane (the very southern corner of the Airport site);
- Norman Way Business Park; and
- Sainsbury's and the Territorial Army Centre.

Question

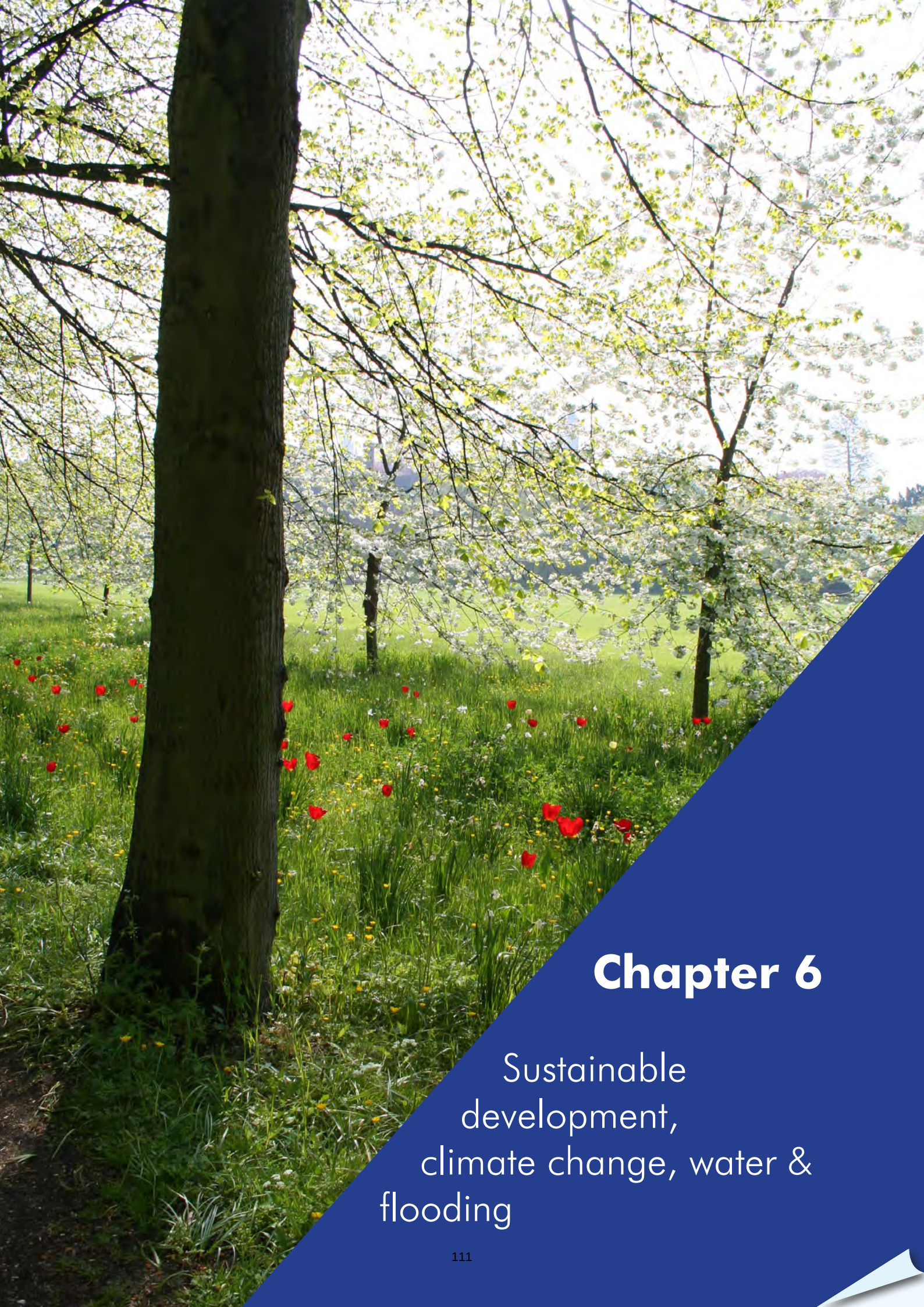
5.12 Is there a need for a policy addressing this issue?

5.13 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

5.14 Are there any other reasonable alternatives that should be considered at this stage?

Question

5.15 Are there any other opportunity areas that should be considered at this stage?



Chapter 6

Sustainable
development,
climate change, water &
flooding

CHAPTER 6 – SUSTAINABLE DEVELOPMENT, CLIMATE CHANGE, WATER AND FLOODING

- 6.1 The Local Plan will seek to ensure that Cambridge develops in the most sustainable way possible. This means delivering our social and economic aspirations without compromising the environmental limits of the city for current and future generations. The vision for Cambridge is for it to become a low carbon, water sensitive city with a thriving economy. For this to be achieved, a holistic approach to sustainable development should be embedded within all development proposals from the outset.
- 6.2 This section focuses on how the Local Plan will contribute to the achievement of sustainable development. It looks at how the Local Plan will address the challenge of mitigating and adapting to our changing climate. It also considers how to make Cambridge a water sensitive city, where new developments are water neutral, contribute to an overall flood risk reduction and help improve the quality of water bodies.

STRATEGIC PRIORITY

Option 41 – Innovative and sustainable communities

To deliver truly sustainable communities that balance environmental, social and economic goals, making best use of energy, water and other natural resources, securing radical reductions in carbon emissions, minimising environmental impact and that are capable of adapting to the impacts of climate change.

Key facts

CLIMATE CHANGE

- The total carbon emissions for the City of Cambridge, including those from homes and businesses, reduced by 9% between 2005 and 2009 (from 768,600 tonnes to 706,100 tonnes). Per capita emissions in this period reduced by 16% from 6.9 tonnes per person to 5.8 tonnes per person¹.
- Compared to the microgeneration capacity of other cities in the east of England, Cambridge is performing quite well (Cambridge = 0.301 MWe, Norwich = 0.219 MWe, Peterborough = 0.283 MWe, Ipswich = 0.121 MWe)². Some of these cities, do however, benefit from large scale renewable technology, for example a 12MW biomass plant in Norwich, while Peterborough's installed renewable energy capacity (excluding

¹ DECC (2009), National Indicator 186 Figures or 2005-2009

(http://www.decc.gov.uk/en/content/cms/statistics/local_auth/co2_las/co2_las.aspx)

² Source: AEA Microgeneration Index (www.aeat.com/microgenerationindex/)

microgeneration) is around 5MW.

- Fuel poverty is estimated to affect 14% (5,800) of households in Cambridge³, although with rising fuel prices this figure is quite likely to have risen.
- Projected data⁴ illustrating how the UK climate is projected to change as a result of climate change, shows that temperatures in Cambridgeshire are set to rise by between 2°C and 4.5°C by 2080. In urban environments such as Cambridge, this rise in temperature could be higher, exacerbated by the urban heat island effect. There are likely to be more extreme weather events such as heat waves and storms, causing severe incidents such as flooding.

WATER AND FLOODING:

- Current fluvial (river) flood risk - 986 people would be affected by a 1 in 100 year (1%) flood event and 1,745 people for a 1 in 1000 year (0.1%) event.⁵
- Future fluvial flood risk (in 2110) - 1,483 people would be affected by a 1 in 100 year event and 2,544 people for a 1 in 1000 year event⁶.
- Based on these figures of potential flood risk, the current estimated economic damage from fluvial flood risk is £157,667 (annualised average damages), and in the future (2110) this would rise to £1.7 million (annualised average damages)^{6,7}.
- 11,061 properties are currently at risk of pluvial (surface water) flooding⁸.
- Estimated economic damages associated with pluvial (surface water) flood risk is up to £1,866,839 (annualised average damages)⁸.
- Current water body quality status is: The Cam (upstream) – ‘poor’, The Cam (downstream) – ‘moderate’, Bin Brook – ‘moderate’, Hobson’s Brook – ‘moderate’, Cherry Hinton Brook – ‘moderate’⁹. The Water Framework Directive requires that all water bodies are at ‘good’ status by 2015.
- Cambridge is within an Area of Serious Water Stress, which is a

³ Cambridge City Council (2009), Private Sector House Condition Survey

⁴ UK Climate Projections (2009) (UKCP09)

⁵ There are two commonly used ways of expressing how frequently a particular depth or intensity of rainfall occurs. Return period such as 1 in 100 or 1 in 1000 is the average time interval between rainfall events of a given size. 1% or 0.1% is the annual probability of that event happening each year. Numbers from Environment Agency - Great Ouse Catchment Flood Management Plan 2010

⁶ Environment Agency (2010), Great Ouse Catchment Flood Management Plan

⁷ Annualised annual damages (AAD) is the average damage per year in monetary terms that would occur at each specific address point, within the modelled domain, from flooding over 100 years.

⁸ Cambridge and Milton Surface Water Management Plan 2011

⁹ Environment Agency (2009), Anglian River Basin Management Plan

¹⁰ Environment Agency (2007), Areas of Water Stress Final Classification

¹¹ Cambridgeshire Horizons, Sub-Region Water Cycle Strategies 2008 and 2010

classification by the Environment Agency that assesses the overall water resource balance for areas based on geographical and human factors¹⁰.

- Demand for water is likely to increase by 33% by 2031¹¹.

Objectives

- To ensure that Cambridge makes real progress in addressing climate change in terms of both:
 1. **Climate Change Adaptation** – making sure that new developments and the wider community are adaptable to our changing climate;
 2. **Climate Change Mitigation** – designing new communities and buildings to be energy and resource efficient, utilising renewable and low carbon energy generation and promoting patterns of development that reduce the need to travel by less environmentally friendly modes of transport;
- To ensure that the principle of careful and efficient management and use of resources including avoiding, reducing and reusing much of what is now regarded as waste, is inherent in all development proposals;
- To ensure development is safe and is undertaken in areas of least flood risk and ensuring flood risk is not increased elsewhere;
- To ensure that water infrastructure is integrated into the wider network of green, blue and grey infrastructure¹², with a focus on high quality, multi-functional design and its role in place making; and
- To recognise the role that an integrated approach to reducing flood risk and improving water body quality has to play in the enhancement of biodiversity and wider amenity of the city.

A holistic approach to sustainable development

- 6.3 It will be important for all development proposals to be able to clearly demonstrate how they will contribute to delivering the Local Plan's vision. It is increasingly recognised that one of the most important factors in delivering a successful scheme is ensuring that sustainability is a key part of the brief and is therefore integrated from the outset. This almost always leads to a better design and lower overall costs, as options are greater at an early stage and there is more scope to identify options that achieve multiple aims.
- 6.4 Only one option for policy development has been put forward. This will create a clear framework to enable the principles of sustainability to be

¹² Green infrastructure is a network of multi-functional green space, urban and rural which is capable of delivering a wide range of environmental and quality of life benefits for local communities. Blue infrastructure is similar but is space occupied by water. Grey infrastructure is our existing manmade built environment.

integrated into development proposals. Such an approach would build upon the Council's current sustainability checklist and requirement for the submission of Sustainability Statements, and will help developers to clearly demonstrate how their development meets the 'presumption in favour of sustainable development', which lies at the heart of the NPPF.

Option 42 – Develop a comprehensive sustainable development policy

This option would allow for the development of a sustainable development policy setting out the principles that should be embedded into all development proposals in Cambridge. This could include:

- Design considerations (layout, orientation, scale and massing);
- Transport and accessibility including connectivity with surrounding communities;
- Carbon/greenhouse gas reduction;
- Energy efficiency and the role of renewable/low carbon energy generation;
- Recycling and waste facilities;
- Pollution;
- Protection and enhancement of biodiversity;
- Adaptation to climate change;
- Integrated water management and water conservation;
- Materials and construction waste (resource efficiency);
- Adaptability of buildings, including the re-use of existing buildings; and
- Access to open space including space for urban food production.

By setting out a clear framework with which developers can integrate sustainability concerns into the design of new development, this should help to reduce costs and lead to more successful development proposals.

Questions

- 6.1 Is there a need for a policy addressing this issue?
- 6.2 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 6.3 Are there any other reasonable alternatives that should be considered at this stage?

Setting targets for sustainable construction

- 6.5 Addressing climate change is a key element of sustainable development and it is important that new development proposals can easily demonstrate that they have been designed with our changing climate and enhancement of

environmental performance in mind. Nationally described sustainable construction standards have been developed for both new homes (the Code for Sustainable Homes) and new non-domestic buildings (BREEAM), which could form the basis of new planning policy. The Local Plan should support innovation and investment in sustainable buildings and help to achieve the national timetable for reducing carbon emissions from both new homes and new non-residential buildings. The NPPF is supportive of the use of local planning policies to set requirements for a building's sustainability, as long as this is carried out in a way which is consistent with the government's zero carbon buildings policy and which utilises nationally described standards.

- 6.6 The Decarbonising Cambridge Study has assessed the impacts of requiring specific levels of the Code for Sustainable Homes for all new major housing developments in the city. It concludes that it would be feasible for developers to meet Level 4 of the Code for Sustainable Homes to ensure that sustainability is incorporated into all aspects of the design and construction of new homes. It also takes account of levels of sustainability currently being achieved on developments across the city.
- 6.7 The use of the Code for Sustainable Homes and BREEAM as the basis of policy development utilises nationally described construction standards that will be familiar to the majority of developers. This approach will help to ensure that consideration is given to the wider elements of sustainable development, such as the use of materials with low environmental impact, enhancement of biodiversity and consideration of the impact of building design on the health and wellbeing of building occupants. These are elements that are not covered by Building Regulations but should be integral to a holistic approach to sustainable development, helping to achieve the Plan's vision for a low carbon city.
- 6.8 The most reasonable option to achieve sustainable development, carbon reduction and high quality design, would be to include a specific policy setting out the standard of development expected in Cambridge. Such an approach would help to take account of local circumstances such as water scarcity and is consistent with the aims of the NPPF for planning to fully support the transition to a low carbon economy.

Option 43 – Sustainable construction standards

This option would allow for the development of a policy requiring a minimum level of the Code for Sustainable Homes (at least Level 4) and BREEAM (either 'very good' or 'excellent'). Consideration could also be given to setting much higher standards for specific scales and types of development. Flexibility could be written into the policy to enable the standards set to rise should more ambitious national standards be adopted in the future through the government's Zero Carbon Policy.

Such a policy could also set out specific standards in relation to water consumption levels considered under options 52-56 of this chapter.

Questions

- 6.4 Is there a need for a policy addressing this issue?
- 6.5 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 6.6 Do you have any views as to whether we should target BREEAM ‘very good’ or ‘excellent’ for non-residential development?
- 6.7 Are there any other reasonable alternatives that should be considered at this stage?

Reduction of carbon emissions from new development

- 6.9 The achievement of national targets¹³ for the reduction of carbon emissions will require action across all sectors of energy use. Within Cambridge, this will involve balancing the overall increase in emissions associated with new development with the opportunities that these developments offer for reducing carbon and greenhouse gas emissions, through measures such as improving energy efficiency and the provision of on-site renewable and low carbon energy generation. Consideration will also need to be given to the role of the Local Plan in supporting improvements to the existing building stock in Cambridge (see Option 50). There are also links with transport, in terms of encouraging the use of more sustainable modes.
- 6.10 The Decarbonising Cambridge Study considered the impact that setting targets for carbon reduction would have on the viability of new development. Such a policy approach would represent a move away from percentage renewable energy policies such as the Council’s existing 10% renewable energy policy. It would take account of the hierarchical approach to reducing carbon emissions through improvements to building fabric and energy efficiency as well as provision of low carbon and renewable energy. It would also provide developers with greater flexibility in how to meet the levels of carbon reduction required. However, it is considered that there may still be merit in including a percentage renewable energy approach, similar to Policy 8/16 in the 2006 Local Plan, which requires 10% renewable energy to form part of the energy strategy for major developments, dependent on the levels of carbon reduction sought in the final plan. Under the government’s initial proposals for zero carbon homes, which required zero regulated and unregulated carbon emissions from new homes, percentage renewable energy policies would arguably have become redundant. However, as part of the budget announcement of 2011, the definition of ‘zero carbon’ was relaxed to consider regulated emissions only. Add to this the recent consultation on future changes to Building Regulations, which proposed a further relaxation in the levels of carbon reduction required from new homes, and there may still be a role for percentage renewable energy policies in the future.

¹³ As part of the Climate Change Act (2008) the UK has adopted a national target of reducing carbon emissions by 80% by 2050 with an interim target of a 50% reduction in carbon emissions by 2025

- 6.11 In light of the above, three options are put forward for possible future policy development, informed by the Council's evidence base. They are considered to be the most reasonable approaches that would help achieve the vision of the Plan for Cambridge to become a low carbon city and to achieve the aims of the NPPF for planning to help secure radical reductions in carbon emissions. There comes a point in levels of carbon reduction where renewable energy provision becomes necessary to meet the required reduction, for example in line with the energy requirements of Level 4 of the Code for Sustainable Homes. However, the recent consultation on proposed changes to Part L of Building Regulations in 2013 recommends a lower level of carbon reduction than originally set out by government.¹⁴ If this level were adopted nationally as part of Building Regulations, the utilisation of renewable or low carbon energy generation would no longer form a part of a development's carbon reduction strategy. While the hierarchical approach to reducing carbon emissions is fully supported, it is considered that the incorporation of renewable technologies into schemes should still form an important element of carbon reduction strategies in light of concerns surrounding fuel security and national targets for renewable energy generation. The Council's evidence base clearly shows that there are opportunities across the city for planning policy to help secure higher levels of carbon reduction than those being brought forward by changes to Building Regulations.

Option 44 – Detailed targets for on-site carbon emission reductions that relate to levels of the Code for Sustainable Homes being sought.

One option could be to develop a detailed policy requiring specific levels of on-site carbon reduction from all new major development sites in Cambridge. In line with Option 43 for the development of sustainable construction standards, for homes this would equate to a 44% reduction in carbon emissions for all development up to 2016. After 2016, the policy would need to reflect that new homes should be achieving 'zero carbon' status. For non-residential buildings, the timetable for zero carbon non-residential buildings (2019) would be followed.

Such an approach would be unlikely to have a significant impact on the viability of development, as it would be in keeping with the current levels of carbon reduction that will ensure development is on the path of meeting zero carbon policy by 2016 (for new homes) and 2019 (for non-residential development). However, this approach would not be fully in keeping with the vision of Cambridge as a low carbon city, and would not take account of the evidence base for climate change, which suggests higher levels of carbon reduction would be viable. It would also fail to meet the NPPF's aims

¹⁴ Communities and Local Government (2006), Building a Greener Future: Towards Zero Carbon Development. This document recommended a 44% reduction (compared to 2006 Building Regulations and equivalent to Level 4 of the Code for Sustainable Homes) in carbon emissions be incorporated into 2013 Building Regulations. This has now been revised down to an approximate 33% reduction in carbon emissions utilising energy efficiency and improvements to building fabric.

for planning to help secure radical reductions in carbon emissions.

Option 45 – Detailed targets for on-site carbon emissions reductions in line with the findings of Decarbonising Cambridge

A second option could be to develop a detailed policy requiring specific levels of on-site carbon reduction from all major new residential development that seek to go beyond the levels of carbon reduction that will be brought in through changes to Part L of Building Regulations in 2013 and 2016 and zero carbon homes policy. Evidence contained within the Decarbonising Cambridge Study suggests that a level of carbon reduction in the order of 70% (above 2006 Building Regulations levels) would be a feasible level to set, bearing in mind impacts on viability. This would set a level of carbon reduction higher than the energy requirements of the Code for Sustainable Homes target being considered under Option 43, consistent with the recommendations of the Decarbonising Cambridge Study. Indeed such a target would be greater than the levels of on-site carbon reduction being sought nationally through zero carbon homes policy, which comes into force from 2016.

The pathway for zero carbon non-residential buildings is less well defined. As such, it is suggested that levels of carbon reduction follow planned changes to Building Regulations. Opportunities to go beyond these levels could be pursued for those sites that could connect to infrastructure such as district heating.

While this approach would be in keeping with the vision for a low carbon city, helping to meet the NPPF's aim for planning to secure radical reductions in emissions, there could be a concern from developers of the impact on viability of their proposals.

Option 46 – Leave carbon reduction to Building Regulations and continue to operate a percentage renewable energy policy

A third option could be to leave the setting of carbon reduction for new development to Part L of Building Regulations, but continue to require a percentage of carbon reduction to be brought about specifically through the use of renewable energy. This requirement would be in addition to levels of carbon reduction sought by Building Regulations.

This approach is being considered in light of the recent consultation on changes to the 2013 Part L Building Regulations, which includes an option that would decrease the level of carbon reduction originally intended as part of the transition towards zero carbon policy in 2016.

The advantage of such a policy approach is that it will help to deliver renewables if the level of carbon reduction incorporated into Building

Regulations is reduced. Such an approach is considered as part of the emerging Merton Rule Study¹⁵. There could be concerns about the impact of such a policy on the viability of new development, and this would need to be taken into account.

Questions

- 6.8 Is there a need for a policy addressing this issue?
- 6.9 Which of the options do you prefer?
- 6.10 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 6.11 Are there any other reasonable alternatives that should be considered at this stage?

The role of community energy funds

- 6.12 Part of the definition of zero carbon development includes the concept that after delivering a certain level of CO₂ reduction on-site, known as ‘carbon compliance’, developers can then choose to offset remaining emissions through a range of measures known as ‘allowable solutions’. One of these possible measures is that developers would have the choice to pay into a Community Energy Fund, which is then used to invest in energy efficiency and renewable and low carbon energy projects in Cambridgeshire, with an emphasis placed on community benefit. Work is currently underway to investigate the potential of developing a Cambridgeshire Community Energy Fund¹⁶, linked to the national Allowable Solutions Framework¹⁷, which would require the development of a policy mechanism to enable collection of funds. The setting up of such a fund would require agreement across all local authorities in Cambridgeshire, and appropriate governance arrangements would need to be developed.
- 6.13 Only one option has been put forward for policy development. This option builds upon the Zero Carbon Hub’s recommendations to government concerning the role of local planning authorities in helping to deliver the national zero carbon agenda and the Allowable Solutions Framework. It is also based on the findings of recently completed work that considered the development of a Community Energy Fund for Cambridgeshire. A Local Plan policy would be required to enable the collection of payments into a Community Energy Fund, and as such, it is considered that there are no other reasonable alternatives. Such a policy option would not seek to remove the ability for developers to choose which allowable solution would best deliver their required level of carbon reduction. It would, however, help to direct funding from allowable solutions towards projects with local community

¹⁵ Climate Works Ltd (2012), A review of Merton Rule-style policies in four LPAs in Cambridgeshire

¹⁶ Element Energy (2012), Cambridgeshire Community Energy Fund - Stage 2 Final Report.

¹⁷ Zero Carbon Hub (2011), Allowable Solutions for Tomorrow’s New Homes - Towards a Workable Framework

benefits. There has been a lack of progress nationally with the development of the Allowable Solutions Framework, and as such careful consideration will need to be given as to how the development of a policy option related to Community Energy Funds fits with progress with national zero carbon home policy.

Option 47 – Establishment of a Cambridgeshire Community Energy Fund

This option would allow for the development of a policy that would enable the establishment of a Cambridgeshire wide Community Energy Fund. The development of such a policy would provide developers with a route to compliance with zero carbon policy, allowing them to offset any carbon reductions they are unable to achieve on-site through payment into an energy fund. Such a policy would also provide the basis for identifying projects that the fund would invest in.

The advantages of such a policy is that it would assist developers in meeting their zero carbon policy obligations and as such, would not place any additional financial burden on developments. Development of a local list of projects would enable the fund to invest in schemes that would have direct local benefit for Cambridgeshire communities. The Cambridgeshire Community Energy Fund report noted that existing planning mechanisms for the collection of contributions are not ideally suited to the collection of monies into a Community Energy Fund. As such, further work would be required to develop a suitable collection mechanism as part of the development of the national allowable solutions framework.

Questions

6.12 Is there a need for a policy addressing this issue?

6.13 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

6.14 Are there any other reasonable alternatives that should be considered at this stage?

Renewable and low carbon energy development

- 6.14 As well as national targets for carbon reduction, there are also targets in relation to energy supplied from renewable energy sources, with a requirement for 15%¹⁸ of our energy to be from renewable sources by 2020. The Decarbonising Cambridge Study and Cambridgeshire Renewables Infrastructure Framework¹⁹ have assessed the city's potential for renewable and low carbon energy generation. These studies suggest that the main focus for renewable energy generation will be from the potential the city offers for the development of district heat networks and the utilisation of

¹⁸ The 2009 Renewable Energy Directive sets a target for the UK to achieve 15% of its energy consumption from renewable sources by 2020. This compares to 3% in 2009.

¹⁹ Camco (2012), Cambridgeshire Renewables Infrastructure Framework – Baseline data, Opportunities and Constraints

microgeneration such as solar panels and heat pumps. While looking to promote renewable and low carbon energy generation, there will also be a need to balance this desire against other objectives for the city such as the protection and enhancement of the historic environment.

- 6.15 Only one option has been put forward for policy development. Such an approach is consistent with the NPPF's aims for planning to support the delivery of renewable and low carbon energy and to secure radical reductions in greenhouse gas emissions. Such a policy approach builds upon renewable energy capacity research and heat mapping contained within the Decarbonising Cambridge Study and the Cambridgeshire Renewables Infrastructure Framework, focussing on those technologies most suitable for the city. It is also consistent with the legal requirement set out in the Planning Act (2008) for all local plans to contain climate change mitigation measures.

Option 48 – Renewable and low carbon energy generation

This option would allow for the development a policy to promote the development of renewable and low carbon energy generation within Cambridge, including community energy projects. Such an option could include consideration of the role of new development in supporting/facilitating the development of district heating networks, with the potential to designate areas of the city as strategic district heating areas (e.g. the City Centre).

The advantage of such a policy approach is that it would help to ensure renewable and low carbon energy solutions appropriate to Cambridge. The identification of strategic district heating areas would also help to de-risk proposals for community heat networks, taking a more strategic approach to energy provision. While there may be concern from some as to the effects of such a requirement on the viability of schemes, connection to existing district heating networks represents a cost effective way in which developers can meet their carbon reduction commitments.

Questions

- 6.15 Is there a need for a policy addressing this issue?
- 6.16 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 6.17 Are there any other reasonable alternatives that should be considered at this stage?

Climate change adaptation

- 6.16 Climate change adaptation is a term that describes measures that can be put into place to help new and existing communities adapt to the changes in our climate that are now inevitable. These changes range from increased temperatures and drought conditions, to extreme weather events such as intense periods of rainfall and subsequent flash flooding. It is vital that new

developments are planned with our changing climate in mind, as well as ensuring that they do not exacerbate climate impacts for neighbouring communities.

- 6.17 Only one option has been put forward for policy development. The Planning Act (2008) places a legal duty on all local planning authorities to include climate change adaptation policies in their local plans. Within this policy option, we would welcome your views on the adaptation measures and criteria put forward.

Option 49 – Climate change adaptation

This option would allow for the development of a climate change adaptation policy, setting out a broad range of adaptation criteria for incorporation into all new development proposals. These criteria could include:

- The role of urban form and building orientation in maximising opportunities for natural ventilation strategies, supporting innovation in building design and construction to maximise these opportunities;
- The use of ‘cool’ building materials to reduce the impacts of higher temperatures;
- The role of water sensitive urban design in reducing flood risk and aiding urban cooling;
- The role of landscaping and features such as green roofs and the enhancement of tree canopy cover in aiding urban cooling and reducing flood risk. Consideration could be given to setting a tree canopy cover requirement for new developments; and
- Protecting, enhancing and expanding green spaces (urban greening) to help cool the city and giving consideration to the role of the River Cam and other water infrastructure in aiding urban cooling.

Developers would be required to include a climate change adaptation strategy as part of the Design and Access Statement.

Such a policy approach would be in keeping with the legal requirement for local planning authorities to develop climate change adaptation policies. The integration of adaptation measures into the design of new development will help to reduce costs and will also increase the long-term sustainability and viability of developments.

Questions

- 6.18 Is there a need for a policy addressing this issue?
- 6.19 Are there any points which have been missed and you feel should be added (perhaps an entirely new option)?
- 6.20 Are there any other reasonable alternatives that should be considered at this stage?

Role of existing buildings

- 6.18 In order for Cambridge to play a role in meeting national targets for carbon reduction, we have to tackle emissions from existing buildings as well as new. For non-residential buildings, there are many drivers for organisations improving the efficiency of their buildings, such as the Carbon Reduction Commitment, which affects a number of organisations across Cambridge including the University of Cambridge, Colleges and Anglia Ruskin University.
- 6.19 For houses, the principal mechanism that exists is the consequential improvement element of Part L of Building Regulations. This captures some work undertaken on existing houses by requiring additional measures to improve the energy efficiency of homes to be implemented, for example when looking to build a new extension. However, at present the requirements only apply to dwellings over 1,000m², and as such many homes within Cambridge would not need to meet the requirements. Uttlesford District Council operate a similar policy and between 2006 and 2009 it was applied to 1,400 householder applications, with expected carbon savings of around 398,000 Kg CO₂ per year²⁰. It should be noted that as part of the recent consultation on changes to Building Regulations²¹, the government has included a proposal to apply the requirements for consequential improvements to all existing domestic buildings which undergo works to add an extension, and also apply it to increases in habitable space (i.e. a loft conversion or conversions of integral garages).
- 6.20 Only one option has been put forward for policy development. If Cambridge is to play its part in helping to achieve national targets for an 80% reduction in carbon emissions by 2050, action needs to be taken to enhance the energy efficiency not just of new buildings but also existing buildings. The consequential improvements element of Building Regulations provides a well-established national framework within which to develop local planning policy. The focus of such a policy would be on cost effective measures that provide a quick pay back to householders and businesses and aims to ensure that improvements are made in those cases where the current consequential improvements framework would not apply (i.e. dwellings below the 1,000m² threshold). The need for such a policy has to be weighed up against the proposed changes to Building Regulations outlined above. We would welcome your thoughts on whether you feel such a policy would still be required if the proposed changes to Building Regulations do go ahead.

Option 50 – Consequential improvements policy

This option would allow for the development of a policy requiring consequential improvements to be made to those homes and non-residential buildings where Part L requirements would not currently apply. Such a policy would apply to planning applications for works such as

²⁰ Uttlesford District Council Press Release (2010), 'Uttlesford urges government to rethink energy efficiency' (see <http://www.uttlesford.gov.uk/main.cfm?Type=n&MenuId=0&Object=3105>)

²¹ Communities and Local Government (2012), Consultation on changes to Building Regulations in England. Section two – Part L (Conservation of Fuel and Power)

extensions or loft conversions, and would require the implementation of cost effective measures to improve the energy efficiency of the entire property where such measures had not already been undertaken. Such a policy could be linked to the wider promotion of incentives such as the Green Deal and the Cambridge Retrofit project²². Consideration could also be given to the installation of cost effective measures to reduce the water consumption of existing buildings, with links to options 52-54 of this Issues and Options Report.

The benefits of such a policy approach is that it would help to secure energy efficiency improvements for works to buildings not currently covered by Building Regulations, which would equate to the majority of householder applications in the city. This would help to achieve not only carbon savings but also reduced energy costs for householders and businesses. A focus on cost effective measures would help to reduce viability concerns for applicants. Such a policy would require careful consideration of the appropriate approach to take when dealing with heritage assets, balancing the enhancement of environmental performance and the conservation of heritage assets, with links to Option 70 of the Protecting and Enhancing the Built and Natural Environment chapter of this document.

Questions

6.21 Is there a need for a policy addressing this issue?

6.22 Are there any points which have been missed and you feel should be added (perhaps an entirely new option)?

6.23 Are there any other reasonable alternatives that should be considered at this stage?

Beyond Sustainable Drainage Systems (SuDS) - an integrated approach to water management

- 6.21 Under the Flood and Water Management Act 2010, sustainable drainage systems will soon be required for all developments. However, SuDS are often seen as additions to a development to deal with the problem of surface water and they do not always fully realise the multifunctional benefits they offer. The key to successful management of surface water within a development is to have it integrated within the development and to think about this at the earliest possible opportunity in the design process.
- 6.22 Water sensitive design is an approach that considers water as a valuable resource in terms of re-use, visual amenity, biodiversity enhancement and its wider benefits such as providing opportunities for recreation and its role in food production. This approach manages surface water runoff in the most sustainable way, integrating it within the landscape, cleaning the water as it passes through the system and reducing the risk of flooding to the development, adjacent land and land downstream. Water is re-used

²² See <http://sites.google.com/site/cambridgeretrofit/>

wherever possible, reducing the burden on drinking water supplies. This is considered the most efficient and cost effective way of managing surface water.

- 6.23 Surface water management should be integrated into our natural spaces (green infrastructure), existing water bodies (blue infrastructure) and our built environment (grey infrastructure). This increases the efficiency of water management and maximises their multiple benefits.
- 6.24 Only one option has been put forward for policy development because integrated water management is the most effective way of managing water as described above. This approach is considered best practice and is included within consultation on the draft National SuDS Standards and was endorsed by the Cambridge (and surrounding major growth areas) Water Cycle Strategy Phase 2 (2011).

Option 51 – Develop a comprehensive integrated water management policy

This option would allow for the development of an integrated water management policy setting out the principles that should be embedded into all development proposals in Cambridge. This could include:

- Design considerations (layout, orientation) e.g. the integration of smaller multiple features such as multiple small ponds, swales and basins instead of one large pond;
- Green/blue/grey infrastructure integration so that surface water management is given a priority above other uses. For example green open spaces with the ability to temporarily store water (say once every 100 years) should be a priority;
- Consideration of how the water management features will look, ensuring that they are of high quality design and relate to their surroundings;
- How the water management features could promote biodiversity;
- How ecosystem services are considered before any other method;
- How water management should make the most use of multi-functional spaces;
- A minimum of 10-15% of the development area set aside as open space used for multi-functional surface water management²³;
- Adopt local Sustainable Drainage Standards e.g. those that are being produced by Cambridgeshire County Council; and
- Ensure adequate water services provisions.

The advantage of such a policy approach is that it would ensure that water management proposals form an integrated element of the overall design of

²³ Cambridgeshire Horizons, Sub-Region Water Cycle Strategies 2008 and 2010

development proposals. This will in turn lead to water management solutions that offer multiple benefits beyond just reduction of flood risk, including the enhancement of biodiversity and mitigation of the urban heat island effect. There may be a concern from developers that such an approach will lead to increased costs, but costs should be reduced by considering options from the outset.

Questions

- 6.24 Is there a need for a policy addressing this issue?
- 6.25 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 6.26 Are there any other reasonable alternatives that should be considered at this stage?

Water efficiency in residential development

- 6.25 Cambridge is an area of severe water stress. Water supplies are finite and abstraction can have a negative effect on the environment. Cambridge Water Company's Water Resources Management Plan (2010) contains simplistic but compelling evidence that beyond 2035, without the development of additional resources, the supply of water to new developments will exceed the available output. The introduction of greater water efficiency in new and existing dwellings will extend this horizon. The long term (100 years) availability of water for future growth is dependent on greater water efficiency in developments.
- 6.26 Water neutrality is where a new development does not consume any additional water than prior to when it was constructed. This is achieved by on-site water efficiency and re-use together with an off-site increase in water efficiency that matches the water consumption levels of the development.
- 6.27 In order to achieve water neutrality, the following measures would be necessary:
- Water re-use by rainwater harvesting and grey water recycling. District wide systems can offer a more cost effective way of providing this;
 - The possible creation of a water offsetting fund to enable development to be water neutral to provide water efficiency measures in the existing built environment.
- 6.28 Three options have been included as there is a cost associated with achieving greater levels of water efficiency. The options specify the level of water efficiency to be achieved, and it would be up to developers to choose the suitable methods by which they achieve this. These options are considered to be the most reasonable approaches to take.

Option 52 – Water efficiency – Water neutrality

One option could be to require that all developments be water neutral. Water efficiency measures would also be required in extensions and refurbishments to achieve this level.

The advantages of this option would be that it is equivalent to not building at all and it would address water efficiency in the existing built environment. The disadvantages would be that it would be the most expensive option – approximately £320 per property²⁴ more expensive than the option of restricting usage to 80 litres per head per day. There would also be the inherent difficulties of applying retrofit measures to existing properties and ongoing maintenance costs.

Option 53 – Water efficiency – 80 litres per head per day

A second option would be to require that all new developments be designed to achieve a maximum water consumption of 80 litres per head per day in line with Code for Sustainable Homes level 5 or 6. Water efficiency measures would also be required in extensions and refurbishments.

This is achievable with current technology but there would be an increase in cost of the water supply infrastructure to achieve this level.

The advantage of such a policy option would be that there would be greater water efficiency than is currently normally provided in domestic dwellings.

A disadvantage would be that the cost is approximately £1,750 to £4,500 per property²⁴, although this is considerably reduced by the use of district wide systems. There would still be an increase in the amount of water being used in Cambridge each year. The ongoing maintenance costs would also need to be factored in.

Option 54 – Water efficiency – 105 litres per head per day

A third option would be to require that all new developments be designed to achieve a maximum water consumption of 105 litres per head per day in line with Code for Sustainable Homes level 3 or 4. Water efficiency measures would also be required in extensions and refurbishments to achieve this level.

An advantage of this option would be the minimal cost (£268 per property²⁴) in achieving a greater level of water efficiency. A disadvantage would be that there is still an increase in the amount of water being used in Cambridge each year, and more cost effective opportunities to reduce water consumption would be missed. Retrofitting the existing housing stock, while an important element, is more costly than integrating water efficiency into new development.

²⁴ Cambridgeshire Horizons, Sub-Region Water Cycle Strategies 2008 and 2010

Questions

- 6.27 Is there a need for a policy addressing this issue?
- 6.28 Which of the options do you prefer?
- 6.29 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 6.30 Are there any other reasonable alternatives that should be considered at this stage?

Water consumption in non-residential buildings

- 6.29 Buildings other than domestic properties such as offices, shops, schools and industrial buildings can consume large amounts of water. These buildings are used and assessed in a different way so a separate policy might be appropriate. Two possible water efficiency options for this policy are considered below.

Option 55 – Water Efficiency – non-domestic buildings – full credits for BREEAM water efficiency

One option could be to require that all non-domestic developments be designed to achieve the highest water efficiency levels practicable.

This option could include an assessment undertaken utilising the BREEAM method and achieving the highest points available for all of the water criteria.

The advantages of such a policy approach are that the highest levels of water efficiency for non-domestic buildings would be achieved with water consumption reductions of up to 65%. However, there would be an additional cost associated with achieving the highest level of water efficiency.

Option 56 – Water Efficiency – non-domestic buildings - BREEAM

A second option could be to require that all non-domestic developments be designed to achieve high water efficiency standards. This option could include an assessment undertaken utilising the BREEAM method and achieving a minimum BREEAM rating of 'very good' to 'excellent'.

The advantages of such a policy approach would be that minimal cost is associated with this option. However, water consumption reductions could be as low as 12.5% and still achieve a BREEAM rating of 'very good' or 'excellent'.

Questions

- 6.31 Is there a need for a policy addressing this issue?
- 6.32 Which of the options do you prefer?

- 6.33 Should water efficiency in non-domestic buildings be assessed by the BREEAM method or is there a more appropriate assessment?
- 6.34 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 6.35 Are there any other reasonable alternatives that should be considered at this stage?

Flood risk

- 6.30 Cambridge has issues with surface water (pluvial) and river (fluvial) flood risk throughout the city. The Surface Water Management Plan for Cambridge (2011) shows that the majority of the city is at high risk of surface water flooding. Development, if not undertaken with due consideration of the risk to the development and the existing built environment, will further increase the flood risk.
- 6.31 Cambridge and South Cambridgeshire Level 1 Strategic Flood Risk Assessment (2010) shows that there are areas adjacent to the River Cam and smaller watercourses that are at varying degrees of flood risk. Development in high risk areas should be avoided and steered to lower risk areas. As all surface water drains into the watercourses and the River Cam, due consideration must be given to the impact of any new development in Cambridge upon the consequential increase in flood risk downstream.
- 6.32 Only one option has been put forward for policy development because the Council has a statutory duty to manage flood risk under the Flood and Water Management Act 2010.

Option 57 – Develop a comprehensive flood risk reduction policy

This option would allow for the development of a flood risk reduction policy. Such a policy would set out the principles of flood risk management that should be embedded into all development proposals in Cambridge. These could include:

- Design considerations (layout, orientation) e.g. the most vulnerable parts of the development being constructed in the area of least flood risk on the site;
- Areas to avoid including fluvial risk areas and pluvial risk areas for new developments and re-developments, where practicable;
- The management of flow routes that result from surface water flooding;
- Flood resistance (preventing water from entering a property) and reliance (making a property less prone to permanent damage when flooded) measures to be included in defined areas;
- Discharge of surface water limited to 2 litres per second per hectare (l/s/ha) for all developments; and
- Surface water discharge on previously developed sites should be

limited to 2 l/s/ha to limit the amount of water entering water courses thereby providing a positive flood risk reduction.

Questions

- 6.36 Is there a need for a policy addressing this issue?
- 6.37 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 6.38 Are there any other reasonable alternatives that should be considered at this stage?

Enhancing the quality of water bodies

- 6.33 The Council has a duty to ensure that there is improvement to water body quality through its policies and actions. When considered in the context of the Anglian River Basin Management Plan (2009) and the Water Framework Directive (2000), the status of the water body quality in Cambridge currently varies from 'poor' to 'moderate' across a number of water bodies including the River Cam, Bin Brook, Cherry Hinton Brook, Hobson's Brook and groundwater supplies including the Cam and Ely Ouse Chalk. The city's water bodies have not achieved 'good' status as a result of canalisation, with a loss of their natural characteristics, and the flow of untreated surface water runoff into the watercourses and the River Cam.
- 6.34 Only one option has been put forward for policy development because the Council has a statutory duty to have regard to the Water Framework Directive and the associated Anglian River Basin Management Plan.

Option 58 – Develop a water body quality policy

This option would allow for the development of a water body quality policy setting out the principles that should be embedded into all development proposals in Cambridge. This could include:

- Design considerations (layout, orientation) e.g. careful consideration of development in close proximity to water bodies and a requirement for a positive improvement to those water bodies (both in terms of water quality and ecology of those water bodies);
- Minimum water quality criteria that is allowable to be discharged into water bodies;
- Development taking the opportunity to remove culverts from water bodies to restore them to their natural state; and
- Waterside development contributing to wider improvements to the hydromorphology and ecology of the water body.

The City Council has a duty to ensure that there is improvement to water body quality through its policies and actions. Such a policy will ensure that we meet our statutory legal duty set out as part of the Water Framework

Directive.

Questions

- 6.39 Is there a need for a policy addressing this issue?
- 6.40 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 6.41 Are there any other reasonable alternatives that should be considered at this stage?

Green roofs

- 6.35 Green roofs offer multiple benefits in terms of surface water management, amenity, biodiversity, water quality improvements, carbon reduction, noise attenuation, and reduction of the urban heat island effect, and they can be more cost effective than conventional roofs²⁵.
- 6.36 Only one option has been put forward for policy development because green roofs will help to deliver climate change adaptation, enhancement of the natural environment and landscape, and to not include such an option would not be a reasonable alternative. However, different potential approaches to dealing with green roofs have been set out and we would welcome comments on these alternatives.

Option 59 – Develop a green roof policy

This option would allow for the development of a green roof policy setting out the principles that should be embedded into all development proposals in Cambridge. This could include:

- Green roofs required on all buildings;
- Green roofs on all roofs below 35 degrees;
- Intensive green roofs²⁶ on all roofs of an area between 5 – 30 square metres;
- Extensive green roofs²⁷ on all roofs of an area over 30 square metres; and
- A minimum percentage of the footprint of a building to be a green roof.

Such a policy would require careful consideration of the appropriateness of green roofs when dealing with heritage assets, balancing the benefits of green roofs and the protection of heritage assets. This policy option would

²⁵ Greater London Authority (2008), Living roofs and walls, technical report: supporting London Plan Policy

²⁶ Intensive green roofs are those made up of lush vegetation and based on a relatively nutrient rich deep substrate. They are principally designed to provide amenity.

²⁷ Extensive green roofs normally have a shallow growing medium and are design to be relatively self-sustaining.

need to link with Option 70 of the Protecting and Enhancing the Built and Natural Environment chapter of this document.

The advantages of such a policy is that the use of green roofs would help to achieve a number of the Local Plan's objectives, including the reduction of flood risk, enhancement of biodiversity and wider climate change adaptation benefits. While there may be a concern surrounding the additional costs of providing green roofs, they can prove to be more cost effective than conventional roofs both in the short and long term.

Questions

- 6.42 Is there a need for a policy addressing this issue?
- 6.43 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)
- 6.44 Do you agree with the thresholds for green roofs presented in the second, third and fourth bullet points of Option 59 or do you feel alternative thresholds should be use?
- 6.45 Should buildings that are allowable under permitted development rights (such as small extensions, sheds and workshops) also have green roofs?
- 6.46 Are there any other reasonable alternatives that should be considered at this stage?



Chapter 7

Delivering High Quality Places

CHAPTER 7 – DELIVERING HIGH QUALITY PLACES

- 7.1 Cambridge is internationally famous for the quality of its built environment. An essential part of the character of the city stems from the spaces and grounds around buildings and the important role of trees and other landscape features. The interface between the urban edge and the countryside is important to the setting of Cambridge.
- 7.2 High quality design is a key aspect of sustainable development and should contribute positively to making places better for people. It should draw together the many strands of creating successful places. This involves the consideration of elements such as architectural design, landscape design and engineering to create places that maintain and enhance the distinctive and historic character of the city. It also provides an opportunity to deliver elements that will benefit existing communities, for example through the provision of new and enhancement of existing public realm. Given the economic vibrancy of the city and the need in particular to accommodate new housing, Cambridge has the opportunity to support some of the very best designed buildings and spaces in the country.
- 7.3 This section addresses the many elements that need to be considered as part of development proposals to ensure that they deliver a high quality of design, both of new buildings and the spaces around those buildings.

STRATEGIC PRIORITY

Option 60 – Delivering high quality places

Development will be of the highest design quality to continue Cambridge's tradition of innovation and quality, supporting a city with a high quality of life and amenity. This would apply to both buildings and the spaces around buildings.

Key facts

DESIGN

- The first phase of the Accordia Development on Brooklands Avenue won the RIBA Stirling Prize in 2008, as a result of the design and quality of the scheme. It was the first residential development to win this award in the UK.
- The current 'Designing Cambridge' policies of the 2006 Local Plan (3/4, 3/7 and 3/12) are amongst the most used policies in determining planning applications. These policies consider the development's interaction with its context, its overall quality and accessibility, sustainability and scale, and they have been tested at appeal on numerous occasions.
- Design quality continues to remain an important consideration in Cambridge with the continuing support of the Design and Conservation Panel and the Cambridgeshire Quality Panel. These panels, along with Council officers specialised in design and conservation, provide the

Council with access to high quality advice and guidance on all matters related to design of the built environment.

PUBLIC REALM

- Some of the key qualities of Cambridge’s public realm, which add considerably to the quality and variety of the city’s townscape include:
 - Railings and bollards (many designed and manufactured in the city), historic telephone and post boxes, the ‘Richardson Candle’ streetlights and cast iron street name plates, which all add an element of quality and distinctiveness and enhance the character of the City Centre; and
 - The use of quality materials such as cobbles, setts and York stone paving to add texture and interest to the townscape.
- Public realm works undertaken in recent years have tried to respect a tradition of quality detailing. The setts in Green Street, the Totem at the top of Magdalene Street, the bronze flowers in the Bridge Street pavement, the new stone paving and models on Senate House Hill, have all helped create interest and individuality within the public realm.
- The Cluster Study¹ recognises the contribution that quality of life and the attractiveness of Cambridge as a place to live and work makes in maintaining the economic vibrancy of the central areas of Cambridge. High quality public realm also plays a wider role in the creation of sustainable, inclusive and mixed communities as well as attractive and usable places.

LANDSCAPE

- Green Belt land encircles the city and green corridors extend into the heart of the city.
- Cambridge is a compact city with a thriving historic core. The city is encircled by a relatively flat rural setting. As a result of the long and short views of the city afforded from a number of vantage points outside the city and the interaction of the built environment with the surrounding Green Belt, the urban edge of the city is very sensitive to change.
- The approaches to Cambridge play a key role in how the city is perceived, particularly its character and scale.
- The Backs, the commons, the green corridors and the River Cam corridor are an essential (defining) characteristic of the city and must be protected and enhanced.
- The open spaces within the city, along with the River Cam and other

¹ SQW (2011). [Cambridge Cluster at 50. The Cambridge economy: retrospect and prospect](#). Final report to EEDA and partners

water bodies, are part of Cambridge's green and blue infrastructure network and should enable recreation, sport, biodiversity, climate change management, amenity and cultural facilities.

- The interrelationship between defined open spaces and their surroundings are fundamental to the character of Cambridge.

PUBLIC ART

- The 2006 Public Art Audit identified 43 public artworks within Cambridge, including statues, fountains, murals, mosaics, mobiles, abstract sculpture, engraved glass, paving insets, street furniture, war memorials and bronze and stone reliefs. The Audit noted that there were no public art works located within any of Cambridge's local centres and as such the Public Art SPD sets out local and district centres as priority areas for the provision of public art.
- The Council undertook a survey in 2008 to establish awareness and attitudes to public art. The results suggest that:
 - There is strong support for the role of public art in place making, promoting art and giving Cambridge a positive image.
 - People think that public art should emphasise quality of life and people, history, diversity and creativity; and
 - There is strong support for the location of public art outside the City Centre in local centres and on areas of public open space.
- New public artworks include the 'Skystation' interactive sculptural seating at George Nuttall Close, which was commissioned by Miller Homes and designed by the artist Peter Newman and the 'Swift Tower' commissioned by the Council and designed by Andrew Merritt.

Objectives

- To create inclusive places that foster a sense of community, integrating new and existing communities;
- To require a high quality of design which respects and enhances the character of Cambridge and its setting;
- To ensure that new development maintains and enhances the setting of Cambridge including key views into and out of the city;
- To maintain and enhance the network of green infrastructure in the city and to ensure that these are multi-functional;
- To ensure that new development is successfully integrated into and enhances the surrounding landscape;
- To sponsor innovative architecture and design of the highest quality in new development; and
- To deliver public art as an integral element of high quality public realm, that reinforces local distinctiveness and cultural identity with each

artwork specific to its location.

- 7.4 Urban design involves the design of buildings, groups of buildings, spaces and landscapes that facilitate successful development.²
- 7.5 The process of masterplanning involves the overlapping of layers including movement and access, land use, open space and landscape, built form and massing and phasing to create a framework for new development. The challenge for Cambridge is to ensure that these considerations are combined and detailed in such a way as to create high quality places. New development needs to respect the heritage of the city, and be of a high quality design, reflecting a sense of civic pride and incorporating aspects such as public art. Development must accommodate growth in a sustainable manner with high quality design and sustainable design being mutually inclusive.

Ensuring that new development responds to its context

- 7.6 New development should be of a high quality of design in order to create places that are enduring, robust and complement and enhance the existing character of Cambridge. An essential part of achieving this aim is to ensure that the context of any proposal is considered as part of the design process. Context describes the setting of a site or area including land uses, the built and natural environment and social and physical characteristics. Proposals for new development should create a scale and form that is appropriate to the existing buildings and complements the local identity of an area. This is critical to successful place making and is echoed in the NPPF with specific reference made to the importance of the integration of new development into the natural, built and historic environment³.
- 7.7 Only one policy option has been put forward because ensuring that all new development responds to its context is crucial if the distinctiveness and special character of Cambridge is to be protected and enhanced. A thorough analysis of the site context enables a site-specific response to the design of new developments. Of particular importance when considering the context of a site, is consideration of the landscape context of the site. This should include green (open space), grey (built form/public realm) and blue (watercourses) infrastructure. While it is considered that there are no reasonable alternatives, there may be variations within the criteria identified that could be considered.

Option 61 – Criteria based responding to context policy

This option would allow for the development of a criteria based policy to ensure that all new developments respond to local character and distinctiveness and reflect the identity of local surroundings, while not preventing appropriate innovation. The criteria could include:

- The need to identify and respond positively to existing features of

² Cowan, R (2005). The dictionary of urbanism, Streetwise Press

³ Paragraph 62 of the National Planning Policy Framework (CLG, 2012)

natural, historic or local importance on and close to the proposed development site;

- The need to be well connected to and integrated with, the immediate locality and wider city; and
- The need to use the characteristics of the local area to help inform the siting, massing, building and landscape design and materials used in the proposed development.

Proposals for development should use studies (or any future updates thereto) such as the Cambridge Landscape Character Assessment, Cambridgeshire Green Infrastructure Strategy 2011, Nature Conservation Strategy, Conservation Area Appraisals and the Cambridgeshire Historic Environment Record. Compliance with this policy option would be demonstrated through the submission of a Design and Access Statement.

Such a policy would build on policy 3/4 of the 2006 Local Plan.

Such an approach would clearly identify the importance of understanding the context of any new development. The consideration of context and an appropriate response to it is fundamental to the creation of well-designed places.

Questions

- 7.1 Is there a need for a policy addressing this issue?
- 7.2 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 7.3 Are there any other reasonable alternatives that should be considered at this stage?

The role of good design in delivering high quality places

- 7.8 Having addressed context, the next issue to consider is how to create a successful place. Place making is an essential component of high quality development and when done well will either create somewhere with a distinct identity⁴ or reinforce the identity of an existing place. Ultimately developments that are well integrated with their surroundings and have responded positively to the constraints and opportunities of a particular site will be more successful than those that do not take such an approach.
- 7.9 Only one policy option has been put forward because ensuring high quality urban design is crucial if the distinctiveness and special character of Cambridge is to be protected and enhanced. The NPPF is clear that high quality design is vital in creating successful places. A criteria based policy approach will ensure that due consideration is given to all aspects of good design that should be integrated into the design process for all development.

⁴ Cowan 2008: 292

While it is considered that there are no reasonable alternatives, there may be variations within the criteria identified that could be considered.

Option 62 – Criteria based policy for delivering high quality places

This option would allow for the development of a criteria based policy setting out the quality of development that will be expected in Cambridge. Criteria could include:

- The interrelations and integrations between buildings, routes and spaces;
- The development of a hierarchy of streets;
- The creation of attractive built frontages;
- The orientation of buildings to overlook public spaces and promote natural surveillance;
- Activating edges onto public spaces by locating building entrances and windows of habitable rooms next to the street;
- The provision of clearly distinct public and private spaces;
- The integration of affordable and supported housing to minimise social exclusion;
- Designing out crime;
- The use of materials, finishes and street furniture suitable to location and context;
- The integration of landscape design into the design of developments as a whole;
- Measures for the improvement and enhancement of public realm close to the development;
- Provision of adequate management and maintenance of the development;
- The inclusion of public art as an integral part of new developments; and
- Consideration of the needs of those with disabilities.

The comprehensive criterion based assessment above comes from Policy 3/7 of the 2006 Local Plan, and can be used as the basis for this new policy.

Such an approach would make clear the aspects that would need to be demonstrated in development proposals for them to be considered acceptable. This methodology forms a fundamental element of good architectural and design practice and as such would not place additional requirements on developers.

Questions

- 7.4 Is there a need for a policy addressing this issue?
- 7.5 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 7.6 Are there any other reasonable alternatives that should be considered at this stage?

High quality design of buildings

- 7.10 High quality building design is linked to context, in terms of appropriateness, and to place making in terms of how proposed development will be sited. Without imposing architectural tastes or styles it is still important that proposed development is considered in terms of the site location, height, scale and form, along with materials and detailing with the latter linking directly to the quality and durability of a proposal. Early consideration of functional elements such as bins, bicycles, and cars is crucial in achieving high quality development that deals effectively with the associated paraphernalia of day to day living.
- 7.11 Only one policy option has been put forward because ensuring high quality design is crucial if the distinctiveness and special character of Cambridge is to be protected and enhanced. The NPPF is clear that high quality design is vital in creating successful places. A criteria based policy approach will ensure that due consideration is given to all aspects of good design that should be integrated into the design process for all development. While it is considered that there are no reasonable alternatives, there may be variations within the criteria identified that could be considered.

Option 63 – Criteria based policy for the design of buildings

This option would allow for the development of a criteria based policy setting out the requirements for new buildings and refurbishment of existing buildings. The criteria could include:

- New buildings should be of the highest architectural quality. The design of buildings should have a positive contribution to their setting in terms of location on the site, height, scale and form, materials, detailing, wider townscape and landscape impacts and available views;
- Consideration of the relationship between the landscape design and the character and function of the spaces and surrounding buildings;
- The need to demonstrate that buildings are convenient, safe and accessible for all users and visitors;
- The need for buildings to be constructed in a sustainable manner, easily adaptable for different uses and our changing climate, and which successfully integrates recycling and refuse facilities, cycle and car parking, plant and other services into the design; and
- Consideration of the potential to support biodiversity within the built

environment.

Such an approach clearly sets out the elements that are important in the development of well-designed buildings, providing certainty while at the same time allowing for innovative approaches to design.

Questions

- 7.7 Is there a need for a policy addressing this issue?
- 7.8 Do you think that the current Local Plan's design policies have been successful in securing high quality design?
- 7.9 Are there any points which may have been missed and you feel should be added (perhaps even an entirely new option)?
- 7.10 Do you think that we should be promoting contemporary architecture or will the proposed option stifle innovative design?
- 7.11 Are there any other reasonable alternatives that should be considered at this stage?

Design of the public realm, landscape and external spaces

- 7.12 The design of spaces around buildings, both public and private, is as important as the design of the building itself. Successful landscape design will help integrate developments into their surroundings and enhance the function, character and amenity value of spaces and boundaries. Development proposals should identify and retain existing landscape features of value and incorporate these into the design proposals. Public spaces or the 'public realm' is where public life takes place and is much more than the space left between the boundaries of private property. It encompasses the entire transition from public space to private space, including views and visual relationships across the city and patterns of street enclosure. The public realm is the space that allows us to understand where we are, and where we are going, and is widely accepted as one of the key components of creating successful places.
- 7.13 Cambridge's public realm reflects the city's long and compelling heritage. It acts as a setting for Cambridge's wealth of historic buildings and therefore has an important role to play in maintaining and enhancing the city's unique character. A high quality of public realm can bring about a whole range of economic, social and environmental benefits, and improve quality of life.
- 7.14 New public realm and the design of external spaces must be informed by the heritage of the city, be of a high quality, be sustainable in design and reflect a sense of place. Public art plays a key role in reinforcing local distinctiveness and adding value to the overall streetscape design. In order to achieve a high quality public realm that is comfortable, stimulating and encourages social interaction, detailed attention to the structure of spaces and the elements contained within that space is required. Such an approach involves thinking about surfaces and materials, hard and soft landscapes, space for pedestrians

and vehicles, issues of security, integration of public art, street furniture, lighting and signage. This is not just an issue for the design and provision of new public realm, but also works to the existing streets and spaces within the city. It is important that such works respect the contribution that these spaces make to the character of the city.

- 7.15 Only one policy option has been put forward because ensuring high quality public realm design is crucial if the distinctive and special character of Cambridge is to be protected and enhanced. Accessibility and visibility of high quality external spaces is also critical to the health and well-being of all, and can have positive economic impacts, assisting regeneration. The NPPF asserts that in setting policies for the quality of development expected for an area, there should be the expectation that proposals will create and sustain an appropriate mix of uses including the incorporation of green and other public space. While it is considered that there are no reasonable alternatives, there may be variations within the criteria identified that could be considered.

Option 64 – The design of the public realm, landscape and other external spaces

This option would allow for the development of a criteria based policy for the design of public realm, landscape and other external spaces. Such criteria could include:

- The need for public realm and the design of external spaces to reflect the character and function of these spaces and their surroundings;
- The early identification, retention, protection and enhancement of existing features that positively contribute to the landscape character;
- The use of a high quality palette of materials that respond to context and provide a unifying theme and distinctive sense of identity to the locality;
- An integrated approach to the design and siting of street furniture, boundary treatments, public art and lighting;
- The retention and repair of historic street surfaces, including footpaths;
- Promotion of innovative public realm and street design in new and existing development to reflect guidance contained in Manual for Streets⁵ including shared space;
- The incorporation of trees and other planting, appropriate to the scale of buildings and the space available, to help green the city;
- Careful species selection for landscape proposals including consideration of the use of native species to help enhance biodiversity, as well as species able to adapt to our changing climate;

⁵ Department for Transport (2007). [Manual for Streets](#).

- Coordinated provision of public realm/landscape/external spaces between adjacent sites and phases of large developments;
- The need for external spaces and the public realm to be constructed in a sustainable manner, easily adaptable for different functions and our changing climate;
- The need to integrate surface water management proposals into the overall landscape design, to maximise the benefits of surface water management (see also Option 51 of the Sustainable Development, Climate Change, Water and Flooding chapter); and
- Provision of high quality amenity space that receives adequate sunlight.

The advantage of such a policy approach is that it will enable the specific circumstances of each development proposal to be considered as part of the overall design process. As such it will help to ensure high quality design not just of buildings themselves, but the spaces between buildings, and help enhance the local built and natural environment.

Questions

- 7.12 Is there a need for a policy addressing this issue?
- 7.13 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 7.14 Given the guidance provided in documents such as Manual for Streets 1 and 2 and the Cambridgeshire Design Guide⁶, is there a need for a Supplementary Planning Document to provide further guidance to the above policy option?
- 7.15 Are there any other reasonable alternatives that should be considered at this stage?

Design coding

- 7.16 The NPPF encourages the use of design codes. Two of the growth sites on Cambridge Southern Fringe already have design codes in place and further codes will be produced for sites on North West Cambridge and at NIAB. Design codes act as a bridge between the outline permission and subsequent reserved matters planning applications. Design codes are a set of illustrated design rules and requirements, which instruct and advise on the physical development of an area. They can be used to set requirements in relation to providing more detailed information on a range of design elements, such as the density and height of development, the hierarchy and design of streets and open spaces, best practice approaches to car parking, and the character of different parts of a development.

⁶ Cambridgeshire County Council (2007). [Cambridgeshire Design Guide for Streets and the Public Realm](#)

Option 65 – Requirement for the production of design codes in respect of growth areas for all outline planning applications

This option would allow for the development of a policy requiring all proposals in growth areas submitted for an outline planning application to produce a design code. Such a policy could include criteria setting out the minimum requirements for design codes, including:

- **Strategic level:** Movement and access, land use, open space and sustainable drainage, built form and massing, phasing; and
- **Detailed level:** Street types, public realm and landscape, building typologies and parking.

Questions

7.16 Is there a need for a policy addressing this issue?

7.17 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

7.18 Are there any other reasonable alternatives that should be considered at this stage?

The importance of public art provision as part of new development

- 7.17 Very broadly, public art can be understood as a process of engaging artists' creative ideas in the public realm and with the community. Public art, permanent or temporary, in the form of sculptures or the ideas of artists integrated within the design of buildings and spaces, are features which involve the use of land, can require planning permission, and can affect the appearance of development.
- 7.18 In addition, public art has a key role to play in helping to provide social, economic, environmental and cultural benefits. Public art should enhance the fundamental principles of urban design and create a high quality public realm. It can help to strengthen local distinctiveness and character, is important in the creation of a stimulating public realm, and helps to integrate new and existing communities. There is a very strong evidence base both nationally and internationally to support the benefits of the inclusion of public art within new development.
- 7.19 The Council's 2008 Public Art Survey showed strong support from the public for the role of public art and for its provision. Public art can be provided as a standalone project or it can be integrated into other infrastructure projects. For example, through the provision of play areas or landscape and public realm design.
- 7.20 The Council understands the importance of public art and this is underlined by the proposal to include public art within the criteria based policy option for delivering high quality places (Option 62) and the policy option for the design of the public realm, landscape and external spaces (Option 64). Both

policy options have been outlined above; these policy options will set out the quality of development that will be expected in Cambridge.

- 7.21 No standalone policy option is put forward for public art as it is included in a number of policy options above. However, we would like to use this opportunity to define what public art means from a Cambridge point of view.

Questions

7.19 Is there a need for a policy addressing this issue?

7.20 How would you define public art?

Extending and altering buildings

- 7.22 The extension of buildings can help to make the most efficient use of land, and can prolong the life of buildings or find new uses for them. It can often provide the only way in which additional accommodation can be provided for householders or businesses. However, such extensions can have a negative impact on their surroundings if they are poorly designed.
- 7.23 To ensure that extensions to existing buildings are designed to respect, reinforce and enhance local character, a policy could be developed setting out a number of criteria against which proposals would be assessed. Such a policy would have the benefit of meeting a number of Local Plan objectives including promoting good design and the protection and enhancement of the historic environment. High quality design is as important for the extension and alteration of existing buildings as it is for the design of new buildings and developments. Without a policy covering the extension and alteration of buildings, there could be a negative impact on the quality and character of an area.

Option 66 – Criteria based policy for alterations and extensions to existing buildings

This option would allow for the development of a policy setting out a range of criteria against which proposals for the extension or alteration of buildings requiring planning permission would be assessed. These criteria could include:

- The need for proposals to reflect or successfully contrast with the existing buildings form, use of materials and architectural detailing;
- The need for proposals to not unreasonably overlook, overshadow or visually dominate neighbouring properties;
- The need for proposals to respect the space between buildings where this contributes to the character of an area;
- The need for the retention of sufficient amenity space, bin storage, vehicular access, car and cycle parking;
- The need to ensure that proposals do not adversely affect listed buildings or their settings, the character and appearance of

conservation areas, trees or important wildlife features;

- The need for proposals including new or altered roof profiles to use materials that are sympathetic to the existing building and surrounding area; and
- The need to ensure that proposals for dormer windows are of a size and design that respect the character and proportions of the original building and surrounding context, do not dominate the existing roof profile and are sited away from prominent roof pitches, unless they are a specific feature of the area.

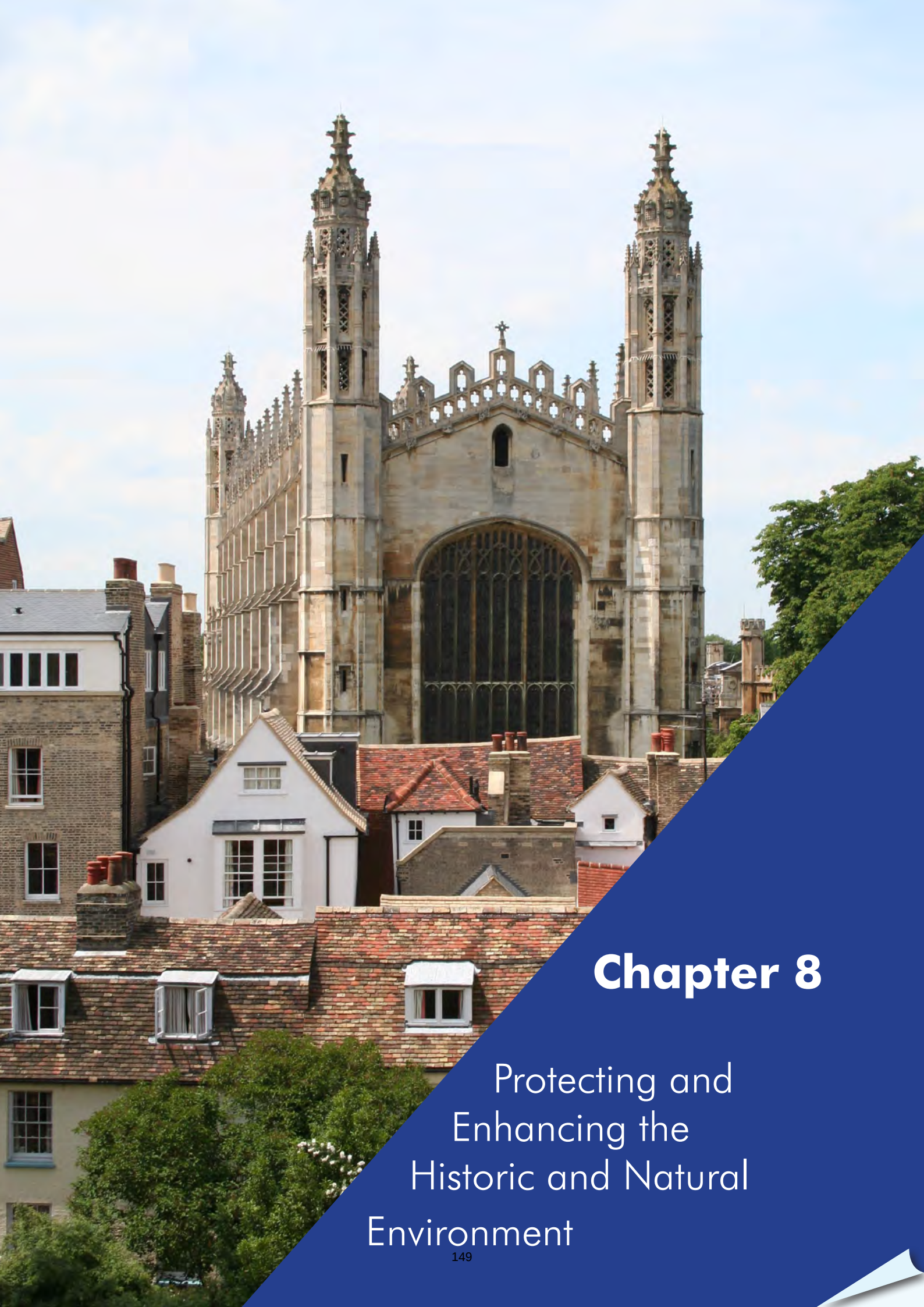
Such a policy would apply to both residential and non-residential proposals. The benefits of such an approach are that it will make it clear to developers what they will need to demonstrate as part of development proposals. Such a policy will help to ensure that proposals relating to existing buildings will not have a negative impact on the overall setting and character of the city, recognising the role that existing buildings have to play in creating high quality sustainable development. There could, however be a concern about the impact that these requirements may have on smaller schemes, in particular householder applications.

Questions

7.21 Is there a need for a policy addressing this issue?

7.22 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

7.23 Are there any other reasonable alternatives that should be considered at this stage?



Chapter 8

Protecting and Enhancing the Historic and Natural Environment

CHAPTER 8 – PROTECTING AND ENHANCING THE HISTORIC AND NATURAL ENVIRONMENT

- 8.1 The city's historic and natural environment are key features that define the character and setting of Cambridge, and contribute to the quality of life that people value here. It will be important that quality of life is maintained and enhanced against the backdrop of a growing city. This section addresses the policy options in relation to the protection of the historic environment, protection and enhancement of biodiversity and sites of nature conservation importance, and the need to protect the environmental quality of the city from pollution:

STRATEGIC PRIORITY

Option 67 – Protecting and enhancing the historic and natural environment

To ensure that new development proposals contribute to the protection and enhancement of the historic and natural environment, including sites of nature conservation importance, heritage assets and their settings, and the wider landscape setting of the city. Development proposals should contribute to the aim of achieving a net gain in biodiversity and improvements to the environmental quality of the city, including improvements to air quality and the enhancement of tree canopy cover.

Key Facts

HISTORIC ENVIRONMENT:

- The historic environment of Cambridge makes an important contribution to the setting, character and vitality of the city – it is at the heart of what makes Cambridge special.
- For the size of the city, there are an above average number of Listed Buildings. There are 868¹ Listed Buildings, of which 66 are Grade I, 52 Grade II* and 750 Grade II.
- The city has five Scheduled Ancient Monuments and 11 Historic Parks and Gardens.
- There are currently 11 Conservation Areas, many promoted by local residents, which cover 21% of the city's area.
- 1,032 buildings are designated as Buildings of Local Interest, although the formal protection this designation offers these buildings is limited, particularly outside Conservation Areas.
- A large number of applications are dealt with annually which concern or have the potential to affect heritage assets.

¹ Some entries, such as those for colleges, terraces and houses include more than one building or property, therefore overall numbers are considerably higher (more than 1,500).

- Cambridge is rich in archaeological sites, with recent discoveries including a rare Anglo Saxon burial. Cambridgeshire County Council's Historic Environment Record provides a comprehensive record of heritage sites and finds in Cambridge, while the Cambridge Urban Archaeological Database details archaeological remains within the historic core of the city.

PROTECTING AND ENHANCING THE CITY SKYLINE

- Famous buildings such as King's College Chapel, St John's College Chapel, the Roman Catholic Church, the University Library, the chimneys at the Museum of Technology and Addenbrooke's are well known landmarks and key features of the Cambridge skyline.
- In recent years the Council has received an increasing number of planning applications for taller buildings. Planning applications for the following buildings have raised significant public debate around the subject of tall buildings:
 - o New buildings around the railway station;
 - o The Botanic House Building at the junction of Hills Road and Station Road;
 - o The Belvedere;
 - o The Living Screen site on the corner of Cherry Hinton Road and Hills Road;
 - o The Fire Station site on Parkside;
 - o Travel Lodge on Newmarket Road; and
 - o The Varsity Hotel on Thompsons Lane.

NATURE CONSERVATION/BIODIVERSITY/TREES

- Cambridge has many mature parks and gardens, open common land and a network of diverse natural green spaces. However, areas to the north of the city are deficient in natural green space.
- The River Cam and a number of chalk stream tributaries run through the heart of the city and support riparian habitats and remnants of historic grazing meadows on the city's common land.
- There are two Sites of Special Scientific Interest (SSSIs) in the city, one designated for biodiversity and one for geodiversity.
- There are nine Local Nature Reserves and approximately 60 City and County Wildlife Sites, which have been designated to protect the habitats of most interest and importance.
- Key habitats include chalk grassland, wet woodland, chalk streams, hedgerows and farmland.
- Key species include Great Crested Newt, Moon Carrot, Jersey

Cudweed, Otter, Skylark and Brown Hare.

- In total, Cambridge has in excess of 500 Tree Preservation Orders (TPO's) in force and there are thousands of trees in the 11 conservation areas across the city that have a degree of protection.
- The Council's Nature Conservation Strategy (2006-2016) identifies the existing resource of habitats and corridors and proposes options and projects for protection and enhancement.

POLLUTION AND ENVIRONMENTAL QUALITY

- Cambridge has an AQMA in place since 2004 (see Appendix E, Figure E.1). An air quality action plan has been developed to set out measures for the improvement of and protection from poor air quality.
- In addition to the AQMA, a Smoke Control Area also covers the city centre and land to the west of the centre in the Newnham ward.
- Air quality in parts of the city centre currently breaches EU limit values for nitrogen dioxide (NO₂).
- There are around 1,100 potentially contaminated sites of concern identified within the city. This contamination may place limits on the types of uses that this land can be utilised for.
- Sources of noise in Cambridge include transport noise from major roads such as the M11, A14 and A10, the railway and aircraft using Cambridge Airport, high levels of noise in the city centre from licensed premises and noise from commercial and industrial activities.
- Poorly designed artificial lighting, wastes energy, harms the amenity of residents (especially those trying to sleep) and impacts on ecology. Cambridge is an established centre for astronomy which nightglow from excessive lighting can affect.

Objectives

- To protect and enhance all heritage assets in order to contribute to the setting, character, enjoyment and our understanding of the city;
- To recognise the positive contribution that heritage assets make towards the character of the city;
- To ensure that any new development proposals for buildings that break the established skyline are well considered, appropriate to their context and contribute to both near and distant views;
- To ensure that new developments of all scales protect existing species and features of ecological value, provide new appropriate habitats and seek to reconnect fragmented corridors;
- To manage and enhance the tree canopy cover of the city to ensure a wide age range profile of existing trees is maintained and that all new

developments contribute to the urban forest;

- To ensure that development is managed to minimise its impact on the local environment, health and amenity in terms of all sources of pollution and contamination; and
- To ensure that new development is not located close to existing pollution sources unless sufficient mitigation measures are proposed as part of the development package.

Protecting and enhancing the historic environment of a growing city

- 8.2 The settlement of Cambridge can trace its origins back to Roman times with archaeological evidence of prehistoric activity, and it is this rich heritage that gives the city its special character and distinctiveness. This is emphasised by the large number of highly graded heritage assets, often connected to the University of Cambridge and its colleges. Cambridge can be described as a small city with a diverse and vibrant character. The character of the city owes much to the juxtaposition of grand university and college architecture and the smaller scale domestic ‘vernacular’ buildings associated with an East Anglian market town. Some of the key distinctive qualities of Cambridge’s historic environment include:
- The richness of college and university architecture;
 - The wealth of public and private historic open spaces (including many trees and providing the strong landscape setting of the city); and
 - The Victorian/Edwardian suburbs and post-war housing/employment developments.
- 8.3 Documents such as Conservation Area Appraisals, the Historic Core Appraisal, Suburbs and Approaches Studies, information contained within planning applications and the County Council’s Historic Environment Record all add to an understanding of the evolution of the city and the richness of the urban fabric.
- 8.4 Concern for the historic environment extends beyond physical buildings and spaces and must embrace a broader understanding of culture, sense of place and local distinctiveness. The historic setting of Cambridge and the clear distinction between the city and the rural area beyond is a key feature that the Council has sought to maintain through the Green Belt boundary to the city. A key issue for the new Local Plan will be to ensure that all new development respects and understands this heritage, balancing the need for growth against the need to protect and enhance the historic environment.
- 8.5 Only one policy option is put forward for policy development. Given the international importance of the city’s historic environment and its wider economic, social and environmental benefits there are not considered to be any reasonable alternatives to the option presented below. Such an approach is in keeping with the NPPF, which states that local planning

authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment:

Option 68 – Protection and enhancement of Cambridge’s historic environment

This option would allow for the development of a policy or series of policies aimed at preserving and enhancing the historic environment. These policies would consider the following:

- The continued preservation and enhancement of existing, and, where appropriate, designation of new Conservation Areas. This would need to be supported by the ongoing production and review of Conservation Area Appraisals;
- The continued protection and enhancement of listed buildings, historic parks and gardens and scheduled monuments, buildings of local interest and other heritage assets;
- The identification and, where appropriate, protection of the city’s archaeological heritage and assets of local importance;
- The protection of strategic and local views, the wider historic setting of the city and the setting of heritage assets, as well as, where applicable, their townscape value; and
- Addressing Heritage at Risk (including those assets on the Heritage at Risk Register) in a positive and proactive manner.

Based on the above, future policy could include:

- Development proposals affecting a heritage asset should preserve or enhance the significance of the asset, its setting and wider townscape value;
- Proposals should demonstrate a clear understanding of the wider context in which they sit as well as an understanding of the significance of assets;
- Impacts of proposed development on the special character of a heritage asset should be identified and assessed; and
- Where development is proposed that would lead to the harm of a heritage asset or its setting, clear justification for the works is required so that the harm could be weighed against the wider public benefits of the proposal.

A strategy could also be developed to ensure that information about heritage assets produced as part of plan making and development proposals are made publicly accessible in order to improve our understanding of the historic environment, in line with the requirements of the NPPF.

Such a policy approach will help to ensure that the city’s historic environment is protected and enhanced. The historic environment is an asset of significant cultural, social, economic and environmental value,

providing a valuable contribution to our sense of history, place and quality of life in Cambridge.

Questions

- 8.1 Is there a need for a policy addressing this issue?
- 8.2 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 8.3 Are there any other reasonable alternatives that should be considered at this stage?

Effective protection of Buildings of Local Interest

- 8.6 Buildings of Local Interest are designated because of their local architectural merit and, in some cases, their historical associations. While they do not meet the national criteria for statutory listing, they are nevertheless locally important either by themselves or as part of a group of buildings. They may contribute to, and help to define the character of, the townscape of an area, or be significant in the historical and architectural development of Cambridge. Locally listed buildings are included within the NPPF's definition of heritage assets.
- 8.7 One issue that has come to light in recent years is that Buildings of Local Interest have very little protection outside of Conservation Areas. The current policy 4/12 in the 2006 Local Plan does not have enough weight for it to work as an adequate deterrent to demolition. As a result some buildings have been lost to new development, such as Milton Road Junior School and Romsey Junior School. Even in Conservation Areas some Buildings of Local Interest have been lost, such as Cambridge Regional College on Newmarket Road.
- 8.8 The Government promotes the drawing up of local lists of heritage assets and Buildings of Local Interest would comprise part of such local lists. Identification through a local list allows us to better understand the heritage assets of Cambridge, their individual heritage significance and their contribution to the character and distinctiveness of the area as a whole. While locally listing a heritage asset will not, in itself, bring about additional consent requirements over and above the need for planning permission, it would mean that the conservation and contribution of these assets would be a material consideration when making planning decisions that affect them or their setting. As such, a policy could be considered, which gives a higher degree of protection to Buildings of Local Interest.
- 8.9 Only one option is presented below for policy development. While not statutorily listed, Buildings of Local Interest are an important element of the rich history of the city, helping to reinforce local distinctiveness and sense of place. A presumption in favour of retention of Buildings of Local Interest would be in keeping with the aim of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent

with their conservation as set out in the NPPF. Given the loss of Buildings of Local Interest in recent years and the level of public feeling that this loss has generated, it is felt that not having such a policy would not be a reasonable option. While such a policy would demonstrate the Council's commitment to protecting Buildings of Local Interest and enhancing their level of protection within Conservation Areas, planning legislation is such that planning permission is not required for the demolition of these buildings if they are situated outside Conservation Areas:

Option 69 – Protection of Buildings of Local Interest and development of a local list

This option would allow for the development of a policy that affords Buildings of Local Interest a greater level of protection. Such a policy would relate to proposals involving Buildings of Local Interest where planning permission or Conservation Area consent is required. There should be a presumption in favour of retaining a Building of Local Interest and a clear case would have to be made for its demolition or loss.

Where such proposals would involve the demolition of, or substantial alteration to the external appearance of Buildings of Local Interest, permission would not be granted unless:

- All reasonable steps had been taken to retain the building, including examination of alternative uses compatible with its local importance;
- Retention of the building, even with alterations, would be demonstrably impracticable; and
- The public benefits of the scheme outweigh the loss of, or harm to, the building.

This would be linked to the development of a local list of heritage assets in line with the requirements of the NPPF.

Such a policy approach would help to address the difficulties that the Council has faced in protecting Buildings of Local Interest, which add to the character and distinctiveness of the city. While there could be a concern from some that the retention of Buildings of Local Interest may impact on the viability of schemes, the adaptive reuse of buildings is almost always the most sustainable option.

Questions

- 8.4 Is there a need for a policy addressing this issue?
- 8.5 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 8.6 Are there any other reasonable alternatives that should be considered at this stage?

Climate change and heritage assets

- 8.10 It is important that the historic environment is seen in a positive light and not as a constraint on development. Well managed heritage assets improve the overall appearance of the built environment, enhancing people's quality of life by giving a sense of place and promoting civic pride. Vernacular design and construction has evolved over centuries to meet local needs and local conditions. There is a need to balance the preservation or enhancement of the historic environment against other objectives of the Local Plan such as the vision of Cambridge as a low carbon city. In addition, proposed works to heritage assets in order to comply with Part L of the Building Regulations need to be carefully considered and a judgement made as to when it is, or is not, appropriate to undertake such works.
- 8.11 All work to heritage assets will require a sensitive and hierarchical approach to design and specification. For example, when considering the role of heritage assets in responding to climate change, it should not always be assumed that historic buildings are inefficient in terms of their energy use, as they often use renewable materials and can be better ventilated than their modern counterparts. Historic buildings have, in some cases, been in use for a number of centuries, and their adaptive reuse offers scope for potentially significant savings in terms of embodied carbon within the fabric of those buildings. Significant carbon emissions occur as a result of the manufacture and transport of building materials. Where it is possible to adapt a building for an alternative use, this can be a more sustainable option than demolishing and replacing a building.
- 8.12 There is a need to balance objectives related to carbon reduction and the transition to a low carbon city and economy against the need to protect the historic environment of the city. Works to improve the environmental performance of heritage assets need to be carefully considered so that they do not have a negative impact, e.g. use of double glazed windows in a listed building. It is felt that the development of a policy related to climate change and heritage assets represents a proactive approach that will help to ensure the protection of heritage assets. Such an approach is in keeping with the NPPF, which states that local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment. In the light of this, not taking such a proactive approach is not considered to be a reasonable alternative:

Option 70 – Works to a heritage asset to address climate change

This option would allow for the development of a criteria based policy setting out the hierarchical approach that should be taken when carrying out works to heritage assets. Such an approach would build on a thorough understanding of the heritage asset in question. The policy could set out the approach that should be taken, which would involve:

- Where at all possible, retaining the heritage asset and its existing/original use;

- Making every effort to preserve the historic fabric and using traditional methods of adaptation/construction;
- In the case of a change of use, ensuring the sympathetic re-use of the heritage asset;
- Seeking to improve the energy efficiency of the building in order to reduce carbon emissions; using sympathetic approaches; and
- Specifying environmentally conscious materials² suitable for the development. There should be a presumption in favour of traditional materials.

One advantage of such a policy is that it clearly sets out the steps that should be taken when planning works to heritage assets to improve environmental performance. This will help to ensure a balanced approach between protecting the heritage assets of Cambridge while ensuring that they contribute to tackling climate change and reducing the carbon emissions of the city. Such an approach should already be at the heart of good management practice for heritage assets and as such a policy option should not add additional burden for property owners and developers. The long-term costs of repairing any negative impacts brought about by inappropriate building interventions are likely to be much greater than the short-term impacts of taking such a hierarchical approach to heritage assets.

Questions

- 8.7 Is there a need for a policy addressing this issue?
- 8.8 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 8.9 Are there any other reasonable alternatives that should be considered at this stage?

Shopfronts and signage

- 8.13 High quality design is important to the success of Cambridge as a regional shopping centre and to maintain its thriving district and local centres. Many of the historic buildings in the City Centre have traditional shopfronts, which often date from the eighteenth, nineteenth or early twentieth centuries and many are Listed Buildings. Elsewhere in the Conservation Areas and in streets such as Mill Road, old shopfronts usually date from the late Victorian or Edwardian eras. Well designed shopfronts and associated signing add to the character and quality of the city and play an important part in defining distinctive and enjoyable shopping areas. Shopfronts should be designed to provide an active building frontage with a display window, which contributes

² Adapted from CIBSE (2002). Guide to building services for historic buildings. Sustainable services for traditional buildings.

to the vibrancy of the town centre and provides visual interest in the street scene. Signage should be subtle and complement the built environment.

- 8.14 Given the international importance of the city’s historic environment, and its wider economic, social and environmental benefits there are not considered to be any reasonable alternatives to the option presented below. Proposals for new or alterations to existing shopfronts need to be carefully considered to ensure that they have a positive impact on the historic environment and wider environment of the city. While it is considered that there are no reasonable alternatives, there may be variations within the criteria identified that could be considered:

Option 71 – Shopfronts and signage policy

This option would allow for the development of a policy which states that works to shopfronts, signage and shop security measures will be permitted where they:

- Contribute to the design and character of the building and its surroundings; and
- Complement the quality of the built environment.

Elements from the Council’s Shopfront Design Guide could also be incorporated into this policy. This will be a carry forward of policy 3/15 of the 2006 Local Plan.

The advantages of such a policy approach are that it will help to ensure that works to shopfronts, including signage and security measures, promote high quality design that respects the local character of areas. Such a policy approach will have wider benefits in terms of maintaining a high quality environment, which will attract shoppers, visitors and investment into the city.

Questions

8.10 Is there a need for a policy addressing this issue?

8.11 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.12 Are there any other reasonable alternatives that should be considered at this stage?

Tall buildings and the skyline

- 8.15 The historic city of Cambridge has a rich and varied skyline, with renowned views such as that of King’s College Chapel from the ‘The Backs’. The overall character of the city’s skyline is one of individual, rather than clustered, comparatively tall and slender structures emerging above a low lying city. A large proportion of these structures comprise church and college towers, turrets, spires and chimneys. The city generally lacks clustered modern

towers and bulky buildings with the notable exception of the hospital buildings at Addenbrooke's and the hangars at Cambridge Airport which sit in stark contrast to the surrounding, low lying suburbs.

- 8.16 There has been a move to build taller buildings across the city in recent years. This is in part due to a shortage of development land and the need to use land efficiently. There are further opportunities to have new taller buildings in the city but these must be carefully considered in the right locations. Local residents and conservation groups are rightly concerned that tall buildings could harm the character and skyline of both the historic centre and the city as a whole.
- 8.17 Three options are put forward for policy development below. These options build upon recent work carried out on the development of the Cambridge Skyline Guidance document, and have been informed by the outcomes of the public consultation on this guidance. They are considered to be the most reasonable options taking account of the special character of the Cambridge skyline and the role this has to play in the setting of the city. There will be a need for any proposals for new tall buildings to demonstrate how they have taken account of their context and enhance the skyline, and it is felt that the options presented below provide the most suitable ways in which this could be demonstrated. They seek to encourage innovative design while at the same time balancing the potential negative impacts that proposals may have on the historic environment and wider setting of the city. The NPPF is clear that guiding the height of new developments in relation to neighbouring buildings and the local area more generally is an element that local design policies should concentrate on:

Option 72 – Criteria based tall buildings policy

One option could be to develop a policy supported by guidance setting out design and locational criteria in order to assess the suitability of development proposals for tall buildings on a case-by-case basis. These criteria could include:

- Location, setting and context – analysis of features such as:
 - o Topography;
 - o Townscape and landscape types and character areas;
 - o Site history;
 - o Movement and access patterns;
 - o Scale, height and massing of surrounding buildings and set backs of buildings;
 - o Typical plot sizes and the rhythm of streets (urban grain);
 - o Prevailing architectural character;
 - o Land use;

- o Areas of open space;
- o City gateways and important junctions;
- o Local and long distance views, vistas and local landmarks; and
- o Opportunities and constraints.
- Impact of proposals on heritage assets;
- An assessment of the design rationale and how the scale, form, materials, silhouette and architectural quality of the building will deliver a high quality addition to the city that will respond positively to the local context and skyline;
- The impacts of the proposal on neighbouring properties and open space and the need to minimise potential negative impacts with respect to shadowing and daylight, loss of outlook, wind, noise and overlooking; and
- The design of the public realm around the building.

The advantages of such a policy approach are that it sets out a clear set of criteria against which all proposals for tall buildings will be assessed. Such an approach will help to protect and, where appropriate, enhance the characteristics of the Cambridge skyline, its setting and landscape and townscape character, valued views and vistas. Such an approach does not necessarily rule out the development of high quality tall buildings that are appropriate to their context and contribute positively to both near and distant views.

Option 73 - Policy identifying specific areas suitable for tall buildings

A second option could be to develop a policy that identifies specific and appropriate geographical areas within the city that are considered suitable for tall buildings. These areas could include larger zones where clusters of tall buildings may be appropriate. Smaller, more specific locations such as junctions, focal spaces or local centres could be identified for taller buildings. The location of these areas would be subject to the criteria set out above under Option 72.

The advantages of such a policy approach are that it will help to protect areas such as the historic core, while promoting high quality tall buildings in areas where their development may help to enhance local distinctiveness, deliver appropriate redevelopment, enhancing the viability of other uses, such as local shops and services. A possible impact of such a policy is that by focussing the development of tall buildings on certain areas, the character of these areas could change. Subject to the prevailing character of the locality, it should be recognised, however, that the new development could represent a positive introduction to the streetscene. It will be important that, if such a policy approach is taken forward, consideration is still given to context, impact on neighbouring properties and open space and the impact

of tall buildings on local and distant views.

Option 74 – Limits on building heights

A third option could be to develop a policy, which defines a maximum height for buildings in the city. Such a policy could identify maximum heights within the historic core and/or heights for the rest of the city.

While the above approach would have the advantage of protecting the city's skyline from inappropriate development, there may be a concern that it stifles innovative and sustainable approaches to development.

Questions

8.13 Is there a need for a policy addressing this issue?

8.14 Which option do you prefer?

8.15 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.16 Do you have any suggestions as to the height limit that could be set across the city, should Option 74 be the policy approach adopted? Should such a policy cover just the historic core, or should it cover the wider city?

8.17 Are there any other reasonable alternatives that should be considered at this stage?

Cambridge Airport Public Safety Zone and Safeguarding Zones

- 8.18 The presence of Cambridge Airport in the city requires some restrictions on new development, in order to maintain public safety. The current Local Plan (2006) contains a policy (8/13) which sets out the limitations on development in the Public Safety Zone. This is supported by the defined zone indicated on the proposals map.
- 8.19 Public Safety Zones are areas of land at the ends of the runways at airports, within which development is restricted in order to minimise the number of people on the ground at risk in the event of an aircraft crash on take-off or landing. In the case of Cambridge Airport, there are two zones, one in the city and one in South Cambridgeshire. There is a general presumption against new development in these zones, although certain types of 'low intensity' development may be permitted. The Secretary of State for Transport regards the maximum tolerable level of individual third party risk of being killed as a result of an aircraft accident as 1 in 10,000 per year, and the Cambridge Public Safety Zone is considered to adhere to this, as it is subject to an individual risk of 1 in 10,000 per year or greater.
- 8.20 The policy in the 2006 plan is aligned to the Department for Transport (DfT) Circular 1/2002 'Control of Developments in Airport Public Safety Zones' that has since been replaced by DfT circular 01/2010.

- 8.21 In addition to Public Safety Zones, Safeguarding Zones also place restrictions on development height. Whilst not currently shown on the Proposals Map, they are used as constraints when considering planning applications. Developed by Marshall, they represent areas of the city where the take-off and landing of aircraft could give rise to additional risk of aircraft accident over the built-up area. Anyone wishing to undertake within the zone should seek advice from Marshall and the Ministry of Defence, as appropriate
- 8.22 The policy option proposed represents a continuation of the current policy approach on Public Safety Zones, with the addition of the Safeguarding Zones in order to be transparent about the potential restrictions on development in some areas of the city.

Option 75 – Cambridge Airport Public Safety Zone and Safeguarding Zones

This option would allow for the development of a policy, which places restrictions on development within the Cambridge Airport Public Safety and Safeguarding Zones. This policy would restrict the type of development permitted within the area around the airport, and will require anyone looking to develop within the zone to:

- Consult with Marshall and the Ministry of Defence, as appropriate; and
- Consider the proposed building height of the new development in the context of the safety and safeguarding zones.

This would be similar to policy 8/13 in the 2006 Local Plan.

Despite Cambridge Airport not being a ‘major airport’, it is still considered good practice to have a Public Safety and Safeguarding Zones.

Questions

8.18 Is there a need for a policy addressing this issue?

8.19 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.20 Are there any other reasonable alternatives that should be considered at this stage?

Hard surfacing of front gardens

- 8.23 There is a concern that the hard surfacing of front gardens to provide car parking can be harmful to the appearance of streets and the character of Conservation Areas. In addition to impacts on visual amenity, the replacement of front gardens with hard surfacing can place extra pressure on surface water drainage, with the potential of increasing the risk of surface water flooding, and can have a negative impact on biodiversity and the wider ecological networks of the city.
- 8.24 In recognition of some of the concerns surrounding the paving of front gardens, notably the loss of domestic character and appearance and increase

in surface water flooding, specific rules now apply for householders wanting to pave over front gardens³. Planning permission is not required if a new or replacement driveway of any size uses permeable (or porous) surfacing, which allows water to drain through, such as gravel. If the surface to be covered is more than 5m², planning permission will be needed for laying traditional impermeable driveways that do not provide for water to run to a permeable area. However, this requirement can be difficult to enforce, and this does not take account of the wider impacts of paving over front gardens, including impacts on the character and appearance of Conservation Areas.

- 8.25 In response to this issue, a policy could be developed which in addition to reinforcing the requirement for the use of permeable paving/materials, also requires consideration to be given to the impact of proposals to pave over front gardens on the character and setting of the local area. Given that planning permission is not required where proposals involve the use of a permeable surface, such a policy could only apply to those proposals requiring planning permission:

Option 76 – Paving over front gardens

This option would allow for the development of a criteria based policy that would apply to proposals requiring planning permission. Criteria could include:

- The impact of the proposals on surface water run-off, particularly for those areas of the city with high levels of risk of surface water flooding. The preference would be for the use of porous surfacing on all applications;
- The impact of the proposals on the visual amenity of an area; and
- The impact of the proposals on biodiversity.

The advantage of such a policy is that it would ensure that proposals to pave over front gardens do not have a negative impact on visual amenity, the character and appearance of Conservation Areas, surface water flooding and biodiversity. However, such a policy would only apply to those cases where planning permission is required, and as such may only have a limited impact.

Questions

8.21 Is there a need for a policy addressing this issue?

8.22 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.23 Are there any other reasonable alternatives that should be considered at this stage?

³ The Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008

Protection of sites of national and local nature conservation importance

- 8.26 Protecting and promoting biodiversity forms a key part of sustainable development. It is now well documented that biodiversity and its constituent ecosystems are critically important to our wellbeing and economic prosperity⁴. It is essential that we strive to restore and secure the long-term sustainability of the ecological and physical processes that underpin the way ecosystems work, thereby enhancing the capacity of our natural environment to provide ecosystems services. Such services can include the provision of clean water, regulation of the urban heat island effect, and crop pollination, as well as providing habitats for wildlife.
- 8.27 Cambridge has a number of nature conservation sites that form an important element of the character and setting of the city. These sites are protected by both national and local designations. The first of these are Sites of Special Scientific Interest (SSSI), which represent key areas of national or international importance identified because of their special fauna, flora, geological or physiographical features. There are currently two sites in Cambridge covered by this statutory protection:
- East Pit at Cherry Hinton notified for plant species and exposed chalk habitat that has largely disappeared from the eastern counties of England; and
 - Traveller's Rest Pit in North West Cambridge, which is notified because of its geology.
- 8.28 Sites of local nature conservation importance represent areas of county and local interest of fauna, flora and their associated habitats. These non-statutory sites are vital to secure an ecological viable network. They are assessed according to the Criteria for Designation of County and City Wildlife Sites and include Protected Roadside Verges.⁵ Many of the larger County and City Wildlife Sites in the Council's ownership have been given the additional statutory designation of Local Nature Reserve. Further detail on these sites is provided within the Council's Nature Conservation Strategy.
- 8.29 The Cambridgeshire Green Infrastructure Strategy (2011), identified that the protection of existing biodiversity and potential for enhancement should be a priority. It identified a number of opportunities, including:
- The creation of 'bigger, better, and joined-up' networks of biodiversity that connect and enlarge habitats and provide landscape-scale conservation initiatives that create and support healthy ecosystems and have greater resilience against chance events and the impacts of climate change;
 - Protection and enhancement of existing habitats; and

⁴ UK National Ecosystems Assessment (2011) – see <http://uknea.unep-wcmc.org>

⁵ Cambridgeshire and Peterborough County Wildlife Sites Panel, Cambridgeshire and Peterborough County Wildlife Sites Selection Guidelines, Version 5, January 2009.

- Enhanced landscapes which provide benefits for public access, health, well-being, heritage and education.
- 8.30 Planning for new development can help to deliver some of these opportunities, through the protection of sites of nature conservation value and the provision of new multi-functional green infrastructure with biodiversity enhancement at its core. The importance of linking together of sites to make ecological corridors and a connected network was highlighted in the Lawton Report⁶, which recognised the role that planning authorities have to play in delivering the UK Biodiversity Action Plan. Such an approach is consistent with the aims for conserving and enhancing the natural environment set out in the NPPF.
- 8.31 The NPPF states that local planning authorities should set criteria based policies against which proposals for any development on or affecting protected wildlife or geodiversity sites or landscape areas will be judged. Distinctions should be made between the hierarchy of international, national and locally designated sites, so that protection is commensurate with their status and gives appropriate weight to their importance and the contribution that they make to wider ecological networks. As such, an option is put forward below in order to develop such a policy approach. Given the clear direction provided within the NPPF for the development of such a policy, no alternative policy approaches are put forward. However, there may be variations within the criteria identified that could be considered:

Option 77 – Protection of sites of nature conservation importance

This option would allow for the development of a criteria based policy against which all development proposals affecting sites of nature conservation importance (and geological importance) would be assessed. Such a policy approach would give consideration to the hierarchy of sites from national through to local. Criteria could include:

- For developments proposed within, or adjoining, or which will otherwise affect SSSIs, the proposal will be referred to Natural England. A comprehensive survey of the historic and existing scientific importance of the site, an Appropriate Assessment (Habitats Regulations Assessment)⁷ of the impact of the proposed development and details of measures to protect the species, habitats or features identified will be required as part of the planning application submission;
- The consideration of direct or indirect adverse impact on a Local Nature Reserve (LNR), a County Wildlife Site (CWS), a City Wildlife Site (CiWS) or Protected Roadside Verge (PRV); and
- The need to secure mitigation and/or compensatory measures to

⁶ Lawton, J (2010). Making Space for Nature: A review of England's Wildlife Sites and Ecological Networks.

⁷ The Conservation (Natural Habitats, & c) Regulations 1994, SI No 2716

minimise any identified direct or indirect harm and, where possible, enhancement of the nature conservation value of the site affected through habitat creation and management.

Such a policy could also be applied to those sites not currently designated that, following appropriate surveys, are identified as meeting the criteria for the designation of a County Wildlife Site or City Wildlife Site. Sites could be identified on the proposals map.

Such a policy approach would be in keeping with the requirements of the NPPF for local planning authorities to set criteria based policies against which proposals for any development on or affecting protected wildlife or geodiversity sites or landscape areas will be judged.

Questions

8.24 Is there a need for a policy addressing this issue?

8.25 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.26 Do you feel that one policy covering all sites of nature conservation importance would be appropriate?

8.27 Do you feel that we should develop separate policies for sites of national nature conservation importance and local nature conservation importance?

8.28 Are there any other reasonable alternatives that should be considered at this stage?

Protection of priority species and habitats

- 8.32 The NPPF sets out the role of the planning system in the preservation, restoration and re-creation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets. The Natural Environment and Rural Communities (NERC) Act, which came into force in 2006, requires the Secretary of State to publish a list of habitats and species which are of principal importance for the conservation of biodiversity in England. Known as the Section 41 list, this should be used to guide decision makers in implementing their duty under Section 40 of the NERC Act to have regard to the conservation of biodiversity in England when carrying out their normal functions. The majority of the priority species that occur, or have the potential to colonise, Cambridge have also been included in the Cambridgeshire Local Biodiversity Action Plan.
- 8.33 Only one option is presented below for policy development as we have a duty to conserve biodiversity when considering proposals for development under the NERC Act (2006). Such an approach is also consistent with the requirements of the NPPF. As such, it is considered that there are no reasonable alternatives to the policy option presented below:

Option 78 – Protection of priority species and habitats

This option would allow for the development of a policy that will not permit development if it will have a direct or indirect adverse impact on rare or vulnerable habitats and species identified in the Section 41 list or in the Cambridgeshire Local Biodiversity Action Plan.

Where development is permitted, proposals (informed by appropriate upfront surveys) should include measures to minimise harm, mitigate harmful impacts and ideally enhance the local status of the species or habitat.

Such a policy approach would be in keeping with our duty to conserve biodiversity as set out in Section 40 of the NERC Act (2006), and is also consistent with the NPPF. This will be similar to the existing policy 4/8 in the 2006 Local Plan.

Questions

8.29 Is there a need for a policy addressing this issue?

8.30 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.31 Are there any other reasonable alternatives that should be considered at this stage?

New development and biodiversity

- 8.34 The NPPF and the Council's Nature Conservation Strategy (2006) operate a no net loss of biodiversity principle, resulting from new development, whilst promoting opportunity for on and off-site enhancement. In addition to safeguarding those sites designated for their ecological richness, all sites should seek enhancement for appropriate species in order to maintain healthy ecosystems across the city. For example, the smallest of developments could incorporate features for nesting birds. For larger developments, consideration could extend to linking new development sites to neighbouring green infrastructure to help connect fragmented habitats.
- 8.35 A number of policy options are put forward below, which seek to promote the role of new development in enhancing the biodiversity of the city. These options range from having specific policies that could apply to either all development proposals regardless of their size, to a policy that would only apply to major developments. A further option could be to integrate the enhancement of biodiversity as part of new development proposals within the design of the public realm, landscape and other external spaces policy option presented in chapter 5 (Delivering High Quality Places):

Option 79 - Enhancement of biodiversity as part of all development proposals

One option could be to include a policy requiring all developments to assess the site's position in the ecological network and provide suitable protection and enhancement of important features of nature conservation. Simple guidance could be issued by the Council to enable developers to make informed decisions on a site-by-site basis. Such a policy, or its supporting text, could include examples of measures that could be implemented at different scales of development.

The advantage of such a policy approach is that it would recognise the opportunities that all scales of development present in terms of biodiversity enhancement.

There could be a concern that the assessment of a site's position in the ecological network would be too onerous a task for small householder developments, although the preparation of simple guidance would help to overcome this issue.

Option 80 - Enhancement of biodiversity as part of major developments

A second option could be to include a policy requiring all major new developments to assess a site's position in the ecological network and provide suitable protection and enhancement of important features of nature conservation. Simple guidance could be issued by the Council to enable developers to make informed decisions on a site-by-site basis.

For the purposes of this policy, major development is defined as residential development of 10 or more dwellings or a site area of 0.5 hectares or more, or other developments where the new gross floor area is 1,000 square metres or more.

Such a policy approach would ensure the protection and enhancement of biodiversity as part of major developments, and indeed such developments may be better placed to provide larger scale linking of ecological networks. However, it would miss opportunities to enhance biodiversity as part of smaller developments, which still form an important element in the overall ecological network of the city.

Option 81 – Include reference to the enhancement of biodiversity within option 64 (The design of the public realm, landscape and other external spaces)

A third option could be that rather than having a stand alone policy explicit reference to the need for developments to assess the site's position in the ecological network and provide suitable protection and enhancement of important features of nature conservation, importance could be incorporated into option 64 (the design of the public realm, landscape and other external spaces).

The advantage of such a policy approach is that the protection and enhancement of biodiversity would become part of an integrated approach

to creating successful places.

Questions

8.32 Is there a need for a policy addressing this issue?

8.33 Which option do you prefer?

8.34 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.35 Are there any other reasonable alternatives that should be considered at this stage?

Landscape scale enhancement of biodiversity

- 8.36 In order to minimise impacts on biodiversity and geodiversity, the NPPF sets out the need for local planning policies to plan for biodiversity at a landscape-scale across local authority boundaries and to identify and map components of the local ecological networks, including the hierarchy of international, national and locally designated sites of importance for biodiversity, wildlife corridors and stepping stones that connect them and areas identified by local partnerships for habitat restoration and creation. The term ‘landscape scale’ refers to a variety of different types of landscapes and ecosystems, free from administrative boundaries. Landscape scale biodiversity enhancement refers to large scale projects, the principle aim of which is to link together existing habitats by improving the ecological quality of the wider farmed and urban landscapes.
- 8.37 Cambridgeshire’s Green Infrastructure Strategy (2011-2020) recognises the considerable value of the network of green spaces through the city and the existing and potential links to the wider countryside. The delivery of the Council’s Nature Conservation Strategy and a number of landscape scale habitat restoration projects in the countryside surrounding the city are supported and promoted.
- 8.38 The option presented below looks to set out a policy approach to allow the city to plan positively for the enhancement and management of networks of biodiversity and green infrastructure across the boundaries of the city, working with partners in adjoining local authorities and other organisations. The option presented simply seeks to support in principle proposals where the enhancement of biodiversity is the primary objective through the decision making process. Since it is not a reasonable option not to do this no other option is suggested:

Option 82 – Support for strategic biodiversity enhancement proposals

This option would allow for the development of a policy that would support in principle all proposals where the primary objective is to conserve or enhance biodiversity, particularly proposals for landscape-scale enhancement.

Sites for landscape scale biodiversity enhancement could be identified on the Proposals Map. The 2011 Green Infrastructure Strategy could form the starting point for the identification of these projects.

Such a policy approach would be in keeping with the requirements of the NPPF to plan positively for biodiversity enhancement, but would not necessarily help with the implementation of projects.

Questions

8.36 Is there a need for a policy addressing this issue?

8.37 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.38 Are there any other reasonable alternatives that should be considered at this stage?

The protection of trees

- 8.39 Trees have a vital role to play in the sustainability of our towns and cities. They can improve people's quality of life by absorbing particulate pollution, help reduce noise by acting as a sound barrier, support emotional well-being, help to cool the urban environment, contribute to biodiversity and add economic value to areas. Trees form an integral part of the built and natural environment, making a valued contribution to the character of an area. Their longevity, often spanning many centuries, provides continuity and focus within local communities. Many trees, such as the large Horse Chestnut tree outside King's College Chapel, have an almost architectural role in the streetscape, complementing historic buildings and giving scale, texture and colour to landscapes and townscapes. The term 'urban forest' has been developed to collectively describe all the trees and woodland in an urban area, regardless of ownership¹⁵.
- 8.40 An overlooked and often undervalued element of the urban forest is the veteran tree population, which includes some of the most valuable trees in the landscape. Gnarled and aged in appearance, they provide a sense of history, as well as adding aesthetic appeal. They have significant value as a wildlife habitat for a wide range of fungal, plant and animal life, some of which can only be found in ancient trees. The 2004 Veteran Tree Survey, carried out by the Council, found that there are a few veteran trees on university or college land and those on public land are largely growing in Cherry Hinton and on common land, including Sheep's Green and Coe Fen. A significant number of veteran trees can also be found on private farmland and along the River Cam.
- 8.41 Recognising the value of trees, the Government established legal protection for trees under the Town and Country Planning Act 1947 in the form of TPOs. The TPO system allows local authorities to protect trees on the grounds of

¹⁵ National Urban Forestry Unit (2005). Trees for cities

their amenity value. Trees in Conservation Areas are also subject to protection due to their location. In total, Cambridge has in excess of 500 TPOs in force and there are thousands of trees in the eleven Conservation Areas across the city. These trees play an important role in the character and setting of the city, and it is important that they are protected. As part of new development proposals, the planting of new trees is also required to help enhance the canopy cover of the city.

- 8.42 Only one option has been put forward for policy development as trees form an integral part of the built and natural environment of Cambridge, making a valued contribution to the character and environmental quality of the city. As well as environmental benefits, they have wider social and economic benefits and as such it is felt that it is appropriate to have a policy to protect trees. While it is considered that there are no reasonable alternatives, there may be variations within the criteria identified that could be considered:

Option 83 – Trees

This option would allow for the development of a policy to protect existing trees affected by development proposals. Such a policy could include the following criteria:

- A presumption in favour of the retention and enhancement of hedges, trees, including veteran trees and other landscape features of amenity and biodiversity value;
- Protection of trees that have significant amenity value as perceived from the public realm; and
- Where felling is required/appropriate replacement planting will be required wherever possible.

The consideration, role and value of trees as part of new developments is considered as part of Options 64 and 66 of chapter 7 – Delivering High Quality Places. This policy would be similar to existing policy 4/4 of the 2006 Local Plan, but would be expanded to consider the wider role and value of trees in urban environments and the importance of veteran trees and the habitat value of trees.

The advantage of such a policy is that it recognises the role of trees in the setting and character of the city. The protection of trees will have wider economic and social benefits as well as environmental benefits.

Questions

8.39 Is there a need for a policy addressing this issue?

8.40 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.41 Are there any other reasonable alternatives that should be considered at this stage?

Pollution and protection of environmental quality

- 8.43 The planning and pollution control systems are separate but complementary. Pollution control legislation is concerned with preventing pollution through the use of measures to prohibit or limit pollution from different sources. The planning system's role in pollution control is to ensure that proposed development is suitable for a particular area of land bearing in mind existing or potential pollution of that land. It also has to consider whether a proposed development is likely to give rise to additional sources of pollution that would impact on the local environment, amenity and public health.
- 8.44 Pollution can arise from many sources and activities including traffic and transport, industrial processes, energy generation, agriculture, sporting facilities, licensed premises, commercial activity and waste storage/treatment. Land and groundwater can present potential sources of pollution if they have been contaminated by previous land uses. Polluting substances can enter and affect water, air or soil, while sources of pollution include odour, smoke, fumes, gases, steam, dust, vibration, light, heat, and electromagnetic radiation. Planning decisions can have a significant impact on the quality of air, water, land, noise, and therefore affect the environment. Some of the guiding principles when considering pollution control are that:
- New development must not, as far as practicable, cause pollution, for example, pollution of watercourses or an increase in air pollution;
 - Sensitive new development, for example new housing, must not be located near to pollution sources; and
 - Where pollution is a concern, mitigation measures must be used to limit any potential impacts on the environment, health and amenity.
- 8.45 The policy options set out below represent the most reasonable options for setting out the role of planning policy in pollution control. These options are considered to be in keeping with the requirements of the NPPF, which sets out the broad requirements for local planning authorities both in terms of developing pollution policies and in decision making.⁸ Development of planning policies to control and minimise pollution and the impact of pollution on new development is explicitly stated in a number of provisions of the Environmental Protection Act 1990 (as amended).

Option 84 – General pollution policy

This option would allow for the development of an overarching policy, dealing with all forms of pollution, which would sit within a development principles section of the plan. This policy would set out criteria which proposals that might cause pollution would need to meet for permission to be granted, including:

- That the amenity of existing and future users of the site, or nearby

⁸ National Planning Policy Framework, paragraphs 7, 17, 109, 110, 120, 121, 122, and 125

residents is not put at risk;

- That air quality standards or objectives would not be breached, particularly for developments within the Air Quality Management Area (AQMA);
- That the water environment would not be detrimentally affected;
- That it would not lead to unacceptable deterioration in the quality or potential yield of surface and ground water resources;
- That external lighting would be of a minimum level of illumination and duration required for security, safety, and operational purposes and that it would not adversely affect light sensitive uses;
- That the development would not have a significant effect on existing or future occupiers or nearby residents due to noise, vibration, dust or odour; and
- That the health and amenity of existing and future users of the site, or nearby residents is not put at risk by virtue of substances in, on or under the ground, nor that development be allowed where a cannot be made suitable for the proposed end use.

The advantage of such a policy is that it covers all aspects of pollution, and will help to meet the requirement to develop suitable planning policies as set out in the Environmental Protection Act. A disadvantage of relying on this policy alone is that contains very little detail about specific pollution control requirements, which was useful for both developers and planning officers.

Questions

8.42 Is there a need for a policy addressing this issue?

8.43 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.44 Are there any other reasonable alternatives that should be considered at this stage?

- 8.46 In addition to an overarching pollution development principle, detailed policies for significant pollution concerns could be developed. Examples for this policy option are provided below. The justification for such a policy approach is that the NPPF contains very little detailed information about the role of the planning system in dealing with pollution. Much of the former guidance contained within Planning Policy Statement 23 (planning and pollution control – PPS23) and PPG24 (Noise) has now been lost, leading to concerns of a policy vacuum related to issues of the role of planning in dealing with pollution. As such one option for the new local plan would be to develop a detailed policies dealing with contamination, air quality, noise and

light pollution, incorporating guidance previously contained in PPS23 and PPG24.

Air quality

- 8.47 The primary local impacts on air quality in Cambridge are from road transport and domestic, commercial and industrial heating sources such that an AQMA was designated in the central part of the city in August 2004. It will be important to ensure that new development proposals do not lead to a worsening of air quality, both in the AQMA and the city as a whole:

Option 85 –Air quality policy

This option would allow for the development of a detailed air quality policy that would set out the criteria with which development proposals within or adjacent to the AQMA would need to comply, in addition to a general development principle policy. Developments would only be permitted where it could be demonstrated that:

- They would have no adverse impact upon air quality in the AQMA; or
- Air quality levels within the AQMA would not have a significant effect on the proposed use/users.

Further criteria would be developed based on the Council's Air Quality in Cambridge Developers Guide (2008) and information contained within Annex 1, Appendix 1G of PPS23. These criteria could include a hierarchy of methods for addressing air quality issues.

Such a policy would also need to consider development proposals that have the potential to cause an AQMA to be declared and where the granting of planning permission would conflict with or render unworkable elements of an authority's air quality action plan. In some cases, developers will be required to submit an Air Quality Assessment as part of their planning application.

The advantage of such a policy approach is that it provides an additional level of detail that will prove useful in determining planning applications. In the absence of such detail, there is a concern that pollution issues could be overlooked, leading to expensive remediation measures being required at a later stage in the development process.

Questions:

8.45 Is there a need for a policy addressing this issue?

8.46 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.47 Are there any other reasonable alternatives that should be considered at this stage?

Noise

- 8.48 Noise can have a significant effect on the environment and on the quality of life enjoyed by individuals and communities. Planning can help to guide development to the most appropriate locations with noise sensitive developments (houses, hospitals, offices and schools) separated from major sources of noise, such as road and rail networks and certain types of industrial and commercial development. Noise can also be an issue from the construction of new developments, leading to impacts on existing residents of the city. The growth of Cambridge is also leading to some areas of new housing being located in closer proximity to major sources of noise:

Option 86 – Noise policy

This option would allow for the development of a detailed policy aimed at reducing and mitigating noise impacts that might arise from the construction of and use of new development. This would include managing noise sensitive development in already noisy locations. Such a policy could set out a range of criteria with which proposals would need to demonstrate compliance, including:

- That noise-generating developments should be appropriately located so as to minimise its impact on noise-sensitive land uses;
- That noise-sensitive developments should be located away from noise generating land uses and major sources of noise;
- The requirement to submit Noise Impact Assessments where necessary; and
- The application of suitable mitigation measures where required.

The advantage of such a policy approach is that it provides an additional level of detail. In the absence of such detail, there is a concern that pollution issues could be overlooked, leading to expensive remediation measures being required at a later stage in the development process.

Questions

8.48 Is there a need for a policy addressing this issue?

8.49 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.50 Are there any other reasonable alternatives that should be considered at this stage?

Contaminated land

- 8.49 Land contamination is a material consideration for the purposes of planning. It is important to ensure that proposed developments are situated on land that will be safe and suitable for the proposed use. There will be situations where remediation works will be required to make land safe prior to being

developed; for example if a site's previous use was a petrol station, there will be a need to ensure that no residual fuel in storage tanks or in the soil itself is left on-site as it may cause a health hazard for future users. In some instances, the level and type of contamination of land may make it unsuitable for certain types of development, for example recently closed landfill sites are considered to be unsuitable for residential development:

Option 87 – Contaminated land policy

This option would allow for the development of a detailed contaminated land policy that would set out the criteria with which development proposals would need to comply, including an assessment of risk. Such a policy would be based on the following principles:

- New development needs to be appropriate for its location, having regard to the effects of pollution on health, the natural environment or general amenity. It should also take account of the potential sensitivity of the area or proposed development to adverse effects from pollution; and
- The site is suitable for its new use taking account of ground conditions, pollution arising from previous uses and any proposals for land remediation.

The advantage of such a policy approach is that it provides an additional level of detail that will prove useful in determining planning applications. In the absence of such detail, there is a concern that pollution issues could be overlooked, leading to expensive remediation measures being required at a later stage in the development process.

Questions

8.51 Is there a need for a policy addressing this issue?

8.52 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.53 Are there any other reasonable alternatives that should be considered at this stage?

Light pollution

8.50 Light pollution is the emission of stray light or glare from lighting fixtures, which causes unnecessary illumination of the night sky, in other words light that shines where it is neither needed nor wanted. It can also cause 'light intrusion' into neighbouring properties, which can be a statutory nuisance under the Environmental Protection Act 1990. The cumulative effect of light pollution of light pollution from a number of sources is known as 'sky glow'.

8.51 Impacts from light pollution include:

- Disruption of natural habitats for a wide range of wildlife, from insects and migrating birds to larger mammals and amphibians. Light pollution can impact on their feeding, breeding and migration patterns;
- Wastage of energy which not only has cost implications, but also leads to the unnecessary emission of carbon dioxide, exacerbating climate change;
- Reductions in nearby residential amenity; and
- Reduction in the visibility of the night sky.

8.52 The NPPF states that by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation. While Cambridge is not an intrinsically dark landscape, minimising the impacts of light pollution on local amenity and nature conservation are important aspects. As such, a local policy could be developed in order to reduce light pollution:

Option 88 – Light pollution policy

This option would allow for the development of a detailed light pollution policy, setting out the requirements in relation to proposals involving new exterior lighting or changes to existing lighting. Criteria could include:

- Any lighting proposed is the minimum required giving consideration to public safety and crime prevention;
- Light spillage has been minimised;
- Impacts to amenity have been minimised; and
- Impacts to wildlife and wider landscape, particularly for proposals on the edge of the city, have been minimised.

Such a policy could also require the submission of the following information as part of planning applications:

- An Assessment of the Need for Lighting;
- A site survey; and
- The design of the proposed lighting, including information on lighting levels and modelled levels of light spillage.

Questions

8.54 Is there a need for a policy covering these issues?

8.55 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

8.56 Are there any other reasonable alternatives that should be considered at this stage?

Visual pollution

- 8.53 Visual pollution is the term given to unattractive and man-made visual elements of a vista. Visual pollution is an aesthetic issue, referring to the impacts of pollution that impair one's ability to enjoy a vista or view. Advertising signs, satellite dishes and street furniture are among the things that can contribute to visual pollution. Visual pollution can have negative consequences for tourism and quality of life. Minimising the impacts of visual pollution on the built environment and on local amenity is important. As such, a local policy could be developed in order to reduce visual pollution.
- 8.54 An option is put forward to reduce visual pollution. While it is considered that there are no reasonable alternatives, there may be variations within the criteria identified that could be considered:

Option 89 – Detailed visual pollution policy

This option would allow for the development of a detailed visual pollution policy that would set out the criteria with which development proposals would need to comply. Criteria could include:

- Any advertising signs or hoardings that may be required do not impact negatively on amenity or public safety, taking account of cumulative impacts;
- Every element of street furniture associated with a new development must have a clearly defined useful purpose to avoid unnecessary clutter; and
- Elements that contribute to visual pollution (advertising signs, satellite dishes, street furniture) are kept to a minimum where possible.

The advantage of such a policy approach is that it provides an additional level of detail that will prove useful in determining planning applications. In the absence of such detail, there is a concern that pollution issues could be overlooked, leading to expensive remediation measures being required at a later stage in the development process.

Questions

- 8.57 Is there a need for a policy covering these issues?
- 8.58 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 8.59 Are there any other reasonable alternatives that should be considered at this stage?



Chapter 9

Delivering High Quality Housing

CHAPTER 9 – DELIVERING HIGH QUALITY HOUSING

- 9.1 Housing in Cambridge has an important part to play in supporting both the local and national economy as well as being critical in promoting well being and achieving positive health outcomes. It is important to increase the supply of all types of housing, including Affordable Housing, and maintain a mix of different types of sizes, types and tenures of housing to meet a wide range of housing needs. The Strategic Housing Market Assessment (SHMA) for the Cambridge Sub-region draws on a number of data sources and has been developed with a range of partners. It assesses the housing needs of the Sub-region as well as each district, and helps to inform the scale and mix of housing and the range of tenures that are required to meet the need.
- 9.2 The Council has also prepared a Strategic Housing Land Availability Assessment (SHLAA). This assesses the amount of land that might be available for new housing in the city over the next 20 years. The SHLAA identifies sites that may have potential for new housing, estimates approximately how many homes could be built on these sites and suggests a time frame for when these sites could be come available. It is a technical document, which forms part of the evidence base supporting the review of the Local Plan and has been prepared in accordance with national and best practice guidance.
- 9.3 This chapter sets out the housing issues for Cambridge and a number of options for addressing those issues. It is consistent with the NPPF and the Council's Housing Strategy. A number of sources of evidence, including data collected through workshops held in early 2012, have fed into the development of options.

Key facts

- The average house price in Cambridge over the 18 months from September 2010 to February 2012 was £321,189¹, broken down as follows:
 - o Detached: £580,092
 - o Semi-detached: £339,204
 - o Terraced: £317,982
 - o Flat/maisonette: £211,726
- The annual net need for affordable housing from 2014/15 onwards is estimated at 592² new homes per year.
- The average household size was 2.23 in 2001 (Census 2001).
- The number of people on the housing register for social housing in April 2012 was 8,204.

¹Source: Hometrack

²Strategic Housing Market Assessment (SHMA): Chapter 27 – Cambridgeshire Horizons:
http://www.cambridgeshirehorizons.co.uk/our_challenge/housing/shma.aspx

- The number of applicants for intermediate housing across Cambridgeshire has increased and as of March 2012 there were 367 applicants living in Cambridge on the Homebuy Register for intermediate housing.
- From 2001 to 2011, 5,372 gross residential dwellings were built³, 40% of which were 2 bed units;
 - o 1 Bed: 1,768
 - o 2 Bed: 2,157
 - o 3 Bed: 824
 - o 4+ Bed: 553
 - o Unknown: 71
 - o **Total: 5,372**
- The average rent for a one bedroom home is around £750 per month, and for a 2 bedroom home it is around £890 per month (as at January 2010).
- Around 1,200 (12% of) private rented tenants are receiving Local Housing Allowance (LHA) (a form of housing benefit), but LHA is not sufficient to cover the rents on homes in any part of the city.

Objectives

- To facilitate the delivery of good quality, well designed, energy efficient housing to meet housing needs;
- To ensure new developments make efficient use of land and create and sustain an appropriate mix of uses, supporting local facilities and transport networks;
- To set appropriate standards for residential dwelling space in order to provide high quality homes that provide a good quality of life;
- To provide an environment that is conducive to a high quality of life for residents; and
- To make the best use of existing housing.

Housing affordability

- 9.4 Cambridge has a thriving, prosperous and dynamic economy, with successful universities and a vibrant historic core surrounded by attractive and accessible green spaces. Whilst these factors contribute to the overall quality of life of residents, demand for housing is high, with high rents and high house prices.

³Source: Cambridgeshire County Council – Strategic Planning Research and Monitoring Group:
<http://www.cambridgeshire.gov.uk/environment/planning/policies/monitoring/Housing+development.htm>

- 9.5 Data on average house prices and average wage levels suggest that during 2011 the ratio or multiplier of average house prices to average incomes in the city was over 9 to 1. The ratio of lower quartile house prices (i.e. the cheapest housing available) to lower quartile earnings, which is more appropriate for first time buyers, was around 12.1 in December 2011, up from 8.2 in 2009.
- 9.6 The average cost of a flat/maisonette in the city is £211,726, with the average cost of a terraced house standing at £317,982. Private rent levels are also high, with the average private rent for a one bedroom home at around £750 per month for a one-bedroom home and £890 per month for a two-bedroom home.
- 9.7 This highlights the continuing issue of housing affordability in Cambridge, both for first time buyers and for those wanting to move for other reasons, e.g. to buy a larger home or re-locate from less expensive areas.

Affordable Housing

- 9.8 Affordable Housing is housing provided for people whose income levels mean they cannot access suitable market properties to rent or buy locally to meet their housing needs. It includes: Social Rented; Affordable Rent; and a range of intermediate housing tenures (including Shared Ownership, Equity Share, and Intermediate Rent). Government guidance states that Affordable Housing should:
- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; and
 - Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative Affordable Housing provision.
- 9.9 The availability of Affordable Housing in Cambridge to meet housing need is a key issue. It is also vital in supporting economic growth, and promoting and improving the health and well-being of Cambridge residents. The Council's Housing Strategy 2009-12 identifies the need to maximise the delivery of new Affordable Housing in a range of sizes, types and tenures to meet a range of housing needs, as part of delivering balanced, mixed and inclusive communities. The Housing Strategy is currently being reviewed and will inform the development of and sit alongside the Local Plan.
- 9.10 The Strategic Housing Market Assessment sets out the annual need for 2, 140 new Affordable Homes between 2009/10 and 2013/14 to deal with existing and newly arising housing need and then 592 per annum thereafter up to 2027/28. The Affordable Housing need in Cambridge is therefore much greater than the level of housing that can ever be fully met
- 9.11 Affordable Housing in Cambridge is provided by the City Council and a number of Private Registered Providers (Housing Associations). Over the last 15 to 20 years new Affordable Housing has been provided mainly by Housing

Associations (Private Registered Providers), but the Council has now agreed a programme to deliver its own Affordable Housing. Government grant has been secured for the Council to build 146 new Affordable Homes in a mix of Affordable Housing tenures over the next three years, and the Council has the potential to provide approximately 500 more new Affordable Homes in following years. This will include the replacement of old, unpopular and difficult to manage housing stock with more modern accommodation, as well as providing additional new homes.

- 9.12 In the provision of new Affordable Housing, the Council currently requires 40% to be provided as part of new residential developments which are either on sites of over 0.5 hectares or can deliver 15 or more dwellings. Whilst this approach has contributed to providing more Affordable Housing in Cambridge, and has been tested at appeal, the evidence suggests that there is still a need to provide more than this approach has achieved to date.
- 9.13 The NPPF states that where there is an identified Affordable Housing need, councils should set policies for meeting this on-site unless off-site provision or a financial contribution can be justified. On this basis, a number of reasonable options have been put forward for consideration. These options include: continuation of the current approach; increasing the proportion of Affordable Housing required on relevant sites; or possibly lowering the threshold for provision.
- 9.14 The proportion of Affordable Housing required can only be increased if evidence suggests that it is viable to do so and it would not result in less housing being delivered on the ground. A lower threshold could potentially increase the overall supply of Affordable Housing, but again this approach would be subject to viability.
- 9.15 Evidence from the draft Infrastructure Study 2012 suggests that 40% Affordable Housing is viable in Cambridge. However, further detailed viability work is required before a future approach is agreed and at this stage, lowering the proportion of Affordable Housing sought should not be ruled out. On the one hand, a lower proportion of Affordable Housing may allow other sites that were not previously considered by developers to be viable to be brought forward. However, on the basis of evidence of housing need in the city, this approach would not be considered acceptable on the basis that it would not provide additional Affordable Housing to help meet the overall need. The agreed policy could be a combination of the two.
- 9.16 In all policy options being considered, the layout of developments should integrate Affordable Housing with the open market housing in ways that minimise social exclusion. The approach normally followed in Cambridge is the clustering of Affordable Housing. Clustering is the development of Affordable Housing in multiple groups normally of between 6 and 25 dwellings depending upon the size and design of the development in question, as well as the nature of the Affordable Housing. In flatted schemes not more than 12 affordable dwellings should normally have access from a common stairwell or lift. In all cases, Affordable Housing should be provided

in prominent parts of a site to aid integration. The clustering of Affordable Housing would, therefore, be enshrined in whichever of the policy options below is taken forward in the new Local Plan.

Option 90 – 40% or more Affordable Housing

One option could be to develop a policy (similar to policy 5/5 in the current Local Plan), which requires 40% or more Affordable Housing to be provided as part of new development.

This approach would ensure that a meaningful contribution of Affordable Housing would be provided as part of new developments coming forward, and in turn contribute to the overall need in the city. Developers and landowners know what is expected as it does not represent a step change in provision. This approach also allows for changes in market conditions to be taken into account over time. However, given the overall need, it may not go far enough.

Option 91 – Proportion of Affordable Housing - 50% or more

A second option could be to develop a policy which requires 50% or more Affordable Housing to be provided as part of new developments.

This approach would ensure that more Affordable Housing was provided as part of new developments coming forward and in turn contribute to the overall need in the city. This approach also allows for changes in market conditions to be taken into account over time. However, fewer sites may get released for development due to viability and impact on land values.

Option 92 – Proportion of Affordable Housing - 30% or more

A third option could be to develop a policy (similar to the policy requirement in the previous 1996 Local Plan), which requires 30% or more Affordable Housing to be provided as part of new developments.

Whilst this approach may encourage some developers and landowners to bring forward sites that were not considered previously to be viable, it would not go far enough in terms of contributing to the overall Affordable Housing need in the city and could not be justified given need. This approach also allows for changes in market conditions to be taken into account over time.

Option 93 – Lower qualifying threshold for Affordable Housing provision

A fourth option could be to lower the qualifying threshold as part of a policy on Affordable Housing and require Affordable Housing provision on sites of less than 0.5 hectares or which would have less than 15 dwellings.

This approach would ensure that more Affordable Housing would be provided as part of new developments coming forward and in turn contribute to the overall need in the city. However, fewer sites may be released for development due to viability and impact on land values.

Option 94 – Maintain current threshold for Affordable Housing provision

A fifth option could be to develop a policy which requires Affordable Housing to be provided on sites of 0.5 hectares or more or which have 15 or more dwellings.

This is similar to policy 5/5 in the current Local Plan and this approach would ensure that a reasonable amount of Affordable Housing would be provided as part of new developments coming forward and in turn contribute to the overall need in the city. Developers and landowners know what is expected as it does not represent a step change in provision. However, given the need, it may not go far enough.

Questions

- 9.1 Is there a need for a policy addressing this issue?
- 9.2 Which option or mix of options do you prefer?
- 9.3 Should there be any other variants to this, for example, where schemes have less than 15 dwellings, the proportion of Affordable Housing sought might be less than 40%?
- 9.4 Do you agree with the approach to clustering Affordable Housing, or do you feel an alternative approach would be more suitable?
- 9.5 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

- 9.17 Given the limited land availability in Cambridge and the need to provide more Affordable Housing to meet a range of needs, it is important that the Council considers all reasonable alternatives at this stage in the review process. This includes consideration of whether it is appropriate for student accommodation to make a financial contribution towards affordable housing provision. The Council is committed to supporting the University of Cambridge, the Colleges and Anglia Ruskin University and acknowledges the important role that they play locally, nationally and internationally. The importance of and need for student accommodation is also recognised and supported, and the Council would not want to put future provision at risk. The current Local Plan does not include a policy of this nature, but in order to increase the provision of student accommodation for Anglia Ruskin

University, it does identify specific sites where student accommodation could be provided in lieu of affordable housing.

- 9.18 It is important to note that student housing is not currently counted as a form of Affordable Housing provision. This is on the basis that it is not permanent housing, being provided only because an individual has chosen to study at a specific educational institution. It is recognised that this provision will however reduce pressure on the remainder of the city's housing stock.
- 9.19 Given the need for more Affordable Housing such an approach should not be ruled out prior to consultation. It is important to note that the viability of any such approach would need to be thoroughly tested before taking it any further. Detailed discussions with the University of Cambridge, Colleges and Anglia Ruskin University would also need to be undertaken.
- 9.20 On this basis, two options have been put forward for consideration:

Option 95 – Affordable Housing contribution for new student accommodation

One option could be to develop a policy which requires new student accommodation to contribute towards the provision of Affordable Housing. This could be through a financial contribution towards the provision of Affordable Housing off-site.

This approach would contribute to the overall need in the city. However, this could have an impact on the viability of proposals for student accommodation and in turn lead to fewer proposals for student accommodation.

Option 96 – No Affordable Housing contribution from new Student Accommodation

A second option could be to continue with the current approach and not require new student accommodation to contribute to Affordable Housing provision.

Whilst this approach does not contribute to Affordable Housing provision and the overall need in the city, it would continue to ensure the provision of student accommodation. It would also recognise that provision of new student accommodation can relieve pressure on the city's housing market, particularly in those areas of the city where there is a prevalence of houses shared by groups of young people.

Questions

- 9.6 Is there a need for a policy addressing this issue?
- 9.7 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 9.8 Which option(s) do you prefer?
- 9.9 Are there any other reasonable alternatives that should be considered at this stage?

Tenure mix

- 9.21 In accordance with the NPPF, the Council encourages a mix of tenures to be provided as part of new development. With high levels of need for rented housing identified through the housing register, the Council currently resolves to achieve that 75% of the Affordable Housing on qualifying sites should be Social Rented Housing and 25% Intermediate Housing. The national definition of Affordable Housing was revised in June 2011 and a new tenure type was added, Affordable Rent. Affordable Rents are not subject to the same prescriptive rent control as Social Rented Housing and Affordable Rents can be set by the Registered Provider at up to 80% of local market rents. Under current guidance, with very few exceptions, all new government grant for rented Affordable Housing allocated by the Homes and Communities Agency (HCA) from April 2011 to March 2015 will require housing to be let at Affordable Rents rather than Social Rents. Also the guidance is that HCA grant will not be available for new Affordable Housing delivered under S106 planning agreements.
- 9.22 Research undertaken by the University of Cambridge's Department of Land Economy on behalf of the City Council in March 2011 has shown that at 80% of local market rent, Affordable Rents would not be "affordable" to the majority of households who cannot afford lower quartile market housing. Therefore the Council has negotiated with the HCA to limit Affordable Rents to approximately 65% of local market rent. Coupled with fundamental reforms to the welfare system it is too early to assess the impact of the introduction of new Affordable Rents on the ability of tenants on low incomes to access different sizes, types and tenures of housing.
- 9.23 In order to make the Council's position on tenure clear, the Local Plan could include a policy setting out the tenure requirements but this would be difficult to assess with any degree of accuracy, and would potentially become out of date as local circumstances change. Whilst this approach would have some merits, the Council's position can be made clear in the Housing Strategy and Affordable Housing SPD. This approach provides flexibility for the Council to adapt to changes in housing requirements. Both of the following options are considered to be the only realistic ways of dealing with this issue.

Option 97 – Specified tenure mix

One option could be to develop a policy that specifies the tenure mix to be

achieved in any development. For example, 75% Social Rented and/or Affordable Rented and 25% intermediate.

Option 98 – Tenure mix specified through the SHMA and Affordable Housing SPD

A second option would be to continue with the current approach and not specify the tenure mix in the Local Plan. Advice on this would continue to be provided through the SHMA and Affordable Housing SPD and these would be reviewed regularly.

This would continue to encourage mixed communities and social cohesion and would give the Council flexibility to adapt to any changes in housing requirements.

Questions

9.10 Is there a need for a policy addressing this issue?

9.11 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

9.12 Which option do you prefer?

9.13 Are there any other reasonable alternatives that should be considered?

Employment related housing

- 9.24 The pressures on the housing market in Cambridge can often lead to employers facing staff recruitment and retention difficulties and lead to unsustainable travel patterns. The need to seek Affordable Housing as a result of employment development has previously been discussed in both the Council's Affordable Housing SPD and in policy 5/6 of the 2006 Local Plan and it was identified at the examination into the East of England Plan that there was an absence of convincing evidence that there were locally specific circumstances to require the delivery of Affordable Housing as a result of employment development. As a result of this, policy 5/6 was deleted from the Local Plan under the Secretary of State's direction in July 2009. This took place as part of the saving direction required for Local Plans following the introduction of the Planning and Compulsory Purchase Act 2004.
- 9.25 Due to the high level of housing need in Cambridge and the need to support the economy and ensure vital services can be provided, it is important to explore the possibility of specific institutions and employers providing housing specifically for their staff.
- 9.26 Around 40% of workers are employed in the public sector and higher education in Cambridge, including working for the universities, the NHS and the Police and fire services. The Council is aware that higher education sector has faced challenges for staff recruitment and retentions. The University of Cambridge has begun to address this issue through the

provision of 50% of housing at North West Cambridge for University and College staff.

- 9.27 The Council also understands that the Colleges and Anglia Ruskin University continue to face problems with recruitment and retention, with many workers living outside of Cambridge.

Option 99 – Employment related housing

This option considers the development of a specific policy which encourages the provision of key worker housing for specific institutions in Cambridge.

A key issue to be considered by such a policy would be which institutions/employers should the policy be applied to and how should they be arrived at. A list of eligible key workers at institutions/employers could be determined through consultation on the plan, or a set of criteria can be developed to be applied on a case by case basis through planning applications. Whether an institution/employer met the policy could be determined by the benefit they provide to the high tech Cambridge economy and/or whether they provide a key service to the local population.

Any provision would need to demonstrate that there exists a proven need that has not been met through the housing market and that this market failure jeopardises the running of their business or the provision of their service.

Residential development under this policy would be for schemes comprising 100% housing for eligible institutions/employers, this would be secured through a S106 agreement.

Questions

9.14 Is there a need for a policy addressing this issue?

9.15 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option?)

9.16 Are there any other reasonable alternatives that should be considered at this stage?

Housing mix – Size and type

- 9.28 In accordance with the NPPF, it is important that new housing developments provide a good mix of size and type of dwellings in order to meet a range of needs. This also helps to create mixed, balanced and inclusive communities, which can remain sustainable in the long-term. For the purposes of this section house size relates to the number of bedrooms and house type refers whether it is a house; flat/apartment; bungalow or maisonette.
- 9.29 Two reasonable options have been put forward for consideration. One of these is based on the current approach of having a general policy relating to housing mix and the other would be more specific. Both options are considered to be the only reasonable options and will ensure that a mix of

dwelling sizes and types will be provided, adding to the overall choice available and to meet a range of needs.

Option 100 – Housing mix – General policy

One option could be to develop a general policy setting out that a mix of dwelling sizes and types will be required on sites providing new housing. Advice would continue to be provided through the SHMA and an updated Affordable Housing SPD.

This approach would be similar to policy 5/10 in the current Local Plan and would continue to encourage mixed and balanced communities with social cohesion. It would also allow the character of the area, site characteristics, and the market and housing need to determine the appropriate mix on each site and adapt to any changes in housing requirements identified through the SHMA. Good design is also central to this approach.

Option 101 – Housing mix – Specific levels policy

A second option could be to develop a policy which specifies the mix of housing sizes and types to be achieved on sites providing new housing. For example, Annex 2 to the Affordable Housing SPD currently specifies that for affordable housing, the following size mix should be followed and, where appropriate, should help guide the provision of market housing:

- 50% 1 and 2 bedroom dwellings, but with no more than 10% 1 bedroom Dwellings; and
- 50% 3 bedroom or larger dwellings, but with no less than 20% 3 bedroom dwellings.

This approach would continue to encourage mixed communities and social cohesion, and meet a range of housing needs, although may not provide as much flexibility as option 100 and allow the Council to easily adapt to any changes in housing requirements identified through the SHMA.

Questions

9.17 Is there a need for a policy addressing this issue?

9.18 Which option do you prefer?

9.19 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

9.20 Are there any other reasonable alternatives that should be considered?

Housing density

- 9.30 The density of residential development describes the number of houses or flats that are developed on a site. Density can be measured a number of ways, but is typically calculated by the number of dwellings per hectare (dph).

- 9.31 By increasing density, land can be used more efficiently and can play an important role in delivering much needed housing and employment and support local facilities and services as well as public transport.
- 9.32 Higher density creates challenges in delivering high quality development and in successfully accommodating functional aspects of a scheme such as bins, bicycles, cars and private and public open space. The juxtaposition of high density developments next to low density ones has the potential to adversely affect the character of lower density areas. As a consequence, high density development may not be appropriate in some contexts. High density may also have an impact on providing sustainable surface water management on the basis that higher density sites can often require more complex and costly solutions.
- 9.33 Very high-density schemes can result in a predominance of flats rather than larger family homes and affect the delivery of mixed and balanced communities and affordable family homes.
- 9.34 Cambridge is a compact city and the efficient use of land has been actively promoted for many years. Appendix C shows the densities of ten established housing areas across the city and demonstrates how they vary significantly⁴. Residential densities are around 63 dph in the Victorian 'Parkside' area of the City Centre that encompasses Portugal Street and St John's Road (Area 4 - Market Ward). Other Victorian developments just outside the City Centre have net densities of 60 dph in Petersfield (Area 6) centred on Sturton Street to 50 dph in Newnham around Grantchester Street (Area 5). Lower density suburban developments on the outer areas of the city were typically associated with suburban interwar and 1950s and 1960s developments. Densities in these areas range from 14 dph in a post war development towards the south of the city encompassing Beaumont Road and Netherhall Way (Area 10 - Queen Edith's Ward) to 26 dph around Langham Road (Area 8 - Coleridge Ward) in south east Cambridge.
- 9.35 The Southern Fringe area of major change, identified in the Cambridge Local Plan (2006), has been planned to have an average density of around 50 dph across a number of developments. The Clay Farm development has an overall average density of 50 dph with density ranges of 30 to 110 dph across different parcels. Higher densities have presented design challenges in respect to the storage of cars, bins and bicycles on the Trumpington Meadows development, due to the need for significant areas of rear courtyard parking. New developments here and at Clay and Glebe Farm have, however, responded positively to these design challenges.
- 9.36 The current Local Plan does not set out a minimum density for housing. However, reference is made to the benefits of building densities of a

⁴ Density measurements based on research undertaken by Cambridge City Council in March 2012. Studies included the 10 areas selected to provide a variety of ages, geographical locations and densities.

minimum of 30 dph in the supporting text to Policy 3/1 which relate to sustainable development.

- 9.37 Previous national guidance encouraged higher density development as a means of maximising land efficiency and supporting local facilities and public transport. The NPPF does not set minimum density requirements, but instead requires councils to set out their own approach to housing density to reflect local circumstances. Given this, a number of reasonable options have been put forward for consideration and comment.

Option 102 – No specific density policy or requirements – design led approach

One option is to assess new development on a case-by-case basis against local character, and other design and sustainability policies. Such an approach may encourage the sustainable use of land along with the ability to take local context into account.

The advantage of this option is that a site is assessed entirely on its own merits in respect of a suitable density target. This would allow for a range of development proposals to come forward to suit the market demands of the day for a given site specifically and for the city more generally. It would also potentially allow for taller buildings across all parts of the city, assuming it follows that a higher level of density results in higher building heights to accommodate that many more units.

The main disadvantage of this option is that developers may try to be overly ambitious with achieving the highest possible number of units on any site, regardless of its location or surrounding context. This could lead to considerable uncertainty over the likely value and development potential of a given site in the market as well as protracted negotiations about the appropriate development (and so too the yield of number of units) on sites.

Option 103 – Establish minimum threshold densities in the City Centre

A second option could be to develop a specific policy setting a minimum average density threshold (for example 60 dph) within the City Centre boundary.

The policy would help to encourage higher density in a sustainable location, which can support higher densities as a result of the presence of existing services and public transport links.

In other areas, proposals would be judged on a case-by-case basis, measured against design and contextual criteria established under other design and sustainability policies within the Local Plan. This option could also be used in combination with Option 104.

A disadvantage of a minimum density in the city centre is developers might take a minimum threshold as a 'prompt' of sorts to maximize development opportunities on development sites in all cases, which in turn could ultimately be to the detriment of the special historic character of the City

Centre.

Option 104 – Establish a minimum threshold of average net density within 400 metres of district and local centres on high quality public transport routes and transport interchanges

A third option could be to develop a specific policy which sets a minimum threshold of average densities (for example 50 dph) in the following areas:

- Within 400 metres walking catchment of district and local centres on high quality public transport routes; and
- Within 400 metres walking catchment of transport interchanges on high quality public transport routes.

50 dph has been used as an average density across the Southern Fringe sites and broadly equates to the density of a number of Victorian/Edwardian inner suburbs of Cambridge. This option builds upon the concept of ‘walkable neighbourhoods’ typically based on 400 metres (five minute walking time) catchments.⁵

This option would promote efficient land use and is likely to support existing local facilities and the use of public transport by creating a density profile, which increases around local centres. However, it would not leave opportunities for context driven design and could result in character changes to existing areas that are typically low density.

In other areas, proposals would be judged on a case by case basis, measured against design and contextual criteria established under other design and sustainability policies within the Local Plan. Alternatively this option could also be used in combination with Option 103.

Option 105 – Minimum density of 30 dph for all new development sites

A fourth option could be to develop a policy that would set a minimum density of 30 dph for all new development sites across the city.

This option would ensure that low-density developments are prevented ensuring the efficient use of land whilst leaving scope for higher density in appropriate locations. However, the option does not take a specific context or design driven approach nor does it actively push higher densities in sustainable locations such as the City Centre or around district and local centres or on key public transport routes. It also doesn’t allow for one-off low density development if required in exceptional circumstances.

⁵Urban Design Compendium (2000) Paragraph 3.1.2 describes the principles of ‘The Walkable Neighbourhood’ describing what facilities should be within a five and ten minute walk of home.

Questions

9.21 Is there a need for a policy addressing this issue?

9.22 Which option or combination of options do you prefer?

9.23 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

Residential space standards

- 9.38 The provision of sufficient space within new homes is an important element of good residential design and new dwellings should provide sufficient space for basic daily activities and needs. If homes are to have a long and sustainable life, they must offer functional and adaptable spaces that meet the needs of families, children, older people and disabled residents.
- 9.39 Furthermore, the pressure for housing along with other competing uses, increasing density and the built up nature of the city means that internal and external space is an important factor that needs to be considered through the Local Plan review process. In previous years, there have been an increasing number of applications for studio, one and two bedroom developments. 73.04% of all new homes completed between 2001-2011 in Cambridge were one and two bedroom properties, of which 32.91% (1,768) one-bedroom, and 40.12% (2,156) were two-bedroom dwellings.⁶ Whilst these smaller units contribute to the mix and range of housing in Cambridge, they should not be developed at the expense of adequate internal space and provision of outdoor amenity space.
- 9.40 Historically, there has been very limited national guidance on the issues connected with space standards within and around the home. However, Planning Policy Statements (PPSs) did provide support for the development of residential space and layout standards although none are explicit about what such guidance should contain. The NPPF states that Local Planning Authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community, such as families with children, the elderly and people with disabilities.
- 9.41 A number of other Local Authorities have started to set out their own space standards; The Draft London Housing Design Guide, and the Ashford Borough Council Residential Space and Layout SPD include standards which are based on existing Lifetime Homes standards and basic furniture and activity spaces derived from HCA's Housing Quality Indicators. Most of the Local Authorities which are already using space standards are those located in the London Boroughs, these are again derived from existing HCA standards, but one notable exception is the Mid-Sussex District Council which has produced standards based on those originally adopted by English Partnerships.

⁶ Cambridgeshire County Council Research 'Housing Development in Cambridgeshire 2001-2011' August 2011 [<http://www.cambridgeshire.gov.uk/NR/rdonlyres/892D5EAA-5258-42C5-A116-EC2EE7285BBA/0/ReportHousingDevelopmentInCambridgeshire2011.pdf>]

- 9.42 The HCA National Affordable Housing Programme continues to operate according to the space standards contained within the Housing Quality Indicators⁷ (HQI) Form, which were inherited from the Housing Corporation⁸ Design and Quality Standards. The current Local Plan does not include a policy setting out specific internal and external space requirements. However, the Council's current Affordable Housing SPD specifies that Affordable Housing "should meet Housing Corporation Design and Quality Standards or any future replacement."⁹
- 9.43 The Housing Health and Safety Rating System (HHSRS) was introduced in April 2006. The system is an approach to the evaluation of the potential risks to health & safety from any deficiencies identified in dwellings. The underlying principle is that any residential premises should provide a safe and healthy environment for any potential occupier or visitor. A dwelling should be designed and constructed to ensure that it is free from hazards. The HHSRS concentrates on threats to health and safety. It is generally not concerned with matters of quality, comfort and convenience.
- 9.44 Practical guidance explains and provides a scoring matrix of 29 possible hazards that may be, or have the potential to be, present in any property. This allows an element of flexibility of approach and solution to housing problems. When assessing a hazard under the HHSRS, regard must be given to the Operating Guidance issued under Section 9 of the Housing Act 2004. Once the assessment is carried out, the hazard will be assigned a Band from A to J.
- 9.45 Identified hazards are deemed to be either Category 1 (more severe in band A, B or C), or Category 2 (less severe in bands D to J). The local authority has a duty to take action when Category 1 hazards are established and a power (not a duty) to take action on Category 2 hazards, at their discretion.
- 9.46 Using the HHSRS to assist in planning and design would minimise hazards at the building stage and at occupation. For example, an appropriate mix of insulation, heating and ventilation would minimise the opportunities for condensation related black mould growth. The prevention of this type of hazard may help prevent ill health, for example rhinitis or asthma, depending on the individual.
- 9.47 Other common hazards that can be designed out include:
- Ensuring that there is adequate natural light and ventilation to all habitable rooms;
 - Provision of adequate internal and external space including bedroom sizes and kitchens that have adequate circulation space for the anticipated use and that there is sufficient recreational space¹; and

⁷The National Affordable Homes Agency, 721 Housing Quality Indicators (HQI) Form, Version 4 (for NAHP 08-11) published May 2007 and updated April 2008.

⁸Design and Quality Standards – April 2007 – Housing Corporation.

⁹Cambridge City Council Affordable Housing Supplementary Planning Document, January 2008, Paragraph 26, Page 10-11.

- Minimising noise disturbance by ensuring that bedrooms are located on the aspect furthest from a known regular noise generating sources including busy roads and railway lines. This may be less costly than installing additional sound insulation.
- 9.48 Any assessment taken under the HHSRS is solely about the risks to health and safety. The feasibility, cost or extent of any remedial action is irrelevant to the assessment.
- 9.49 One of the Council's Housing Strategy objectives is based on making best use of existing homes. Older people and other households wishing to down-size, thus freeing-up family-sized housing, can often be discouraged from doing so if they don't consider the new home to be of a reasonable size.
- 9.50 The introduction of new policy for space standards will help align private market housing with that of Affordable Housing in Cambridge, and help to make better use of existing homes. However, it is acknowledged that such a requirement may impact upon the viability of developments, and developers and landowners may have concerns.
- 9.51 Given the above, a number of reasonable options have been put forward for policy development on the basis that they outline the most appropriate way to address this issue. These options are based on national guidance and research undertaken looking at policies set by other local planning authorities. Comments on each option are sought along with any points on detail.

Option 106 – Minimum standards based on the level of occupancy (bedspaces)

One option could be to develop a policy, which sets out requirements for minimum standards for all new residential developments and conversions of existing dwellings to residential use.

Minimum space standards would dictate the gross internal area of the dwelling, area and dimensions of living spaces (including cooking/eating/living spaces) the area within bedroom spaces, the number of bathrooms, internal and external storage requirements (including garage parking dimensions), private amenity spaces and refuse storage space.

Space standards would be based on the level of occupancy (bedspaces) and dwelling types rather than solely on the number of bedrooms within the dwelling. As such applicants would be required to declare the designated occupancy of the dwellings in the planning application.

Minimum standards could be calculated by using Lifetime Homes and basic furniture and activity spaces derived from HCA's Housing Quality Indicators.

Bedrooms should comply with the 1985 Housing Act¹⁰ requirements for overcrowding and have a minimum internal floor area of 6.5m² for a one

¹⁰ Housing Act 1985 Part X Overcrowding – 326 The Space Standards, Table II. (Standards have been converted from square feet to square metres). <http://www.legislation.gov.uk/ukpga/1985/68/section/326>

person bedroom and 10.22m² for a two person bedroom. In addition to Part X of the Housing Act 1985 which is a useful rule of thumb, councils must also use the HHSRS hazard of Crowding and Space when assessing overcrowded housing conditions as Part X set a low and prescriptive standard which includes living and dining rooms as often being suitable as sleeping rooms. HHSRS allows the use of modern day standards. The GLA 'London Housing Design Guide' July 2009 (see appendix D) uses similar minimum space standard for bedrooms.

This option would assist in delivering good quality, well designed homes that are sensibly planned and functional; designed to meet the demands of everyday life, and provide enough space to enable residents to live comfortably and conveniently.

However, it may result in some constrained sites being undevelopable due to viability. It would be necessary for all planning applications to demonstrate how they meet these space standards. In addition, developers would need to provide information on the intended number of bedspaces the dwelling will accommodate, as minimum required floor spaces and amenity areas depend on this information.

Option 107 – Minimum space standards based on a range of dwelling types.

A second option could be to develop a new policy outlining the minimum internal floor space and storage space (in terms of gross floor area) for a range of dwelling types. This approach would not refer to the level of occupancy – i.e. not the number of bed spaces. This option would be developed for all residential developments and conversions of existing dwellings to residential use.

The policy would include a list of bedroom/dwelling types and their corresponding minimum internal floor area. Figures would refer to the area contained within the building measured to the internal face of the external walls, including space taken by stairs, partitions, chimney breasts, flues and all circulation spaces etc, but would exclude external storage areas, porches and lobbies open to the air. Space standards for internal storage would also be included but would exclude car parking and external storage areas (e.g. for cycle parking and refuse storage).

This approach could use the Space Standards developed by English Partnerships (now part of the HCA) Quality Standards (Nov 2007, page 16).

Guidance relating to storage space requirements would use the English Partnerships recommendation for 5% of the gross internal floor area (GIFA) to be provided in or adjacent to the home.

Guidance relating to garage dimensions, cycle storage and refuse storage would be covered within existing Policy contained in the *Cycle Parking Guide for New Residential Developments* (Feb 2010) and the *RECAP (Recycling for*

Cambridgeshire and Peterborough) Design Guide (Feb 2012).

Floor areas would need to be measured in line with the Royal Institute of Chartered Surveyors for GIFA and defined as the floor areas contained within the building measured to the internal face of the external walls.

This option would assist in delivering good quality, well-designed homes that are sensibly planned and functional; designed to meet the demands of everyday life, and provide enough floorspace to enable residents to live comfortably and conveniently. Having minimum dimensions for a range of dwelling sizes avoids the need to show room dimensions in a floor plan or provide details of the intended occupancy level. As such it would be simpler for officers to calculate and determine which dwellings have insufficient floor space/storage space.

The imposition of standards may result in some constrained sites being undevelopable. The assessment of gross floor space within the home does not give a true indication of the usability of the space. The policy would not provide specific space standards and dimensions for individual rooms and there could be uncertainty as to whether room dimensions will be sufficient to be able to accommodate essential furniture items.

Option 108 – Minimum space standards for private outdoor amenity space only

A third option would be to develop a policy setting out minimum space standards for private outdoor amenity space only. This would be based on the number of bed spaces within the dwelling and would exclude parking areas and turning spaces.

Standards would include a minimum area for the amenity space (such as the balcony, roof garden, glazed winter garden, ground level patio or garden area) and the minimum depth for the amenity space (for both balconies and gardens).

These standards for gardens could be informed by establishing the space requirements for seating, clothes drying, outdoor storage, planting and activities and in relation to the number of occupants as well as minimum depths to maintain a reasonable privacy distance between properties. This approach has been used for the GLA 'London Housing Design Guide, July 2009' and the Ashford Borough Council 'Residential Space and Layout SPD' (Appendix D).

Minimum depths for balconies could be informed by the English Partnerships (now part of the HCA) Quality Standards (Nov 2007) which states balconies should have a minimum depth greater than 1.5 metres and provide space of 5-9 m² to allow for a table and appropriate number of chairs depending on designated occupancy.

This approach would ensure all new dwellings have adequate levels of private amenity space but may result in some constrained sites being

undevelopable, and could therefore result in problems of achieving higher density developments.

Option 109 – General provision of outdoor amenity space

A fourth option would be to introduce a policy outlining that all new residential development (both private and affordable) should seek to provide an area of outdoor private amenity space in the form of gardens, balconies, patios and roof terraces. However, no specific space standards would be proposed.

This option would not be as specific as the other approaches and could be open to interpretation, making applications difficult to assess.

Option 110 – No space standards specified

A fifth option is to retain the use of HCA standards as referred to in the Council's Affordable Housing SPD for all Affordable Housing developments in Cambridge and not develop a specific policy.

It is unlikely that this option would assist in delivering good quality, well designed homes that are sensibly planned and functional; designed to meet the demands of everyday life, provide enough space and faculties such as private amenity space and storage, to enable residents to live comfortably and conveniently. This would also result in the continuation of a different approach between the standards for market housing and Affordable Housing.

Questions

- 9.24 Is there a need for a policy addressing this issue?
- 9.25 Which option(s) do you prefer?
- 9.26 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 9.27 Are there any other reasonable alternatives that should be considered?
- 9.28 Should a threshold or minimum unit numbers be used to apply these standards?

Lifetime Homes

- 9.52 Current building regulations require new developments to have a minimum standard of accessibility to and into the entrance level of a building. However some consider that these minimum statutory standards provide only limited usability within the home for a disabled person.
- 9.53 The Lifetime Homes Standard (November 2011¹¹) is a widely used national standard, which uses technical advice to ensure that the spaces and features

¹¹www.lifetimehomes.org.uk

in new homes can readily meet the needs of most people, including those with reduced mobility. The Government's strategy requires all new housing built with public funding to meet the Lifetime Home standard by 2011. In London, the London Plan requires 10% of all new homes to be built to be easily adaptable to become fully wheelchair accessible.

- 9.54 Having homes built to the Lifetime Homes Standard helps to ensure that housing suits householders' needs and changing circumstances. For example, recent research carried out by Shelter found that older people who feel that their home is or is likely to become difficult to manage want to live in housing that is safe, warm and accessible.¹²
- 9.55 However, as noted by the Lifetime Homes website, whilst Lifetime Homes can accommodate or adapt to the needs of many wheelchair users, the standard does not match the enhanced accessibility provided by a property constructed to the Wheelchair Housing Design Standard.
- 9.56 The Council's current Affordable Housing Policy Guide requires at least 2% of new Affordable Housing to be fully wheelchair accessible, and a further 8% to meet other specialist needs as required. It also requires all new Affordable Homes to be built to the Lifetime Homes standard as a minimum.
- 9.57 Requiring all new housing development to meet these standards would help to provide a flexible and adaptable supply of housing to suit the needs and changing circumstances of all members of the community. However, such an approach may be overly prescriptive and may place unreasonable costs on the development industry undermining the viability of development. Based on this, and national guidance, two reasonable options have been put forward for consideration.

Option 111 – Lifetime Homes standard applied to all new development

One option could be to develop a policy which requires all new private and Affordable Housing development to meet Lifetime Homes standards.

This option would help in providing flexible and adaptable housing to suit a range of needs and changing circumstances for all, and would provide more options for older people wanting to move to homes that would better suit their needs. However, it could be overly prescriptive and not viable in certain circumstances.

Option 112 – A proportion of new homes to meet Lifetime Homes standard

A second option could be to develop a policy which requires a proportion of new housing to meet Lifetime Homes standard. The current approach generally applied at the moment is for a minimum 15% of new homes to meet the standard. This proportion could be taken forward or alternatively a higher proportion could be explored but with a requirement that all new

¹² Shelter: A Better Fit? Creating Housing Choices for an Ageing Population (2012)

Affordable Housing should be to lifetime homes standards.

This option would help in providing flexible and adaptable housing to suit a range of needs and changing circumstances for all and would not be an onerous requirement to comply with.

Option 113 – A proportion of new homes that meet the Wheelchair Housing Design Standard

A third option could to develop a policy, which requires a proportion of new housing to meet Wheelchair Housing Design Standards, along with the requirement to make new houses in accordance with Lifetime Home Standard. For example, 10% of all new housing could be designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users.

This option would help in providing adaptable housing to suit the needs of wheelchair users. However, it could be overly prescriptive and not viable in certain circumstances.

Questions

9.29 Is there a need for a policy addressing this issue?

9.30 Which option do you prefer?

9.31 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

9.32 Are there any other reasonable alternatives that should be considered?

Small scale residential development and infill development in the rear of gardens

9.58 Small scale housing developments and infill developments in the rear of gardens make an important contribution to the overall housing supply in Cambridge and add to the housing stock in ways that are sustainable and which meet identified local housing need.

9.59 Whilst the Government has removed the specific national policy requirement to build at a minimum density, there is still the need to make more efficient use of land especially in areas such as Cambridge where there is limited land available for development and there is a need for more housing. In recent years, the issue of infill developments in the rear of gardens (sometimes known as ‘garden grabbing’) has become a contentious issue in Cambridge.

9.60 In some cases, development on gardens may be regarded as appropriate as it:

- Reduces the need to extend development into the countryside;
- Creates new homes without the need for significant increased infrastructure provision;

- Provides better utilisation of land in areas where people no longer demand large gardens due to lifestyle changes; and
- Provides small sites appropriate for local developers who employ local people.

9.61 However, gardens represent an important part of the character and amenity value of many parts of the city. They can be visually important where they contribute to the streetscene or to the openness and character of an area. They are also important to biodiversity and contribute to the overall network of much loved green spaces within the city. Other arguments against developing on gardens include:

- Increased building mass;
- Loss of or change in local character;
- Increased population density;
- A gradual associated increase in demand on local infrastructure;
- Loss of green space and paving over gardens;
- A reduction in habitats and biodiversity; and
- An increased risk of flash flooding due to increased run off.

9.62 In accordance with national guidance and local circumstances, two options have been developed. The first acknowledges the importance that small scale residential development and infill development in rear gardens can play in increasing housing supply in Cambridge subject to certain factors. The second outlines the possibility of resisting development in the rear of gardens.

Option 114 – Criteria based policy for small scale residential development and infill development in the rear of gardens

One option could be to develop a policy permitting small scale residential development and infill development in rear gardens. This could include the following criteria:

- Development can satisfactorily be accommodated on site, providing adequate living and amenity space in both existing and new development in accordance with relevant standards;
- It does not result in a significant adverse impact on the amenities of neighbouring properties through loss of privacy, loss of light, an overbearing sense of enclosure;
- It does not lead to the generation of unreasonable levels of traffic or noise nuisance;
- It provides adequate vehicular access arrangements and parking spaces for existing and new properties (in accordance with relevant standards);

- It does not detract from the prevailing character and appearance of the area taking into account the density of the proposed development and its design in terms of scale, height, mass and external treatment;
- It does not adversely affect trees, biodiversity or architectural features of local importance located within or close to the site; and
- It does not prejudice the comprehensive development of a wider area of which the site forms a part.

This option covers sites where:

- The existing buildings are demolished (residential or non residential) and the plot(s) sub-divided in order to make way for residential development; and
- An existing house is retained and new dwellings are erected in the garden area or curtilage.

This option would allow appropriate sites to be developed for housing and contribute to the overall housing supply in Cambridge. It also allows consideration of amenity value, the character of the area and other important factors such as the biodiversity. The criteria would allow inappropriate development to be resisted.

Option 115 – Policy to restrict infill development in rear gardens

A second option could be to develop a policy that does not permit the infill development in rear gardens and develop a standalone policy for small scale residential development on derelict sites or where existing buildings have been demolished.

Whilst this option is in accordance with national guidance and may be appealing in areas where there have been recent cases of gardens being lost to development, very specific local circumstances would need to be developed in order to justify any such approach. In addition, it does not provide a balanced approach recognising the contribution such developments can make to overall housing supply in Cambridge.

Questions

9.33 Is there a need for a policy addressing this issue?

9.34 Which option do you prefer?

9.35 Are there any points which have been missed and you feel should be added (perhaps a new option)?

9.36 Are there any other reasonable options that should be considered?

Houses in Multiple Occupation (HMOs)

9.63 A HMO is defined in the Housing Act 2004. This statutory definition is a complex one, but in basic terms a HMO is a flat or house that is occupied by

more than one household who share basic amenities for example kitchen, bathroom or W.C., and which they occupy as their main residence. There are certain forms of shared accommodation that are excluded from this definition in the Act, such as houses shared by only two unrelated persons, owner occupiers who take in up to two lodgers, certain occupation by religious communities, buildings that are managed by educational establishments, etc. The Act also defines what a single ‘household’ means in this context.

- 9.64 The 2004 Housing Act requires that all larger HMOs are licensed. These are properties that are three storeys or more and occupied by five persons or more in two or more households. There are 268 licensed HMOs in Cambridge.
- 9.65 In planning terms, HMOs are split into two different use classes, based on the number of occupants:
- A small HMO - this is a shared dwelling house which is occupied by between 3 and 6 unrelated individuals who share basic amenities such as a kitchen or bathroom. This falls into Use Class C4 under the Town and Country Planning Uses Classes Order (2010).
 - A larger HMO – this is when there are more than six unrelated individuals sharing basic amenities such as a kitchen or bathroom. This falls into the sui generis class under the Town and Country Planning Uses Classes Order (2010).

All HMOs must meet certain standards of amenity and fire safety.

- 9.66 Changes to the planning system in 2010 have extended permitted development rights to allow a change of use from a dwelling house (C3) to a small HMO (C4) without the need for planning permission. Large HMOs remain unclassified, falling under the sui generis class and require planning permission
- 9.67 According to Cambridge City Council’s Private Sector House Condition Survey 2009¹³, there are approximately 5,000 Houses in Multiple Occupation (HMO)s in the city, making up 12.6% of the housing stock compared with the national average of just over 2%. Just over 1,000 of these are thought to be occupied by students.
- 9.68 Petersfield, Market and Romsey Wards have the greatest number of HMOs in the city due to their central location, which is popular with students and young professionals.
- 9.69 HMOs are an important part of the housing market in Cambridge. With high houses prices and private rents, and a relatively young population, HMOs add to the housing mix and play an important role in meeting a wide range of housing needs, and in helping to prevent homelessness. The demand for this

¹³ Cambridge City Council House Condition Survey 2009:
<http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/housing-research.en>

type of accommodation may increase further as reforms to the welfare system take effect, particularly amongst under 35s who will no longer be entitled to claim Local Housing Allowance (a form of Housing Benefit) at the single-room rate.

9.70 However, it is recognised that issues can sometimes arise if there are high concentrations of this type of accommodation. Issues can include:

- Additional need for parking provision;
- Inadequate bin storage space with associated difficulties when refuse is collected;
- Anti-social behaviour and consequential impact on other residents and the local community where properties are poorly managed; and
- Poor internal conditions such as poor amenities and overcrowding, which can often have an adverse impact on the health, safety and welfare of occupiers.

9.71 Given the potential issues associated with HMOs, it is considered reasonable to include an option outlining the factors that need to be taken into consideration when making decisions on relevant planning applications. This does not restrict or limit HMOs and is consistent with national guidance and the current approach set out in the 2006 Local Plan.

Option 116 – Criteria based policy for HMOs

One option could be to develop a policy permitting the development of large HMOs. This could include the following criteria:

- Consideration of potential impact on the residential amenity of the local area including noise from concentrations of these uses;
- Suitability of the building or site including any outbuildings and whether appropriate bin storage, cycle and car parking and drying areas can be provided;
- Proximity to bus stops, pedestrian and cycle routes, and shops and other local services; and
- Appropriate management arrangements are in place in order to reduce anti-social behaviour and any adverse impact on local residents.

This policy would be similar to policy 5/7 in the current Local Plan but would only apply where an application for planning permission is required for a large HMO.

This option recognises the contribution that HMOs make to the overall supply of housing in Cambridge and set out key criteria to assess relevant planning applications against. It is also considered to meet the objective of creating and maintaining sustainable, inclusive mixed communities

Questions

9.37 Is there a need for a policy addressing this issue?

9.38 Which option do you prefer?

9.39 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

9.40 Are there any other reasonable alternatives that should be considered?

Specialist housing

- 9.72 One of the objectives in the Council's Housing Strategy is to ensure that housing meets the needs of people who are in some way disadvantaged, and supported housing, in a range of tenures, adds to the mix and range of housing to meet a variety of needs. It is therefore important that the Local Plan accommodates the provision of housing that may be designed in a particular way or has staff office or staff night-time facilities when staff are needed to support the people who are living in the housing. This housing can often demand a larger plot or building 'footprint' and is often termed as 'supported housing', although in some cases, such as fully wheelchair accessible housing, the person living in the property may not need support to live independently. Such housing should be provided across the city, as opposed to being concentrated in certain areas, to enable people moving into such accommodation to remain in their local area.
- 9.73 Specialist housing can be developed with particular groups of people in mind such as older people (including the frail elderly and those with dementia), people with physical and sensory disabilities, those with learning difficulties or acquired brain injury, young people at risk, people with alcohol or drug dependency, those requiring refuge from harassment and violence, and others who may, for a variety of reasons, be excluded from the local community.
- 9.74 Specialist housing is intended to enable people to live as independently as possible, but is designed so that support can be provided to them (and often to others in the wider community) from on-site. Examples may range from a small scheme of cluster flats with additional facilities for support staff, to much larger extra care schemes enabling older people to live in their own self-contained accommodation but with care and support on-site. Where possible, such housing should be designed flexibly so that it can be adapted to meet alternative housing uses as needs change in the future.
- 9.75 Although some groups will continue to require specialist housing, this needs to be balanced with the current general direction of travel for health and social care commissioning, which includes enabling people to remain in their own homes wherever possible, and being able to retain their independence for as long as possible. This is reflected in the Cambridgeshire Supporting People Commissioning Strategy, which aims to reduce the amount of adult social care funded services in specialist accommodation, in favour of supporting people in their own homes where possible.

- 9.76 Extra care housing for older people is an example where local health and social care commissioners remain supportive of specially designed housing. Extra Care provides self-contained housing, but with other facilities provided on-site where people can receive care and support but still retain their independence, as opposed to residential care homes where occupants do not have their own tenure or 'own front door'. The Cambridgeshire Extra Care Commissioning Strategy 2011 outlines the extra care housing priorities for Cambridgeshire. A current issue for local health and social care commissioners is where private market care homes for older people achieve planning approval without reference to the demands they will place on local care and health revenue budgets.
- 9.77 The NPPF sets out the importance of planning for a mix of housing to meet different groups in the community. However, the location of provision needs careful consideration and should be in accordance with locally identified need. On this basis, only one reasonable option is considered appropriate at this stage.

Option 117 – Specialist housing

This option would allow for a specific policy relating to all types of specialist housing, including extra care provision for older people, to be developed. When assessing the suitability for supported care housing and care homes, the following will be taken into consideration:

- The location of such provision, including the proximity of the site to public transport facilities, the provision of a safe and secure environment and the convenience of the site's location in relation to local shops, services and community facilities;
- The location of such provision in relation to other similar accommodation;
- The provision of an adequate level of amenity space which is safe and suitable; and
- The demonstrable need is in accordance with the Council's Housing Strategy, Cambridgeshire County Council and local health commissioning strategies and, where appropriate, the Extra Care Commissioning Strategy for Cambridgeshire.

This option allows specific proposals to come forward in accordance with local need

Questions

9.41 Is there a need for a policy addressing this issue?

9.42 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

9.43 Are there any other reasonable alternatives that should be considered?

Other opportunities to provide new housing

- 9.78 Given the need for housing in Cambridge, it will be important for the Local Plan to ensure that opportunities to provide new housing are explored and that the risk of losing housing to other uses is minimised. For example, whilst the sub-division of large properties into additional dwellings makes a useful contribution towards the overall housing need in the city, it does lead to the loss of family accommodation. There is a need to ensure that any proposals would result in satisfactory living environment, without overcrowding. Around 37% of existing private sector homes in Cambridge do not currently meet the national Decent Homes standard¹⁴.
- 9.79 Ensuring satisfactory living arrangements is also a factor when considering the retention or redevelopment of existing housing along with any opportunities to return appropriate buildings back to their original housing use. Whilst it is important to retain existing housing wherever possible, this needs to be balanced against other objectives and priorities including the need for other uses across the city e.g. employment and community facilities. In some cases it will be appropriate to replace poorly designed housing or housing that is no longer cost-effective to repair and maintain with housing that meets current day standards of design, layout and energy efficiency.
- 9.80 The current Local Plan includes policies relating to the conversion of large properties, housing lost to other uses and the loss of housing. In accordance with national guidance, it is considered reasonable to continue with this approach on the basis that it is the most appropriate way of ensuring that opportunities to provide new housing are explored, the risk of losing housing to other uses is minimised and suitable living environments are achieved.

Option 118 – Opportunities for providing new housing

This option would allow for the development of a series of policies which address the following:

- Conversion of large properties;
- Loss of housing; and
- Loss of housing to other uses.

This approach is consistent with national guidance and helps to maximise opportunities to increase housing supply in Cambridge to meet need. However, a balanced approach must be taken and consideration given to the needs of other uses.

Questions

9.44 Is there a need for a policy addressing this issue?

9.45 Are there any points which have been missed and you feel should be

¹⁴ Cambridge City Council Private Sector House Conditions Survey 2009

added (perhaps even an entirely new option)?

9.46 Are there any other reasonable alternatives that should be considered?

Provision for Gypsies and Travellers

- 9.81 Gypsies and Travellers make up almost 1% of the population in Cambridgeshire, and together make up the largest ethnic minority group in the county i.e. Gypsies and Travellers can come from different ethnic groups.
- 9.82 Gypsies and Travellers recognise travelling as part of their cultural heritage, but not all of them actually travel. Gypsies and Travellers can experience disadvantage in a number of ways, and poor housing conditions, or lack of appropriate accommodation with access to services, can make these issues worse. Many experience lower life expectancy, lower physical and mental health outcomes than the settled population, and poorer access to preventative care than the general population. Life expectancy is 10-12 years less than that of the settled community, and infant mortality is higher than in the settled population. Children are between 1.5 and 2 times more likely to die in the first year of life than children in the settled community, and one in five Gypsy and Traveller mothers will experience the loss of a child, compared to one in 100 in the settled population.
- 9.83 Educational achievement at all Key Stages is lower than amongst the population as a whole. Many families want to be able to settle whilst their children are at school to enable them to get a good education.
- 9.84 Whilst some Gypsies and Travellers give up the travelling lifestyle for health or educational reasons, many find it difficult to settle in bricks and mortar housing, away from established family support structures.
- 9.85 In March 2012, the Government released national guidance on planning for Gypsy and Traveller sites. The guidance requires that councils set pitch targets to address the likely need, working collaboratively with neighbouring authorities. The guidance has a requirement to maintain a five-year supply of specific deliverable sites against their locally set targets and requires councils to develop criteria based policies to guide site allocations and planning applications for Gypsies and Travellers.
- 9.86 There are currently no authorised Gypsy and Traveller sites in Cambridge although there are a number in South Cambridgeshire, some of which are on the edge of the city. There are no unauthorised sites in Cambridge, but small groups of Gypsies and Travellers do sometimes stop by the roadside or on other land in the city whilst passing through or wanting to access services. In 2011, a review of the 2006 Cambridge Sub-Regional Traveller Accommodation Needs Assessment was undertaken. For Cambridge, it identified that one permanent pitch was needed between 2011 and 2031. This is related to the natural growth of Gypsies and Traveller family groups identified as already in Cambridge. For example, there will be more living in bricks and mortar, some of whom may be seeking site provision, but not

identified. In addition to this, there is a need to consider transit or emerging stopping provision for Gypsies and Travellers in the Cambridge area.

- 9.87 Land supply in Cambridge is limited and there are a number of competing demands. Given the juxtaposition of the built up area alongside the tight administrative boundary, it is difficult to find land that is suitable for site provision. In order to help with this process, the Council needs to develop an appropriate policy in the Local Plan to guide the location of Gypsy and Travellers sites as well as identifying a site or sites suitable for provision. The Council is also working with South Cambridgeshire District Council to identify suitable land.
- 9.88 In accordance with national guidance, only one reasonable option has been put forward for consideration. This option sets out the criteria to guide the location of sites for Gypsy and Traveller provision. The criteria outlined are based on previous national guidance, and good practice guidance along with the current requirements sets out in the NPPF.

Option 119 – Criteria based policy for the location of Gypsy and Traveller sites

This option would allow for the development of a criteria based policy to guide the location of permanent, transit and emergency stopping provision for Gypsy and Traveller sites in Cambridge. This could include the following criteria:

- The site should be accessible to local services by public transport, on foot or by cycle;
- There should be safe and convenient vehicular, pedestrian and cycle access to the site;
- The site should provide an acceptable living environment and the health and safety including the public health of the residents should not be put at risk. Factors to be taken into account include flood risk, site contamination, air quality and noise;
- There should not be an unacceptable adverse impact on the amenity of nearby residents or the appearance or character of the surrounding area. The site should respect the scale of the surrounding area and appropriate boundary treatment and landscaping should be capable of being provided;
- Whether the needs of the residents of the sites could be met without putting undue pressure on local services;
- There should be adequate space for vehicle parking, turning and servicing, storage, play and residential amenity; and
- The site should be served or capable of being served by all necessary utilities including mains water, electricity, drainage and sanitation.

This approach is consistent with national guidance and allows for the basic needs of Gypsies and Travellers to be taken into consideration along with

other factors including consideration of amenity of nearby residents. Without such an approach, the Council would not have an appropriate policy to assess any future proposals.

Questions

9.47 Is there a need for a policy addressing this issue?

9.48 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

9.49 Are there any other reasonable alternatives that should be considered?

Sites for Gypsy and Traveller provision

9.89 In order to make provision for Gypsy and Travellers in Cambridge and find an appropriate site, or sites, the Council has used the criteria listed in option 119 to guide the assessment of potential sites across the city. This approach is set out in the Gypsy and Traveller Provision in Cambridge – Site Assessment Process 2012. This document sets out relevant background to Gypsy and Traveller provision both nationally and locally, explains the methodology developed and includes information on all the sites that have been assessed as part of this process. This approach is consistent with the detailed approach the Council has taken to preparing the SHLAA and has resulted in a thorough assessment of land across the city. The sites considered fell into the following categories:

- Housing Revenue Account land owned by the Council – essentially for Council housing purposes held within the Council’s Housing Revenue Account;
- Other City Council owned land excluding common land;
- County Council owned land within the city; and
- Sites that were considered suitable through the SHLAA. This was on the basis that if sites are considered suitable for residential development, then in theory and subject to other specific criteria they should be suitable for Gypsy and Traveller provision.

9.90 The assessment did not identify any appropriate sites within the built up area of Cambridge for Gypsy and Traveller provision.

Question

9.50 Are there any other sites within the built up area of Cambridge that could be suitable for Gypsy and Traveller provision?

9.91 The assessment did not look at land within the Green Belt on the edge of Cambridge on the basis that previous national guidance and the NPPF consider that Gypsy and Travellers’ sites are inappropriate development in the Green Belt and should only be approved in very special circumstances. Green Belt boundaries should only be altered in exceptional circumstances,

only through the plan making process, and if to meet Travellers' needs sites should be allocated for Travellers only.

Questions

9.51 Should land in the Green Belt be considered for Gypsy and Traveller provision?

9.52 Are there any sites in the Green Belt that could be considered suitable for Gypsy and Traveller provision?

9.53 How else can the needs of Gypsy and Travellers be met?

9.92 Sites can vary in type and size, and can range from small private family sites on Gypsies' and Travellers' own land, through to large Council or Housing Association (Registered Provider) sites. Sites comprise a number of pitches, and caravans can be large and static ('trailers') or smaller mobile 'tourers'. There may also be more permanent types of accommodation on site, such as chalet-style bungalows. Utility blocks may also be included, which may include a small kitchenette and shower room.

9.93 Due to the interrelationship with land in South Cambridgeshire, the City Council is committed to working in partnership with South Cambridgeshire District Council and Cambridgeshire County Council in order to provide appropriate provision in suitable locations. Cambridge City and South Cambridgeshire District Councils have been successful in a joint bid to secure government grant funding for providing up to ten Gypsy and Traveller pitches by 2015 and are working together to find suitable provision.

Residential moorings

9.94 Residential moorings can contribute to the supply of housing in Cambridge. New moorings require planning permission. The moorings would require adequate services including water supply, electricity, and disposal facilities for sewage and rubbish. Access would also be required for emergency vehicles and there should be no significant effect on the amenity, conservation and ecological value of the river. British Waterways have produced a useful document on residential moorings, 'Guidance for Development of new Residential Mooring Sites' (England and Wales) (2011) and the Council also has a Residential Moorings policy in place.

Option 120 – Residential moorings

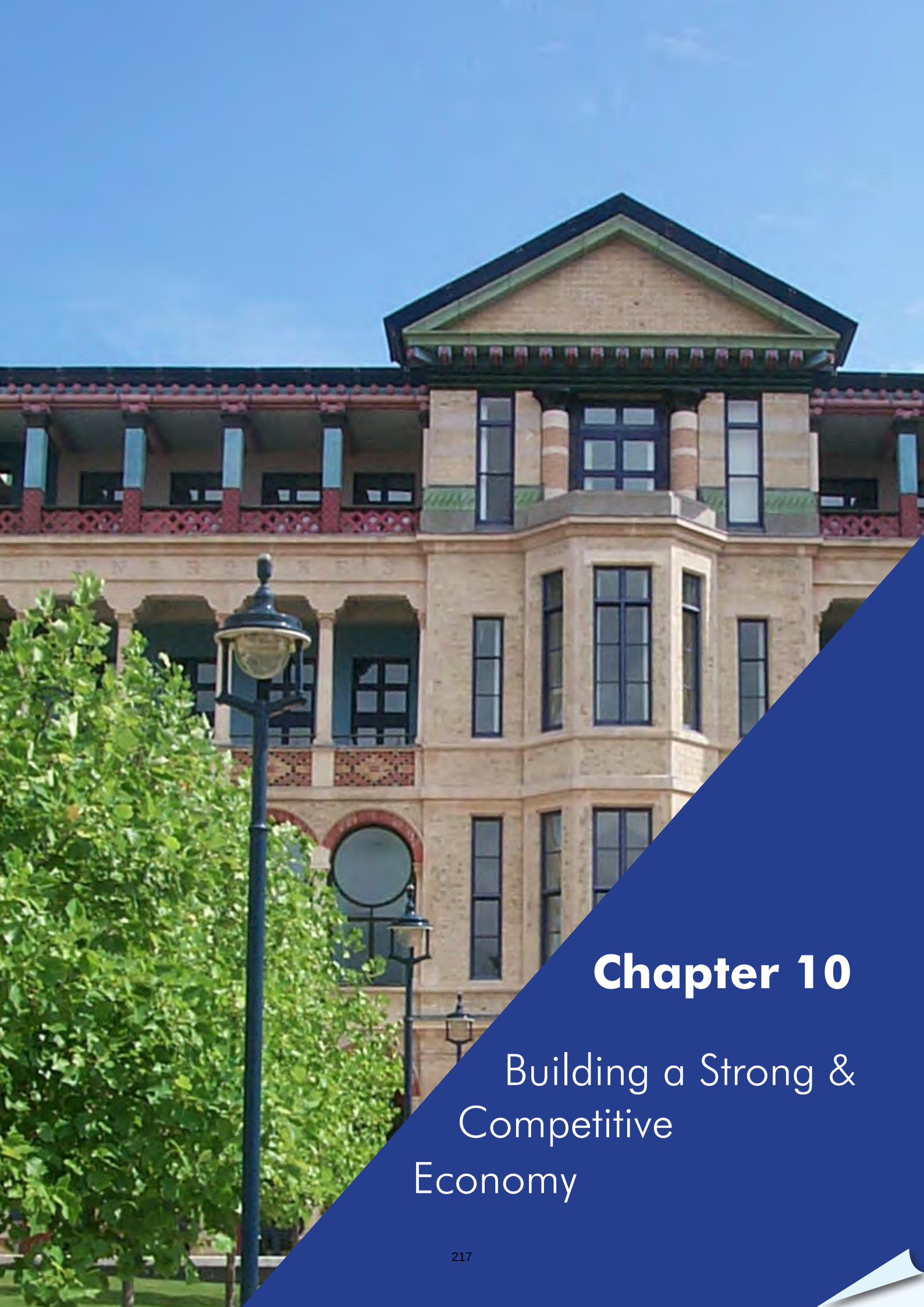
This option would allow for the development of a policy relating to new residential moorings on the River Cam. Any proposal would have to show that it complies with criteria such as:

- There would not be any conflict with British Waterways, Conservators of the River Cam or Environment Agency requirements;
- There would be adequate servicing and access;
- Any car parking would be at an appropriate level; and
- There would not be any significant effect on the amenity, conservation

or ecological value of the river.

Questions

- 9.54 How else can the needs of Gypsy and Travellers be met?
- 9.55 Is there a need for a policy addressing this issue?
- 9.56 Should areas of potential new moorings be identified?
- 9.57 Do you know of any areas that may be appropriate for this use?
- 9.58 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 9.59 Are there any reasonable alternatives that should be considered at this stage?



Chapter 10

Building a Strong & Competitive Economy

CHAPTER 10 – BUILDING A STRONG AND COMPETITIVE ECONOMY

- 10.1 Cambridge has bucked the trend and performed well in the economic downturn, and it is important that the Council plans to meet the needs of business and the supply of land for business through the Local Plan. It should encourage and support sensibly managed economic growth in areas where Cambridge already stands out - higher education, research and knowledge-based industries - whilst also supporting development of businesses that provide an essential service for Cambridge.
- 10.2 Cambridge is a regional shopping destination. The Local Plan should ensure that it maintains Cambridge's position as a regional centre, providing a range of shops to meet the needs of the wider area. At the same time the district and local centres and shopping streets throughout the city will be supported as they have a valuable role in providing for day-to-day needs.
- 10.3 Cambridge is a major national and international tourist destination. Key attractions include King's College Chapel, the Fitzwilliam Museum, Cambridge University Botanic Gardens, Kettle's Yard, the Sedgwick Museum of Earth Sciences, Cambridge and County Folk Museum and further afield, the Imperial War Museum Duxford and Anglesey Abbey. The Local Plan should help to encourage the sustainable growth of tourism and maximise the economic benefits it brings while also ensuring that it does not impact adversely on the quality of life of existing residents.
- 10.4 This chapter outlines issues and options relating to building a strong and competitive economy, including employment, retail, higher education and tourism. It is consistent with the NPPF. It has been drawn up using a number of sources of evidence, including the feedback from workshops held in early 2012.

STRATEGIC PRIORITY

Option 121 – Building a strong and competitive economy

To strengthen and grow Cambridge's economy to provide a range of job opportunities across the city, especially in areas where Cambridge already stands out: higher education, research and knowledge based industries, and maintain and strengthen the city's regional role as a centre for shopping and tourism.

Key facts

EMPLOYMENT

- There are 98,000 jobs in Cambridge¹.
- Cambridge is a national centre for higher education and research and development, with employment in those sectors over 10 and 8 times

¹ <http://www.nomisweb.co.uk/reports/lmp/la/2038431840/report.aspx?town=cambridge>

higher than the national shares of employment respectively².

- Growth is forecast in business services, education, and health to 2031; whilst jobs in public administration, manufacturing, and communications are forecast to contract³.
- Cambridge has experienced a loss of industrial sites in recent years, as they have been redeveloped for retail, leisure or residential use, and there is likely to be continued pressure to redevelop such sites for higher value uses⁴.
- Cambridge has bucked the trend and performed well in the current economic downturn, it has a strong private sector, high numbers of skilled workers and large numbers of workers in the knowledge-based economy⁵.

RETAIL

- Cambridge is a regional shopping centre.
- Shopping in the City Centre is split between the historic core and the Fitzroy/Burleigh Street area, which includes the Grafton.
- There are currently 3 district centres and 22 local centres in the city, providing for day-to-day needs.
- Shopping along Mill Road is characterised by its diversity and independent traders.
- Retail warehousing is found at the Cambridge Retail Park and Beehive Centre on Newmarket Road.
- Smaller supermarkets and convenience shops are found within existing centres, and there are 5 out of centre superstores within the city.

HIGHER AND FURTHER EDUCATION

- 20,355 students studied at the University of Cambridge and 7,566 studied at Anglia Ruskin University in 2009/10.
- Despite a decline of up to 14% in university applicants nationally, this has not been the case in Cambridge, which continues to attract applicants from the UK and internationally.
- Undergraduate student numbers at the University of Cambridge have been growing at 0.5% per annum, with postgraduate numbers growing at 2% per annum. Current indications are that these levels are likely to be maintained to at least 2031.

²

<http://www.cambridgeshire.gov.uk/business/economicandcommunitydev/ecodevelopment/economicassessment.htm>

³ <http://www.insighteast.org.uk/viewResource.aspx?id=18136>

⁴ Cambridge Cluster at 50 – The Cambridge economy retrospect and prospect

⁵ <http://www.centreforcities.org/20123.html>

- The continued growth in student numbers puts pressure on providing enough student accommodation for both universities.
- Both universities are affected by the high cost of housing in the area for their key workers. The University of Cambridge is planning to make significant new provision for housing in North West Cambridge.
- There are 22 language schools in the city, which contribute significantly to the local economy. The throughput of students has increased significantly in recent years to around 30,000 students annually in 2009.

TOURISM

- Cambridge is a major international visitor destination. 4.1 million people visited Cambridge in 2010 and of those 3.2 million were day trippers and 835,300 were staying visitors. Overall numbers have declined by around 1% since 2008.
- Key attractions include King's College Chapel, Fitzwilliam Museum, Cambridge University Botanic Gardens, Kettle's Yard, Cambridge and County Folk Museum and the Sedgwick Museum, and further afield the Imperial War Museum Duxford and Anglesey Abbey.
- Tourism generated £393 million in 2010, which is the equivalent of 10.5% of the Cambridge economy. It employed over 5,150 people in 2010, though 1,500 fewer than in 2008.
- Aside from leisure tourists who generate around 35% of the demand for visitor accommodation, the two Universities and businesses also generate significant demands, about 65% of the demand for good quality visitor accommodation. Events such as graduation, Cambridge Science Festival and the Folk Festival also draw in large numbers of visitors to the city.
- The current Local Plan tries to encourage more sustainable tourism, by providing more visitor accommodation to encourage staying trips, and supporting the development of new and alternative attractions.

Objectives

Employment

- To promote the growth of and linkages between employment clusters and key destinations;
- To maintain and enhance the diversity of jobs available in Cambridge; and
- To provide a range of new employment land in sustainable locations and seek to protect key employment areas.

Retail

- To maintain the vitality and viability of all centres in Cambridge and

ensure that these are the priority location for new retail development; and

- To provide a diverse retail offer which supports smaller independent traders.

Higher and further education

- To ensure that Cambridge remains a world leader in higher education and continues to develop as a centre of excellence in higher education research and knowledge-based industries;
- To support the University of Cambridge and the Colleges in maintaining their pre-eminent position internationally;
- To support the development of Anglia Ruskin University in meeting the needs of the region;
- To work with the University of Cambridge and Anglia Ruskin University in managing the impact of their expansion in student numbers on the city's overall housing stock; and
- To address any distortions in the local housing market as a result of the attractiveness to developers of providing student housing.

Tourism

- To encourage the sustainable growth of tourism to protect the environment, manage its impact upon the quality of life in the city, and maximise the economic benefits it brings;
- To protect and broaden the range of visitor accommodation to encourage longer stays;
- To manage visitor accommodation proposals to ensure they meet identified demands and forecast potential; and
- To promote the development of alternative attractions to reduce pressures on the historic core.

Employment

- 10.5 Cambridge is a world leader in higher education, research and knowledge based industries and has a prosperous and dynamic economy. The recent economic downturn has not affected Cambridge as badly as other cities in the UK and unemployment in the city remains low. Cambridge faces other economic challenges, most notably a restricted land supply and competing demands for other uses, e.g. residential.

Vision

- 10.6 The NPPF requires local planning authorities to set out a clear economic vision for their area, which positively and proactively encourages sustainable economic growth. The following is proposed:

‘Cambridge will continue to develop as a centre of excellence and a world leader in the fields of higher education and research; it will foster dynamism, prosperity and further expansion of the knowledge-based economy. The quality of life in the city that makes it an attractive place to live, work, study and visit in will be protected and enhanced.’

Questions

- 10.1 Do you agree with the vision?
- 10.2 Are there any points which have been missed and you feel should be added?

Selective management of the economy

- 10.7 Cambridge has a long established policy of ‘Selective Management of the Economy’ (Policy 7/2 in the 2006 Local Plan), whereby employment uses that have an essential need for a Cambridge location or provide a service for the local population are given positive support. This ensures that the limited supply of land in Cambridge is reserved for businesses that support the Cambridge economy.
- 10.8 However, the Cambridge Cluster at 50 study noted that this approach may be having unintended consequences of discouraging large scale, high value manufacturing as well as high-tech headquarter functions from locating in the area, and recommended that the Council review this policy. This recommendation needs to be balanced against the fact that Cambridge’s economy is faring relatively well and this policy has helped to shape the local economy. The question therefore is: to what extent has Cambridge’s economy fared well despite this policy, or because of it?
- 10.9 Furthermore, there have been, and continue to be ongoing changes to national policy that may impact on the operation of this policy. The review of the Local Plan should consider whether selective management of the economy as a policy approach should be continued, amended or discontinued.
- 10.10 National policy requires local authorities to plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries. In Cambridge, the policy of selective management of the economy has traditionally been the policy tool to implement this, ensuring there is sufficient land supply for Cambridge’s high-tech cluster. Recent reports have identified the potential for a need to amend this policy, the following options set out the reasonable means of doing this.

Option 122 – Continue with selective management of the economy unamended

One option could be to leave the selective management policy in the 2006 Local Plan unchanged and roll it forward into the new Local Plan. This

reserves new employment land in Cambridge for uses that support the high tech cluster or provide a service for the local population.

This policy supports the Cambridge Phenomenon by reserving limited employment land for those uses that have an essential need to locate in Cambridge. This policy is a long running feature of Cambridge's planning policy and it could be argued it has contributed to Cambridge's current economic success.

Land supply in Cambridge is very limited. By limiting employment land to those firms that benefit from locating in Cambridge and benefit the Cambridge Phenomenon or those that serve the local economy, the policy ensures that there is enough land for these firms and that they are not priced out of the market by more generic, but higher value, uses.

Option 123 – Amend selective management of the economy to include some additional uses

A second option could be to amend selective management of the economy to allow for large scale, high value manufacturing and high tech headquarters to locate in Cambridge.

High value manufacturing linked to the wider Cambridge economy could benefit the Cambridge Phenomenon by encouraging the evolution of the cluster from pure research to include the development and commercialisation of ideas. The promotion of high tech firms' headquarters in Cambridge could encourage the evolution of the cluster from pure research to include corporate decision-making. Headquarter functions provide a high proportion of high value jobs and help retain wealth for the local area. These amendments would preserve the thrust of the policy, which is to retain land for those firms that benefit the economy.

Opening up the limited supply of employment space to other uses will reduce land available to pure research and development. Furthermore, corporate headquarter functions are high value and could push out lower value uses that are fundamental to the success of the Cambridge economy.

Option 124 – Discontinue the policy of selective management of the economy

A third option could be to not continue with the policy of selective management of the economy in the new Local Plan.

The policy currently discriminates against certain users, increasing costs for them and hindering them from locating in Cambridge. Discontinuing this policy will remove these costs from business and allow the market to decide which business should locate in new employment space in Cambridge. This would also remove a barrier to investment in new employment land.

The policy discourages the redevelopment of employment space that is past its prime, as any such redevelopment would result in the selective

management policy being applied and investors can be nervous about this restriction. This can result in sub-standard offices not being redeveloped, hindering the supply of office space in Cambridge.

Questions

- 10.3 Is there a need for a policy addressing this issue?
- 10.4 Which of the options do you prefer?
- 10.5 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.6 Are there any reasonable alternatives that should be considered at this stage?

Protection of industrial and storage space

- 10.11 In order to maintain a diversity of employment opportunities and a full range of services in Cambridge, the Council operates a policy of protecting industrial and storage space in Cambridge. In some specifically identified sites, development which results in the loss of any floorspace in industrial or storage use is not permitted. In areas not specifically identified on the proposals map, development which results in the loss of industrial or storage space is only permitted if certain criteria are met. In essence, this is a policy of 'protect the best, evaluate the rest'.
- 10.12 Despite this policy, the Council's Employment Land Review 2008 indicates that there have been substantial losses of employment land in Cambridge since 1998, much of this within industrial and storage use. The review of the Local Plan will want to consider to what extent the Council should continue to protect these uses.
- 10.13 The NPPF says that local planning authorities should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Evidence suggests that there is a shortage of industrial land in Cambridge and the reasonable options for protecting industrial land are set out below.

Option 125 – Continue with protection of industrial and storage space unamended

One option could be to continue with the policy of preventing loss of industrial/storage space in protected industrial sites and evaluating the redevelopment of other industrial and storage sites in other areas of the city against criteria. The criteria currently assessed against deal with: the supply of and demand for industrial land; jobs generated by redevelopment; impact on the surrounding environment/amenity; redevelopment of the site for industrial uses; and redevelopment for other uses.

There continues to be a need to maintain a diversity of employment opportunities within Cambridge; not everyone wants to, or is able to work in an office. There have been considerable losses of industrial/storage space

in the past, and evidence suggests that continued loss of these uses could pose a problem in the future. There is a continued need for a full range of local services to be provided within Cambridge. The loss of industrial floorspace within Cambridge would mean these businesses are pushed out of the city to locations that will result in less sustainable journeys. Protecting industrial and storage space allows the Council to meet the forecast needs of business in the plan period. The loss of land for such uses within the city is not yet a problem, but further loss of space could become an issue in the future. Small workshop units are sometimes the initial home for new businesses unable to afford higher rents for proper office space. Protection of this part of the supply chain for employment development has an impact on the wider economy.

Option 126 – Amend the policy of protection of industrial and storage space by deleting all protected sites

A second option could be to amend the policy by deleting all protected industrial and storage areas, in effect allowing the criteria that are used to assess the loss of industrial/storage space throughout the rest of the city to be applied to sites currently protected from any loss of floorspace. The criteria currently assessed against deal with: the supply of and demand for industrial land; jobs generated by redevelopment; impact on the surrounding environment/amenity; redevelopment of the site for industrial uses; and redevelopment for other uses.

This would allow flexibility for change of use or redevelopment of sites where there are persistent vacancy problems. This would allow some uses that are able to provide more low skilled jobs than industrial units can per square metre (although a different type of job), for example children's indoor activity centres, on sites where this would otherwise not be able to happen. Increasing the flexibility of the policy would allow sites currently protected from any change of use to be changed in certain circumstances. Increasing the flexibility to change would mean that some of the best industrial sites in Cambridge could come under increased pressure in the future.

Option 127 – Amend the policy of protection of industrial and storage space to encourage other forms of employment development

A third option could be to amend the criteria used in the policy to add a criterion such that loss of floorspace in industrial/storage use is acceptable where it facilitates an overall growth in employment floorspace (for example, in office floorspace).

This would allow flexibility for change of use or redevelopment of sites where there are persistent vacancy problems. It is identified that there will be a medium term shortage of office floorspace in Cambridge. This increased flexibility may help address that shortage, albeit not necessarily in

prime locations. Increasing the flexibility of the policy would allow sites currently protected from any change of use to be changed in certain circumstances. The policy has not succeeded in preventing the loss of industrial floorspace in the past. Should the policy be continued if it has not succeeded? Some uses that could replace industrial uses would be able to provide more low skilled jobs than industrial units can per square metre (although a different type of job), for example children's indoor activity centres. The policy can result in a degree of 'hope value' on sites outside protected industrial site, discouraging good maintenance and letting of premises. Increasing the flexibility to change would mean that some of the best industrial sites in Cambridge could come under increased pressure in the future.

Questions

- 10.7 Is there a need for a policy addressing this issue?
- 10.8 Which of the options do you prefer?
- 10.9 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.10 Are there any reasonable alternatives that should be considered at this stage?

Protection of other employment space

- 10.14 Currently, the Council only protects employment land that is in industrial or storage use. The Employment Land Review 2008 and the Cambridge Cluster Study 2011 identify a shortage of office space in and near the centre of Cambridge in the medium term (once the office development around Cambridge Station (called 'CB1') has been developed and let). Once the CB1 scheme is let, there is likely to be pressure on other offices in the city. At present, tired offices in need of refurbishment can currently find tenants simply due to the lack of alternatives. With increased pressure to refurbish or redevelop other offices throughout the city, it is possible that some of this pressure will take the form of demand to change the use of sites to other uses (e.g. residential). Given the identified medium term shortage of office space and the potential for loss of existing office space, the Council should consider protecting office space in sustainable locations within Cambridge from changing use to alternative uses. The Employment Land Review 2008 specifically identifies a number of sites for protection.
- 10.15 The NPPF says that local authorities should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Evidence suggests that there will be a shortage of office space in Cambridge and the reasonable options for protecting offices are set out below.

Option 128 – Do not protect office space

One option could be to continue to not protect office floorspace in Cambridge from change of use.

This would let the market decide on the loss of office space. A continued demand for offices may be able to ensure that land values are resilient enough to hold off pressure to change to higher value uses.

Option 129 – Protection of office space

A second option could be to protect office floorspace in Cambridge from change of use using a criteria based approach.

There is evidence that there will be a medium term shortage of office space in Cambridge, especially in the City Centre. Any loss of offices will exacerbate this problem, hindering the ability to meet the needs of business and negatively impacting on the Cambridge economy. Loss of offices in sustainable locations could result in increased car use as businesses are forced to locate to offices outside the city.

Questions

- 10.11 Is there a need for a policy addressing this issue?
- 10.12 Which of the options do you prefer?
- 10.13 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.14 Are there any reasonable alternatives that should be considered at this stage?

Promotion of cluster development

- 10.16 The Council currently has a policy that seeks to promote development linked to the Cambridge cluster. This policy sets out those uses that are fundamental to the success of the Cambridge Phenomenon and positively promotes development that can demonstrate a clear need to cluster in Cambridge. It promotes the development of purpose-designed accommodation for these sectors (e.g. high-tech incubator units), as well as locations particularly suited to these activities. However, this policy is rarely used.
- 10.17 The NPPF requires local planning authorities to plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries. Cambridge has an internationally recognised high-tech and research cluster and the reasonable options for promoting it are set out below.

Option 130 – Continue to promote cluster development

One option could be to continue the policy to promote cluster development

in Cambridge.

The policy gives a clear indication of those sectors that support the Cambridge Phenomenon as well as an indication of those locations particularly suited to these activities. The policy promotes purpose-designed accommodation for sectors that support the Cambridge Phenomenon. The policy is positively promoting the type of development the Council would like to see in Cambridge.

Option 131 – Do not promote cluster development

A second option could be to discontinue the policy to promote cluster development in Cambridge.

The policy is rarely used and is unlikely to be a deciding factor in any planning decision. The risks of removing it may be small and will not prevent cluster development.

Questions

10.15 Is there a need for a policy addressing this issue?

10.16 Which of the options do you prefer?

10.17 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

10.18 Are there any reasonable alternatives that should be considered at this stage?

Shared social spaces as part of employment areas

- 10.18 The Cambridge Cluster at 50 study identifies the fact that a number of peripheral employment sites are perceived to be isolated, both in relation to each other and in relation to the City Centre and the railway station. The lack of a social aspect, especially on the newer peripheral employment sites (e.g. West Cambridge), is making them less attractive places to locate to. The study notes that this could simply be a function of time. The reasonable options for promoting shared social spaces in new employment areas are set out below.

Option 132 – Promote shared social spaces

One option could be to introduce a policy to promote shared social spaces involving a mix of uses in employment areas.

The policy will make newer employment areas more attractive to business, as well as reducing pressure upon office space in the City Centre.

Option 133 – Do not promote shared social spaces

A second option could be to not introduce a policy to promote shared social

spaces in employment areas.

The policy is likely to have financial implications for the developers of new business space. There is a danger that the shared social spaces are not successful. Furthermore, there are question marks as to what form the shared social spaces could take (restaurant, conference facilities, public house etc) and how they would be implemented. If they will benefit new employment areas by making them more attractive to business, then the market may provide them by itself.

Questions

10.19 Is there a need for a policy addressing this issue?

10.20 Which of the options do you prefer?

10.21 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

10.22 Are there any reasonable alternatives that should be considered at this stage?

Densification of existing employment areas

- 10.19 The main employment locations within and on the edge of Cambridge are the offices in the City Centre and around Cambridge Railway Station, business parks and Cambridge Science Park in the Northern Fringe, Cambridge Airport, Addenbrooke's Hospital and West Cambridge. In addition to these areas there are a number of offices and industrial uses dotted around the city.
- 10.20 Evidence shows that the land supply for potential development in Cambridge is very limited, and land for employment development is no different. Furthermore, the Cambridge Cluster at 50 Study identified the desire for businesses to be located in the City Centre, or in locations with good access to the City Centre and railway station. The limited supply of land combined with the desire to be in the City Centre (competing with the multitude of other uses that also want to be in the City Centre) means that in order to support the economy of Cambridge an argument could be made that Cambridge should make the best use of its employment land supply and seek to densify the use of some employment sites. There would be site specific design challenges as to how this could be done, or if this could be done, on a site by site basis.
- 10.21 The NPPF says that local planning authorities should positively seek opportunities to meet the development needs of their area. A number of specific site options are looked at in the Opportunity Areas section of this report in Chapter 5, these include opportunities at West Cambridge, Cambridge Northern Fringe East and the Station Area. The reasonable options for densifying existing employment areas are set out below.

Option 134 – Densify existing employment areas

One option could be to introduce a policy to densify a number of specific

employment sites.

This would make best use of existing developed land and reduce the pressure to develop greenfield sites. This may represent an opportunity to redevelop run down sites. This may make public transport to peripheral employment sites more viable and allow improvements in the service. Seeking to densify peripheral employment sites will give an opportunity to introduce or improve shared social spaces on employment sites. The lack of shared social spaces on employment sites is identified as a problem in the Cambridge Cluster at 50 Study.

Option 135 – Do not densify existing employment areas

A second option could be to not introduce a policy to densify a number of specific employment sites.

There are design challenges as to the quantum of development that can fit on a site. Seeking to densify employment sites may result in pressure to change the use of existing industrial areas to higher value uses resulting in the loss of industrial land, of which there is an identified issue of supply. Seeking to densify employment sites could have an impact on the surrounding transport infrastructure.

Questions

- 10.23 Is there a need for a policy addressing this issue?
- 10.24 Which of the options do you prefer?
- 10.25 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.26 Are there any reasonable alternatives that should be considered at this stage?

Retail

Need for additional retail floorspace to 2031

- 10.22 A key issue is how much additional retail floorspace will be needed by 2031 to support the increase in population associated with additional homes and jobs in the city. The Cambridge Sub-Region Retail Study (CSRRS) was produced as a retail evidence base by consultants, GVA Grimley, for Cambridge City Council and South Cambridgeshire District Council in October 2008. This showed that retail in Cambridge was performing well and provided an assessment of the need for new floorspace for both comparison goods (items not generally purchased on a frequent basis e.g. clothing, shoes, electrical goods, furniture, books) and convenience goods (everyday and essential items e.g. food and drink) to 2021.
- 10.23 An update of the retail needs assessment will be undertaken this summer to provide a more up to date forecast of the need for retail to 2031. This will

take into account current retail expenditure growth rates and the predicted proportion of sales from the internet over the next 20 years. The results of this will be fed into the plan-making process and will inform the sites consultation to be carried out later this year and the development of policies in the Draft Plan.

Question

10.27 Do you know of any sites, which could be considered for additional retail, if there were a need for further retail development?

Shopping in town centres

- 10.24 The hierarchy of town centres is outlined in the Strategic Spatial Options Chapter (Chapter 4). Within Cambridge, this includes the City Centre, district centres and local centres. A key objective of the Local Plan will be to maintain and enhance the vitality and viability of its centres. A policy that seeks to maintain a high proportion of retail floorspace (Use Class A1 – mainly shops) but also encourages a proportion of mixed uses and diversity, can help to achieve this. A proportion of mixed uses can enhance the vitality of town centres and ensure they remain active in the evenings.
- 10.25 The NPPF requires that Local Plans define the extent of town centres and primary shopping areas. These boundaries will be shown on maps and consulted upon in the sites consultation later this year and will be shown on the Proposals Map. Within the City Centre, there are primary shopping frontages, which are areas mainly for shops (Use Class A1), and secondary shopping frontages, where there is a greater opportunity for diversity of uses. The extent of these will also be consulted upon.
- 10.26 In line with the sequential approach set out in the NPPF, new retail developments should be located as a priority in centres. Development within the different types of centre in Cambridge should be of an appropriate nature and scale to the centre. For example, large-scale development that would be suitable in the City Centre would not be suitable in a local centre. Development should also not have a detrimental impact on the functioning of other centres.
- 10.27 Maintenance of existing retail diversity and the support for further retail diversity in all of the centres within the retail hierarchy is also a key issue in Cambridge. It is important to tackle this to prevent Cambridge becoming a 'clone' of other towns and to provide variety and distinctiveness in the shopping experience. Some parts of Cambridge, such as Mill Road, have a diverse retail offer and are characterised by small independent traders. The NPPF requires that Local Plans promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres. The NPPF is also supportive of retaining and enhancing existing markets such as those in Cambridge's City Centre.
- 10.28 One of the ways in which the planning system can help to encourage retail diversity is by making sure that there is a range of shop sizes available, and

also by preventing shops from amalgamating to produce larger units which may not be suitable for smaller independent traders. We could also require that any new major retail developments provide a proportion of small retail units to maintain the diversity of shops and that these be occupied by independent businesses, therefore providing a mix of retail uses. A small shop could be defined as one with 80m² gross floorspace or less, occupied by an independent retail or service outlet (one with nine units or less following the Goad definition). This definition was used in the London Small Shops Study (2010)⁶.

- 10.29 Food and drink uses (Use Classes A3, A4 and A5) provide a valuable contribution to the vitality and viability of centres and particularly contribute to the evening economy. However, they can also have a significant impact on residential amenity or environmental quality as a result of noise, vibration, odours, increased late night activity, or increased traffic and parking. Such problems are exacerbated where there is a concentration of such uses.
- 10.30 Another issue in Cambridge, has been the change of use from shops (Use Class A1) and other town centre uses (within Use Classes A2 to A5) to housing or student accommodation at ground floor level. In local centres this can undermine the functioning of the centre. Policy 6/7 of the current Local Plan prevents the loss of shops to other uses, but this has not always been successful. Other town centre uses do not currently have any protection and so there is no policy protection for public houses (Use Class A4) within centres. The issue of the loss of pubs is addressed further in Chapter 11.
- 10.31 Whilst housing at ground floor level is a concern, living above shops and other town centre uses is supported. Town centres are sustainable locations in which to live, with good access to shops and facilities and public transport. People living in the centres also add to their vitality and provide potential customers for the shops and facilities, adding to their viability.
- 10.32 The reasonable policy options are outlined below. In some cases, different approaches have been set out to deal with the same issue and we would welcome comments on these alternatives:

Option 136 – General shopping policy that applies to all centres

One option could be to develop a policy that addresses all the issues that are outlined above. This would bring together aspects of several individual policies in the current Local Plan (Policies 6/6, 6/7 and 6/10). This policy would apply to all planning applications for new retail or change of use in centres. It could include the following criteria:

- New A1 retail development will be permitted within centres if it is of an appropriate nature and scale to that of the centre and will add to the vitality and viability of the centre;
- That there should be no joining up of smaller shops to form larger units unless there are special circumstances where this would add to the

⁶ Greater London Authority, London Small Shops Study (2010), Roger Tym & Partners

vitality and viability of the town centre;

- That any new large retail, leisure or mixed use developments provide a proportion of small shops in order to maintain the diversity of shops in the city. A small shop could be defined as one with 80m² gross floorspace or less, occupied by an independent retail or service outlet (one with nine units or less). Such developments could also provide restaurants and cafés (A3) or drinking establishments (A4) which would add to vitality and viability. We would welcome comments on what should be considered a large development. This could be 2,500m² following the threshold for a retail impact assessment in the NPPF, or 1,000m² the threshold for major applications?; and
- We could control the change of use from A1 to other town centre uses (A2 to A5, C1, D1, D2 or related sui generis) by including a percentage of A1 uses, below which we would not allow any further changes of use in order to keep the majority of units within a shopping use. This is the approach used in the current Local Plan. The percentage of A1 uses would vary depending upon the centre and the current percentage of A1 uses taking into account the results of the recent shopping survey. In the case of the City Centre, this percentage would be different in the primary and secondary frontages.

Or

- We could control the change of use from A1 to other town centre uses (A2 to A5 C1, D1, D2 or related sui generis) based upon factors such as:
 - o The location and prominence of the unit;
 - o The size of frontage of the unit;
 - o Consideration of the number and location of other non-A1 units in the street frontage and centre as a whole and whether there is a clustering of non-A1 units;
 - o Consideration of whether there are any vacant units in that Use Class within the centre;
 - o Any benefits the new use may have in relation to diversity or on the vitality and viability of the centre as a whole.
- No loss of A1-A5 town centre uses to housing or student accommodation at ground floor level as this tends to undermine centres. However, there may be cases where it is better to allow redevelopment rather than having a vacant building. In such exceptional circumstances, we would require clear evidence in the form of active marketing for at least 12 months and local surveys to indicate a specific need for the new use;
- Support for residential uses located above retail and other town centre uses wherever possible, especially in new developments or redevelopments; and

- Any developments within Use Classes A3, A4 and A5 (food and drink outlets) will only be permitted within centres where they will not give rise to unacceptable environmental problems, traffic problems or nuisance and their cumulative impact is considered. The policy could also be extended to include leisure uses found within centres such as night clubs and music venues.

The advantages of this policy would be that it brings all town centre shopping issues under the umbrella of one policy and it also helps to support the diversity, vitality and viability of town centres.

The disadvantages of this approach would be that the policy could be very long and there is the potential for losing the differences in policy approach between different types of centre.

Option 137 – Separate policy options for different types of centre

A second option could be to have separate policies that deal with the following types of centre:

- City centre;
- District centres;
- Local centres.

In relation to the same issues as Option 136 above:

- Vitality and viability;
- Scale of new development according to nature and scale;
- Encouraging retail diversity and small shops;
- Change of use from A1 to other uses;
- Prevention of over-concentration of food and drink outlets.

This policy would have the same effect as the option above, but would be organised in a different way.

The advantage of this option would be that it would be clearer what applies to each of the different types of centre in the retail hierarchy. However, the disadvantage would be that there could be a lot of repetition in the policies.

Questions

10.28 Is there a need for a policy addressing this issue?

10.29 Which of the options do you prefer?

10.30 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

10.31 Are there any reasonable alternatives that should be considered at this stage?

Neighbourhood shops outside centres

- 10.33 There are a number of individual shops and small groupings of shops or other town centre uses (in Use Classes A1 to A5) within the city, which are not large enough to be classified as a local centre, however they still have an important role to play in providing for local needs within easy walking distance. The current Local Plan does not provide any protection for such units and so some of these are being lost to other uses such as housing.
- 10.34 There are two possible options: to either include a policy extending some protection to shops performing a neighbourhood role outside the identified centres in the retail hierarchy or not, instead focussing protection on the identified centres. If some of the smaller local centres are no longer classified as such (under policy option 137 dealing with the retail hierarchy), it may be more important to protect any remaining shops.

Option 138 – Neighbourhood shops

One option could be to include a policy on protection of individual shops or small groups of shops not in an identified centre, which have a neighbourhood function (excluding retail warehousing and out of centre superstores). Change of use from Use Classes A1 - A5 to any other use would not be permitted. In exceptional circumstances, alternative uses would be considered but clear evidence would be required in the form of marketing and local surveys to indicate a specific need for the new use.

This option would have the advantage of protecting neighbourhood shops, which currently do not have policy protection. However, it may be better to focus protection of shops within the identified centres, as market forces may mean that these shops are less economically viable and should be allowed to freely change to other uses.

Option 139 – No policy on neighbourhood shops

A second option would be not to have a policy dealing with neighbourhood shops as market forces will determine whether shops are viable or not. Instead, policy protection would be concentrated on the identified district and local centres.

Questions

- 10.32 Is there a need for a policy addressing this issue?
- 10.33 Which of the options do you prefer?
- 10.34 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.35 Are there any reasonable alternatives that should be considered at this stage?

Convenience shops

- 10.35 The potential need for further convenience shops (foodstores) and where these should be located is an issue. The need for further convenience floorspace will be updated in the review of the retail needs assessment. However, more recent work has taken place looking at the need for further convenience floorspace in North West Cambridge, which can be used as an evidence base.
- 10.36 A Supplementary Retail Study (SRS) was undertaken by Nathaniel Lichfield and Partners in 2010 as a supplement to the Cambridge Sub-Regional Retail Study. It was used to develop Informal Planning Policy Guidance (IPPG) on foodstore provision in North West Cambridge. This sets out a strategy for two medium sized supermarkets of 2,000m² net floorspace, one in the local centre at the university site and one in the local centre at the NIAB site, and one small supermarket in the local centre at Orchard Park. The IPPG also sets out a number of development principles in relation to the development of foodstores and local centres, which should be followed by developers. The strategy for foodstores set out in the IPPG needs to be included within the new Local Plan as policy. This is possible for the NIAB site, but the development plan for the university site is the North West Cambridge Area Action Plan, which will not be replaced by the Local Plan. In this case, the IPPG and policy in the Local Plan will be material considerations in planning decisions.
- 10.37 The IPPG has already been adopted by the Council as a material consideration, and it was always intended that it be included as a policy when the Local Plan was reviewed. Therefore, there is only one reasonable alternative to include this as a policy option.

Option 140 – New foodstore in North West Cambridge

This option would allow for the inclusion of a policy stating that within the local centre at the NIAB 1 site a medium sized foodstore of up to 2,000m² net floorspace will be permitted. The foodstore should be designed so that it is successfully integrated within the local centres. The policy wording will be based upon the contents of the adopted IPPG.

Questions

- 10.36 Is there a need for a policy addressing this issue?
- 10.37 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.38 Are there any reasonable alternatives that should be considered at this stage?

- 10.38 The SRS updated the convenience retail capacity assessment, and estimated a lower level of capacity than the 2008 CSRRS. This suggests that there will be limited capacity for further convenience stores to 2021, and these are

more likely to be of a small scale and within centres. These figures will be updated in the review of the retail needs assessment.

- 10.39 Any applications that come forward which are not in a centre, would need to follow the tests set out in the NPPF. Proposals would have to be in line with the sequential approach and subject to an impact assessment if over 2,500m². As part of the retail needs assessment consideration will be given as to whether there needs to be a locally set threshold for the impact assessment in Cambridge.
- 10.40 Consultation on the IPPG on foodstore provision in North West Cambridge showed that there is concern in Cambridge about the amount of non-food (comparison) goods being sold in foodstores and the potential impact this might have on other centres. On average, 30% of the sales areas in superstores is for the sale of comparison goods. The IPPG requires that only 5 to 10% of the medium sized foodstores in North West Cambridge be for non-food sales.
- 10.41 In light of current evidence, the following policy option has been put forward as the only reasonable alternative.

Option 141 – Convenience shopping

This option would allow for the development of a policy stating that only small scale development of further convenience floorspace is required and that this should be located in centres. This will need updating when more up to date evidence from the review of the retail needs assessment is available.

Any other applications will be assessed in relation to the sequential test and may require a retail impact assessment and transport assessment. The Council will look carefully at the proportion of food and non-food sales and may restrict the amount of non-food (comparison) goods by condition.

Questions

- 10.39 Is there a need for a policy addressing this issue?
- 10.40 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.41 Are there any reasonable alternatives that should be considered at this stage?

Retail warehousing

- 10.42 Retail warehousing is concentrated around Newmarket Road at the Cambridge Retail Park and Beehive Centre. There are also some other units scattered around the city. The NPPF does not recognise existing out of centre developments as town centres. There is an obvious grouping of units on Newmarket Road which lead to linked trips, but as the majority of these are made by car, they contribute to the traffic congestion on Newmarket Road.

- 10.43 The Cambridge Sub-Region Retail Study concluded that retail warehousing (a form of comparison shopping) was performing well but this does not justify the development of further out of centre provision. The study also said that it is important to protect the vitality and viability of the existing centres and restrict the spread of high street retailing to out of centre locations.
- 10.44 We will not know the need for further comparison floorspace until the review of the retail capacity assessment has been completed. However, in line with the conclusions above, we would not want to encourage further development outside centres. Retail warehousing should be for the sale of bulky goods and there is concern that some of the existing units along Newmarket Road are stores which are normally found along the High Street. An issue is the cumulative impact that such units might have on retail in the City Centre.
- 10.45 The retail warehouse parks are low density development with large car parks. In the longer term, a potential option could be the relocation of the retail warehousing elsewhere within Cambridge, to free up this space for other types of development. However, the issue would be in identifying a suitable replacement site(s) which would have sustainable transport links. The existing sites would only be suitable for certain types of development as they were previously contaminated.

Option 142 – Retail warehousing

This option would allow for the development of a policy which limits any further retail warehouse development to bulky goods and requires that developers show that there would not be a significant impact on the City Centre and that there are not any sequentially preferable sites.

Questions

- 10.42 Is there a need for a policy addressing this issue?
- 10.43 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.44 Please let us know if you have any idea of sites where the retail warehousing could be relocated?
- 10.45 Are there any reasonable alternatives that should be considered at this stage?

Higher and further education

Faculty development at the University of Cambridge

- 10.46 The University of Cambridge continues to be a world leader in education. It is a vital driver of the Cambridge economy and is the reason why so many high technology and knowledge-based employers decide to locate in the city. This has underpinned the Cambridge Phenomenon. The University and its Colleges are also significant employers in their own right.

- 10.47 It has not been affected by the problems seen elsewhere in the Country relating to tuition fees and declining numbers of students. The University of Cambridge continues to attract a large number of students, with a high proportion from overseas. However, the success of the University does lead to the issue of how to accommodate such large numbers, including where the students study and where they live.
- 10.48 The University's faculty and administrative buildings have traditionally been located in the central area of Cambridge. The West Cambridge site, south of Maddingley Road also accommodates faculty buildings, postgraduate accommodation and also research institutes and commercial research and development. The site has been developed in line with an agreed masterplan and there are still parts of the site to be built.
- 10.49 The University submitted an outline planning application at the end of 2011 for development of North West Cambridge (land between Maddingley Road and Huntingdon Road). The North West Cambridge Area Action Plan 2009 provides the adopted planning policies for this part of the city. Development in this location will be for a new university quarter with academic facilities, accommodation for 2,000 undergraduate and postgraduate students, and approximately 3,000 dwellings of which 50% should be affordable housing to meet the needs of the University of Cambridge and Colleges key workers. The site will also accommodate research institutes and commercial research and development space, and also a new local centre providing services and facilities.
- 10.50 The University's Old Press/Mill Lane site in the historic centre provides a range of accommodation for university academic and administrative uses. The University are planning to relocate many of these uses on this site to West Cambridge and other parts of the city. The existing Local Plan identifies this area as being appropriate for redevelopment for more mixed use. The Council has worked with the University to produce a Supplementary Planning Document to guide the redevelopment of the site. This was adopted by the Council in January 2010.
- 10.51 Over the plan period, West Cambridge and North West Cambridge will meet much of the University's requirements. As these developments are built, some teaching facilities will be relocated to these locations, freeing up sites and allowing some redevelopment and improvement of sites within the centre of Cambridge.
- 10.52 The University and the associated cluster of research institutes and commercial research and development make a significant contribution to the economy of Cambridge and nationally. Continued growth is therefore important to the growth of the local economy.
- 10.53 In light of current evidence and the need to allow for the continuing growth of the University, the following policy option has been put forward as the only reasonable alternative.

- 10.54 Within this policy option, we would welcome comments on the criteria put forward and sites identified.

Option 143 – Continued development and redevelopment of the University of Cambridge’s faculty sites

This option would allow for the development of a policy which would allow further development or redevelopment of the University of Cambridge’s faculty and administrative sites provided that they meet certain criteria, including:

- Sensitive to its surroundings;
- Does not have any adverse impacts on the environment or amenity;
- Makes public realm improvements;
- Is an efficient use of land; and
- Reduces parking spaces.

The policy would identify Old Press/Mill Lane site and the New Museums site as areas where an element of mixed use would be supported in order to enhance the attractiveness of the public realm. This would be similar to existing Local Plan policy 7/5 in the 2006 Local Plan.

The policy would also identify the following sites as opportunities for further development/redevelopment:

- The development of medical teaching facilities and related University research institutes at Addenbrooke’s Biomedical Campus;
- West Cambridge site, including the Cavendish Laboratory and Vet School. This is being explored as a separate area of opportunity;
- The North West Cambridge site, which will be continue to be planned and built out over the next plan period.

The advantage of this approach is that it would provide flexibility for the best use to be made of central sites whilst at the same time encouraging environmental and public realm improvements.

Questions

- 10.46 Is there a need for a policy addressing this issue?
- 10.47 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.48 Are there any reasonable alternatives that should be considered at this stage?

University of Cambridge student housing needs

- 10.55 The growth in student numbers means that there is still likely to be demand for more hostel accommodation for each College.

- 10.56 Proposed development at North West Cambridge will potentially provide two new colleges accommodating 2,000 units of student accommodation during the plan period.
- 10.57 The University aims for 100% of its undergraduates and 90% of its post graduates to be accommodated in Colleges. Fulfilling this ambition will require around 21,390 student rooms by 2031. The Colleges currently have just under 15,000 rooms available and have added around 158 rooms per annum to their stock over the last five years. The Colleges anticipate future building to be around 140 rooms per annum to 2016. It is anticipated 40% of this figure can be provided by adapting and rationalising existing College properties. There is however finite scope in what can be re-provided within existing premises and there will need to be a shift later in the Plan period towards greater development of new sites. If the Colleges build at the previously discussed rate to 2031, they would provide 2,660 rooms raising the total stock to about 17,650. This would mean a shortfall of 3,740 by 2031. It is possible some of this provision can be provided within the 2,000 units proposed for North West Cambridge. Existing allocations will need to be reviewed and other land will need to be identified in the Local Plan review for other new College hostels.
- 10.58 The type of accommodation required is also subject to change as there is likely to be a large increase in postgraduate and post doctorate students (2% per annum) who may require larger family type accommodation, which demands more space. The Colleges generally have limited space within their existing sites for development.
- 10.59 It is important that the new Local Plan makes adequate provision for the residential needs of the University of Cambridge and its Colleges. Failure to address these accommodation needs will increase pressure on the city's private housing market and lead to difficulties in continuing to attract the best quality students which in turn will detract from the University's competitive position internationally.
- 10.60 Two policy options are put forward below to provide for the continuing growth in the University of Cambridge's student numbers and their need for accommodation.

Option 144 – University of Cambridge staff and student housing

One option is to continue with the existing policy, which allocates new sites, and allows new provision within existing College sites and in other windfall locations, subject to amenity considerations, proximity, supervision, which does not result in a loss of family residential accommodation.

An advantage of this approach is that it provides flexibility in the provision of future sites for student hostels. A disadvantage, however, is that accommodating new growth will put considerable strains on existing Colleges and it may not be possible to find enough land to maintain expected levels of growth.

Option 145 – Expand existing Colleges rather than plan for new colleges at North West Cambridge

A second option could be to refocus space allocated for new colleges at North West Cambridge towards providing additional student rooms for existing Colleges rather than new colleges?

An advantage of this is that best use would be made of the existing limited land supply for new hostels. A disadvantage will be that such accommodation may be more remote from the existing Colleges. This may make it more difficult for the Colleges to provide, pastoral and communal facilities in sufficiently close proximity to these new satellite communities.

Questions

- 10.49 Is there a need for a policy addressing this issue?
- 10.50 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.51 Do you know of any additional sites that would be suitable for student hostels for the University of Cambridge?
- 10.52 Are there any reasonable alternatives that should be considered at this stage?

Anglia Ruskin University faculty development

- 10.61 Anglia Ruskin University has also seen a continued healthy demand for study there, with no decline in student numbers since 2006. The University has carried out considerable redevelopment at their East Road Campus following a masterplan approved in 2009. Current expansion includes the proposed relocation of the Institute of Nursing to Young Street. The East Road Campus site is constrained and there will not be any further space to expand once the redevelopment proposals are finished.
- 10.62 An issue is whether the current campus will cater for the long-term needs of the University over the plan period or whether there will need to be a satellite site. In the existing Local Plan, longer term growth was supported at East Cambridge, however this no longer provides an opportunity as Marshall's will not be relocating during the plan period.
- 10.63 In light of current evidence of the continuing need for the growth of Anglia Ruskin University, the following policy option has been put forward as the only reasonable alternative.

Option 146 – Anglia Ruskin University – faculty development

This option would allow for the development of a policy which permits continued development at the University's East Road Campus as long as it is in line with the existing masterplan.

Any development of a satellite campus site would have to fulfil a number of

criteria, such as:

- A green and connected location;
- Site or buildings capable of adaption to deliver high quality new architecture;
- New University buildings, which provide a positive gateway along with good connections to other University sites;
- Provide a safe and vibrant campus combining sports and social facilities with accommodation and learning;
- A sustainable form of development;
- Integration of public transport to reduce the need to travel; and
- High quality landscaping from the outset.

This would be similar to the 2006 Local Plan policy 7/8.

An advantage of this approach would be that it provides a clearer framework for the University to grow and will ensure the existing master plan principles agreed on the East Road site are not eroded by overly intensive development.

Questions

- 10.53 Is there a need for a policy addressing this issue?
- 10.54 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.55 Do you know of any additional sites that would be suitable for faculty development for Anglia Ruskin University?
- 10.56 Are there any reasonable alternatives that should be considered at this stage?

Anglia Ruskin University student accommodation

- 10.64 Anglia Ruskin University is short of student residential accommodation and is heavily dependent on houses acquired on short leases and on lodging accommodation with local families. Reliance on lodging houses can create pressure on the housing market in Cambridge.
- 10.65 Policy 7/9 in the current Local Plan was very supportive of the development of student hostels for Anglia Ruskin University. This included a provision that if residential developments provided a significant proportion of student hostel accommodation for Anglia Ruskin University, they would not have to provide affordable housing as set out in Policy 5/5. This has been successful in encouraging the provision of further student hostels at locations like the former Cambridge Regional College Brunswick site and the Station Area (CB1). However, only around 10% of the University's 7,500 students are

housed in University controlled hostel accommodation. The University is keen to house as many of its students as possible in purpose built hostels.

- 10.66 There is also a considerable need for affordable housing in Cambridge and we need to consider whether we can afford to lose affordable housing provision in this way.
- 10.67 At the same time, Anglia Ruskin University still has a requirement for student accommodation to 2031. It is losing Bridget's and Nightingale hostels on Tennis Court Road, which were leased from the University of Cambridge. This will result in the loss of 106 bed spaces.
- 10.68 The provision of key worker housing for Anglia Ruskin University is also an issue as members of staff frequently travel long distances to work which is unsustainable.

Option 147 – Anglia Ruskin University – Support for student hostel development with affordable housing exemption

One option would be to leave the current policy towards hostels for Anglia Ruskin University unchanged and roll it forward into the new Plan.

This policy safeguards sites for Anglia Ruskin University on the Proposals Map. If the development of these sites is also providing residential accommodation no requirement for affordable housing is sought under Policy 5/5.

A disadvantage is that developers may seek to avoid affordable housing provision in mixed use schemes by providing student hostels for Anglia Ruskin University instead. This would ultimately lead to a reduction in the level of affordable housing provision.

Option 148 – Anglia Ruskin University – Support for student hostel development but removal of affordable housing exemption

A second option might be to remove the affordable housing exemption clause in Policy 7/9.

A disadvantage of this approach could be fewer hostels coming forward for Anglia Ruskin University, with the associated risk of the University having to rely on head leases on properties in the private housing market, resulting potentially in higher rents for students.

Questions

- 10.57 Is there a need for a policy addressing this issue?
- 10.58 Which of the options do you prefer?
- 10.59 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.60 Do you know of any additional sites that would be suitable for

student hostels for Anglia Ruskin University?

10.61 Are there any reasonable alternatives that should be considered at this stage?

Speculative student hostel accommodation

- 10.69 Current Local Plan policy 7/10 supports the provision of speculative student hostels on sites that have not been allocated in the Local Plan but have become available during the plan period, in view of the student housing shortages. However, the policy includes very few planning criteria to ensure any proposal is tested against the need for such accommodation that it is being provided in a sustainable way.
- 10.70 This restricts such speculative development to full-time students attending Anglia Ruskin University or the University of Cambridge. Concerns have been raised that this is unfair to other legitimate and established education providers in Cambridge such as specialist schools (see section on specialist schools below). A similar policy in the Oxford Local Plan was overruled by the Inspector at the Examination in Public into the Council's Core Strategy on 21st December 2010. The Inspector removed the embargo restricting occupation of such hostels to students attending the two universities in Oxford on the basis that it was inequitable and was discriminating against non-university colleges

Option 149 – Speculative student hostel accommodation – limited to Anglia Ruskin University and the University of Cambridge

One option would be to include a policy that limits speculative student accommodation to Anglia Ruskin University and the University of Cambridge.

Possible criteria could include:

- There is a proven need for student hostel accommodation;
- It is in an appropriate location and reasonably close to the institutions served;
- The site has good public transport links;
- Appropriate management arrangements are in place to ensure students do not keep cars in Cambridge;
- The scale and design of the building is appropriate for the location and would not cause any loss of amenity to adjoining occupiers;
- Rooms and facilities are provided, which are of an appropriate size for living and study;
- The site provides high quality landscaping;
- Parking for bicycles and, if required, cars, is provided at appropriate levels in line with adopted parking standards;

- They provide sufficient external amenity space for the occupiers;
- They are accessible to students/staff with disabilities; and
- They are warden controlled and are designed so as to minimise any potential for anti-social behaviour.

This would be similar to policy 7/10 in the 2006 Local Plan, but would expand the criteria against which sites are assessed before they are given permission.

An advantage of this policy option is that student hostel provision is planned in a more sustainable way and any adverse impacts on neighbours and local residents are minimised.

Option 150 – Speculative student hostel accommodation – widened to include other established educational institutions

A second option could be to include a policy that broadens Option 149 (above). This could also include an occupancy clause, to ensure the accommodation is available to full-time students engaged in courses of an academic year, or more, attending an existing educational establishment providing full-time education in the City of Cambridge.

Such a policy would also be implemented with a series of criteria aimed at minimising amenity impacts and proving need, for example:

- There is a proven need for student hostel accommodation;
- It is in an appropriate location and reasonably close to the institutions served;
- The site has good public transport links;
- Appropriate management arrangements are in place to ensure students do not keep cars in Cambridge;
- The scale and design of the building is appropriate for the location and would not cause any loss of amenity to adjoining occupiers;
- Rooms and facilities are provided, which are of an appropriate size for living and study;
- The site provides high quality landscaping;
- Parking for bicycles and, if required, cars, is provided at appropriate levels in line with adopted parking standards;
- They provide sufficient external amenity space for the occupiers;
- They are accessible to students/staff with disabilities; and
- They are warden controlled and designed so as to minimise any potential for anti-social behaviour and crime.

Such a policy approach would ensure hostel building was more sustainable and matched need. It would also ensure that any increases in the

concentration of students moving into non-student neighbourhoods had an appropriate level of control to prevent amenity problem for neighbours. Other educational institutions attract students to the city who need hostel accommodation and cannot always provide these hostels themselves. To not make such a policy change would result in continued pressure on the local housing market.

Questions

- 10.62 Is there a need for a policy addressing this issue?
- 10.63 Which of the options do you prefer?
- 10.64 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.65 Are there any reasonable alternatives that should be considered at this stage?

Specialist schools

- 10.71 There are a growing number of specialist schools in Cambridge, including language schools, secretarial and tutorial colleges, pre-university foundation courses, crammer schools and tutorial colleges. These schools attract a large number of students and contribute significantly to the local economy. For example, the 22 language schools in the city had a throughput of around 30,000 students in 2009. The number of schools has remained fairly constant over the past ten years as the current Local Plan and previous Plan had restrictions concerning the establishment of new schools. All 22 centres are members of English UK, a national association for accredited language schools. They employ around 330 permanent staff, 749 temporary summer staff and 184 temporary staff during the winter months.
- 10.72 In the last 20 years, there has been a 55% increase in the number of student weeks at Cambridge language schools from 80,000 to 124,000 (2.75%per annum). From 2007 to 2009, the number of student weeks increased from 122,000 to 124,000 (0.83%per annum). The annual load of students is now around 31,000 students. The increase has been mostly in student throughput as opposed to an increase in floorspace. The throughput has increased because students are attending all year round rather than just the summer months. Teaching is being carried out over a longer period of the day, extending into the evenings. The Cluster at 50 Study recognised the contribution that language schools make to the local economy and suggested a review of policy restriction on language schools on the basis of the contribution they make to the local economy which could be as high as £78m per annum.
- 10.73 The type of students attending these specialist schools has also been diversifying from mainly school age children who spend their stay living in family housing to include older students who are undertaking pre-university foundation courses or business people studying English language. These

students may require independent accommodation. This can put pressure on the local housing market in Cambridge, if students are not accommodated in purpose built hostels or in lodgings with host families.

- 10.74 The current Local Plan has a policy which only deals with language schools. However, these are only one type of specialist school, so a future policy would need to extend to include all of the other types of independent specialist schools. The numbers of these have increased from around three in the 1990s to approximately 8-10 currently. Examples include CATS in Round Church Street, Abbey College in Station Road, and Glisson Road, and Bellerby's College in Bateman Street and Manor Community College.
- 10.75 The existing policy 7/11 does not allow for new language schools, but allows an increase in existing facilities of 10% of existing floorspace. The policy has not been very effective because of the way the schools operate; the measure of load is based on student weeks. Using the number of student weeks may be a better way of managing the expansion of language schools and specialist schools as a whole, rather than using floorspace control.
- 10.76 The above proposed policy option of widening speculative student hostel accommodation provision to include occupancy by established educational institutions that have been in Cambridge would be a way of helping to provide for student accommodation for specialist schools and reducing pressure on the housing market in Cambridge.

Option 151 – Specialist colleges such as secretarial and tutorial colleges

One option could be to introduce a new policy to allow tutorial and secretarial colleges to set up and expand where the college provides residential accommodation, social and amenity facilities for any non-local students.

This would fill a gap in current policy provision towards this class of specialist college, which fulfils an educational need for local residents in the Sub-region and would be good for the local economy. Many of these types of institutions are already here and the policy would provide a clearer framework for applications from this sector to be considered.

A disadvantage of such a policy is that it adds to local housing pressures unless it is accompanied by relevant hostel provision.

Option 152 – Language schools

A second option would be to relax the current policy restrictions on permanent language schools expanding their teaching space if they can provide purpose built hostel accommodation to support this growth on or off-site.

An advantage would be investment in the local economy and greater economic benefits for the local economy as a result of the spend by students attending such establishments. Where residents provide host family accommodation, it provides them with an extra source of income and

takes pressure off the open housing market.

A disadvantage which would need mitigating would be the pressure large numbers of students place on the City Centre's streets and open spaces. The schools should be encouraged not to leave students in large groups unsupervised.

Questions

- 10.66 Is there a need for a policy addressing this issue?
- 10.67 Which of the options do you prefer?
- 10.68 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.69 Do you know of any additional sites that would be suitable for student hostels for specialist schools?
- 10.70 Are there any reasonable alternatives that should be considered at this stage?

Tourism

Visitor accommodation/hotel provision

- 10.77 For the purposes of this section the term 'hotels' includes hotels at a range of standards from serviced apartments, aparthotels, budget, 2 star, 3 star, boutique and 4 star hotels. Between them these make up over 70-80% of the total supply of visitor accommodation in Cambridge with guesthouses, B&B accommodation and the colleges who offer accommodation out of term time making up the remainder.
- 10.78 The city has 33 hotels, which provide 2,115 bedrooms. 13 hotels are located in the City Centre providing 949 rooms, eight hotels are located outside the City Centre providing 293 rooms and 11 hotels are located on the city's outskirts providing a further 873 bedrooms.
- 10.79 Over the past few years, the recession in the economy has presented a window of opportunity for new hotel development and new supply has come on-stream, particularly at the budget level. The city's hotel stock is also diversifying with more luxury and boutique hotel offerings, and more recently, serviced apartments.
- 10.80 A consultancy study has been undertaken, entitled 'Cambridge Hotel Futures April 2012', to assess the supply of, and demand for, hotel and short stay accommodation in Cambridge to 2031.
- 10.81 The study shows that there is very strong and continuing market demand for significant new hotel development in Cambridge, particularly in the City Centre and on the outskirts of the city. Depending on how strongly the economy grows and the extent to which new hotels create additional demand, between 900 and 2,000 new rooms will be needed over the next 20 years. These rooms could be delivered as new hotels, as extensions to

existing hotels, or through the re-positioning and redevelopment of existing hotels – or indeed as a mixture of the three approaches.

- 10.82 The performance of existing hotels is exceptional, well above national averages and benchmark figures for other competitor historic towns.
- 10.83 Planning permission has already been granted for around 1,100 rooms in six schemes in and around the city, with proposals for a further 300 rooms yet to be determined. It is not certain that all of these commitments will be actually delivered as the viability of hotel building is finely balanced, particularly where residential land values are so high.
- 10.84 The high growth forecasts to 2031 suggest that a further 370, 4 star and boutique hotel bedrooms are needed in the City Centre over and above existing commitments. A further 140 bedrooms are needed in the 3 star category in the City Centre. If the hotels proposed in North West Cambridge and at Addenbrooke's are approved and come forward no more 3 or 4 star hotels are needed in the outer city area to 2031. Budget hotels look to be adequately catered for with existing commitments. A small growth in serviced apartments looks likely.
- 10.85 Hotels have an important role to play in both supporting and adding value to the tourism sector and the wider business development of the city. There is a need to plan proactively for an increase in the city's hotel supply to meet the anticipated further growth in hotel demand from business and leisure tourist markets.
- 10.86 The current plan policy towards hotels includes no quantum of rooms needed, with no indication of the type of new hotel rooms required and no locational strategy for hotel development. The NPPF says that local planning authorities should encourage sustainable development and should positively seek opportunities to meet the development needs of their area.

Option 153 – Additional hotel provision based on a high growth scenario of around 2,000 new bedrooms

One option would be to plan for around 2,000 new hotel bedrooms being provided by 2031 by replacing the current policy with a new one which manages and monitors the future supply of hotel provision to ensure that sufficient numbers of new hotels bedrooms come forward at the levels required in the market.

Leaving delivery for the market to decide may mean we do not get the right sort of hotel provision in future or we will not get the best fit with key sites and types of hotel in greatest demand. A good proportion of this level of provision is already committed by way of existing planning permissions, although this does not necessarily mean these schemes will be delivered.

The above demand-led growth projections do not include any supply-led growth generated by new and existing hotels through their brand strength, marketing promotions or generated as a result of the enhanced conference facilities being planned at the Science Park, Addenbrooke's and North West

Cambridge. It may not be appropriate to use this figure as a cap on overall hotel development. Flexibility may be needed in the application of any policy.

Under-provision in the city will also lead to visitors staying outside the city, more day-trippers, and will add to congestion and potentially adverse impacts upon local quality of life without bringing wider economic benefits to the city.

Option 154 – Additional hotel provision based on a medium growth scenario of around 1,500 new bedrooms

A second option would be to plan for a more modest growth of around 1,500 new hotel bedrooms to 2031, replacing the current policy with a new one which manages and monitors the future supply of hotel provision to ensure sufficient numbers of new hotels bedrooms come forward at levels required in the market.

Current proposals with planning permission or in the planning process, if delivered, would meet this level of future demand. This option would not however provide sufficient flexibility to improve the current mismatch in type of supply and demand. Nor would it take into account supply-led growth generated by existing and planned hotel provision.

Under-provision in the city will also lead to visitors staying outside the city, more day-trippers, and will add to congestion and potentially adverse impacts upon local quality of life without bringing wider economic benefits to the city.

Questions

- 10.71 Is there a need for a policy addressing this issue?
- 10.72 Which of these options do you prefer?
- 10.73 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.74 Do you think hotel development should be further encouraged?
- 10.75 Are there any reasonable alternatives that should be considered at this stage?

What types of new hotels are needed and where should they be located?

- 10.87 It is preferable to locate new hotels in the City Centre, which is the most environmentally sustainable location and where there is identified demand for boutique hotels and a large luxury 4 star or 5 star hotel. There is, however, a lack of suitable sites in the City Centre. High site and development costs in the City Centre are also leading to the development of larger hotels, which might not be the most appropriate scale for the sensitive historic core. There is also intense competition from alternative uses for City Centre sites.

- 10.88 The City Centre remains the most desirable location for new hotel provision. Hotels fall within the definition of main town centre uses in the NPPF. (paragraph 23). The NPPF also advocates that a range of sites are identified to meet the scale and type of leisure and tourism needs in town centres. However, there are also a number of other priority locations on the edge of the City Centre and on the outskirts of the city, which are linked to drivers of demand, including travel nodes, businesses and centres of employment.
- 10.89 Only one option has been put forward as to not focus development on the City Centre and priority locations would not represent a reasonable alternative in the light of national planning policy.

Option 155 – Location of new hotels

This option would allow for the development of a policy to identify the City Centre as a primary location for new hotel development, particularly to provide new boutique provision and possibly a 4 or 5 star hotel. Potential City Centre locations include:-

- Shire Hall, possibly for a 5 star hotel if the site became available;
- Mill Lane as part of the area to be redeveloped under the existing Old Press/Mill Lane Supplementary Planning Document;
- Other locations should they become available e.g. the Guildhall.

Direct other new build hotels to other priority locations at: -

- CB1 – a 4 star hotel – existing commitment and possibly a 3 star or one more budget hotel
- Cambridge Business Park/Science Park - existing commitment
- Addenbrooke's - existing commitment
- North West Cambridge - existing commitment
- Cambridge Airport in the longer term

A strong evidence base would be required to support hotels in other locations.

All applications would need to be supported by traffic impact assessments and car parking plans. New hotels should also encourage their guests to use sustainable forms of travel to reach the city and travel around once here.

Such a policy would guide new hotel development to the most sustainable locations and would reduce the need to travel in focusing some new hotel development on business areas. The policy should also clarify the extent of the City Centre.

Planning permission has already been granted or may be granted shortly for sufficient hotels in most of the above locations, apart from the City Centre and Cambridge Airport.

Questions

- 10.76 Is there a need for a policy addressing this issue?
- 10.77 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.78 Do you know of any additional locations that would be suitable for hotel provision and why they are justified?
- 10.79 Are there any reasonable alternatives that should be considered at this stage?

Upgrade and conversion of suitable City Centre properties to hotels

- 10.90 One option to deliver future hotel potential is through repositioning/rebranding, redevelopment and extension of existing hotels. Several hotels have identified an interest in doing this, by moving from 3 to 4 star or repositioning as a boutique hotel.
- 10.91 Internal upgrades or rebranding may not require planning permission and a number of other policies in the plan deal with extensions and other external changes to the appearance of buildings.
- 10.92 Whilst some of the requirement may be able to be met in this way there is likely to be a requirement for further sites and conversion opportunities to fully satisfy the predicted demand, particularly in the City Centre where land is in short supply. Including a policy aimed at easing the upgrade of existing hotels and the conversion of suitable properties to hotels would seem a reasonable option for the new plan.
- 10.93 Given the shortage of land and the difficulty of finding hotel sites in the City Centre, the following policy option has been put forward as the only reasonable alternative.

Option 156 – Support the development of existing City Centre hotels and conversion of suitable City Centre properties to hotels

This option would allow for the development of a policy to support the conversion and upgrade of existing hotels and other premises for hotel uses in the City Centre.

With no easily identifiable sites in the City Centre, this policy is vital to help to deliver some of the gaps identified in current and planned provision. Conversion is likely to be one of the most realistic ways forward. There will be pressure from higher value uses on any suitable properties that come forward so the inclusion of a favourable policy would help to meet these gaps.

An explicit criteria based policy would therefore seem appropriate.

Possible criteria might include:

- Located on frontages of main roads or areas of mixed use with easy access to good public transport;

- The properties are unsuitable for single family accommodation e.g. large houses with five or more bedrooms;
- Scale of development is compatible with adjoining uses;
- The premises provide safe access to the highway;
- Car and cycle parking to the Council's standards can be provided; and
- There is no loss of amenity for adjacent residential uses.

Questions

- 10.80 Is there a need for a policy addressing this issue?
- 10.81 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.82 Are there any reasonable alternatives that should be considered at this stage?

Serviced apartments

- 10.94 A new generation of serviced accommodation that combines an element of self-catering with some hotel-style service is causing a blurring of the boundaries between uses in planning terms. These types of premises are generally intended to service extended stay corporate and university markets. They may, however, let units for shorter stays to business and leisure markets.
- 10.95 They fall into four main categories:
- All suite hotels (C1 hotel use);
 - Aparthotels/apartment hotels (C1 hotel use);
 - Purpose built serviced apartment blocks (C1 hotel use); and
 - Residential apartments let as serviced apartments by letting agencies (C3 use).
- 10.96 Suite hotels, apartment hotels and serviced apartments can be let on a daily short-term basis, but may be subject to a three night minimum stay. They usually have a reception and hotel-style booking facilities.
- 10.97 If C3 residential units are subsequently let as serviced apartments, there is no planning distinction between the uses and they would not have occupancy conditions. Distinctions are further blurred within some residential blocks where some apartments are let for corporate and tourism clients and others are not.
- 10.98 Residential apartments may be operated as service apartments for variable periods depending on the owner's intentions. They may therefore not remain as serviced apartments on a permanent basis. Requiring a change of use may be difficult for the Council to enforce under current planning legislation.

- 10.99 In an area of high housing demand with large elements of Affordable Housing being negotiated, the further erosion of market stock in this way is not a desirable planning outcome.
- 10.100 It should also be recognised that residential apartments that are let as serviced apartments for extended corporate stays are competing in the residential lettings market as much as in the hotel market.
- 10.101 Three options have been put forward to either treat serviced apartments as hotels and restrict permanent occupation of the premises as residential units or to develop a policy which prevents the change of use of permanent residential accommodation to a use for short term letting whether as serviced apartments or not.

Option 157 – Treat serviced apartments as hotel uses

One option could be to develop a policy for serviced apartments and aparthotels and make it clear they are being treated as a hotel use and restricting permanent occupation.

There may be legal difficulties in treating them as hotels under current planning legislation.

Option 158 – Prevent the change of use of newly built permanent residential accommodation to a use for short term letting

A second option could be to develop a policy which prevents change of use from permanent residential accommodation to a use for short term letting, whether serviced apartments or not, and impose conditions on the granting of any residential planning consent.

This option may be more practical and would require future serviced apartments to make bespoke planning applications rather than simply convert premises built as residential accommodation. Given the pressure on all development land, it may be more appropriate to have a policy that requires explicit applications for these uses.

Option 159 – Consider using licensing to regulate serviced apartments rather than planning policy.

A third option could be to encourage the use of licensing to control any erosion of residential apartments by changes in use to serviced apartments.

In some cases, serviced apartments may only be operating on a short-term basis with renewable agreements with operators. The time involved in securing planning permission may mean it is impractical. There are also issues as to whether such a change constitutes development under planning legislation.

Where only a proportion of apartments in a block are being let, it may become cumbersome to use the planning system to control these uses.

On balance, a more practical solution would probably be to seek to control

such provision through some sort of licensing system.

Questions

- 10.83 Is there a need for a policy addressing this issue?
- 10.84 Which option do you prefer?
- 10.85 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.86 Are there any reasonable alternatives that should be considered at this stage?

Hotel and guest house retention in the City Centre

10.102 Given the strong demand for central sites from many other residential, leisure and business uses, and the lack of suitable new sites for hotels, the existing supply of hotels and guest houses in the City Centre is very valuable. There are strong arguments to retain such accommodation in the face of the difficulties in finding new sites and the attraction of converting to higher value uses. The current Local Plan's policy resists the loss of hotels and guesthouses other than to residential use. This is, however, the very use that is likely to be the most attractive alternative for hotel and guesthouse owners.

Option 160 - Retention of hotels in the City Centre

One option could be to include a policy, which would protect existing hotels and guesthouses in the City Centre to prevent losses to other uses.

This could include relevant viability and marketing checks.

With the enhanced budget hotel supply, some guest houses and small hotels may be seeking to exit the market. The policy would need to have some flexibility to deal with this, if they are less well located or poorer quality, and it can be demonstrated that they have no viable future as a hotel or guesthouse operation.

Option 161 - Do not include a policy to retain hotels in the City Centre

A second option could be to not include a policy on this area and let the market decide.

This could however lead to pressures for existing hotels and guest houses to exit the market and sell premises for higher value uses such as residential uses.

It would lead to further difficulties in finding new sites and diminish the supply of visitor accommodation and lead to more visitors staying outside the city.

Questions

- 10.87 Is there a need for a policy addressing this issue?
- 10.88 Which option do you prefer?
- 10.89 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.90 Are there any reasonable alternatives that should be considered at this stage?

Visitor attractions

- 10.103 The Council's policy is to encourage the sustainable development of tourism in the city. The Council recognises that a range of attractions and facilities are important to improve the quality of the visitor experience, but also sees the need to protect the quality of life of people who live here. The main purpose of any tourist development should be to assist in the interpretation of the city, not to attract significantly more visitors to Cambridge.
- 10.104 The current Local Plan's existing policy towards visitor attractions aims to maintain, strengthen and diversify the range of visitor attractions if they are well related to the cultural heritage of the city.
- 10.105 Attractions that draw visitors beyond the City Centre attractions are encouraged.

Option 162 – Visitor attractions policy

This option would mean the retention of the current policy towards visitor attractions. It would be improved within the new plan to better manage tourist numbers and encourage the development of alternative attractions throughout the Sub-region.

Such a policy would need to ensure these attractions are accessed by sustainable modes of transport.

Questions

- 10.91 Is there a need for a policy addressing this issue?
- 10.92 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 10.93 Should more visitor attractions be developed?
- 10.94 Are there any reasonable alternatives that should be considered at this stage?



Chapter 11

Promoting Successful Communities

CHAPTER 11 – PROMOTING SUCCESSFUL COMMUNITIES

- 11.1 Cambridge's role as a Sub-regional centre extends beyond its retail offer. It has a wide range of leisure, sporting and cultural facilities, which are used extensively by residents and visitors alike.
- 11.2 The NPPF recognises the role that the planning system has to play in promoting social interaction and creating healthy, inclusive communities. Cambridge, with its many multi-functional spaces and areas of open space, offers residents an attractive environment in which to participate in a range of outdoor activities. Indoor sports facilities and other recreational activities also support health and well-being, and create more vibrant and lively local centres. The promotion of inclusive communities is assisted by multi-purpose community centres and other community facilities. These also increase the chance for their users to experience a variety of activities and meet people.
- 11.3 The city has a wide range of cultural events and institutions, ranging from annual events such as the Cambridge Folk Festival and the University of Cambridge's Science Festival to a number of well-established museums and theatres.
- 11.4 This section addresses the policy options related to open space and recreation and leisure, arts, cultural and community facilities. These form important elements in ensuring that Cambridge is a vibrant and socially inclusive city, with a high quality of life for all residents.

STRATEGIC PRIORITY

Option 163: A green and pleasant city with vibrant and culturally diverse neighbourhoods

To protect, enhance and provide open spaces, community facilities, leisure and recreation, arts and other cultural facilities in Cambridge to create vibrant, inclusive and thriving communities, which retain the character and appeal of Cambridge as a place to live, study, work and visit.

Key facts

- A total of 305 protected open spaces have been identified in the city covering approximately 744 hectares¹; 395 hectares are private and 349 hectares have public access.
- Protected open spaces include such spaces as: allotments, amenity green spaces, cemeteries, churchyards, civic spaces, areas specifically for children and young people, natural and semi-natural green spaces, outdoor sports facilities, parks and gardens.
- Cambridge has slightly above the national average provision of sports halls.²

¹ Open Space and Recreation Strategy 2011, (Cambridge City Council)

² Cambridge City Council Sports Strategy 2009 – 2013

- Cambridge has the following:
 - o Three cinemas with a total of 20 cinema screens³;
 - o Two theatres and five concert halls/performing arts venues;
 - o Nine fitness clubs (with two additional clubs north of the city boundary);
 - o Three nightclubs;
 - o Three snooker / pool halls;
 - o One Tenpin bowling facility; and
 - o One soft play facility.
- The city has a wide range of health facilities including doctors' surgeries and dentists. Addenbrooke's Hospital is the main local hospital for most of the sub-region (excluding Huntingdon). It is also the regional specialist centre for East Anglia and a centre of clinical education and biomedical research.
- There are approximately 16 public halls⁴, including church halls in Cambridge.
- Cambridge has 11 museums; 18 community centres; six public libraries; and 76 places of worship.
- Two new libraries will be delivered through existing plans in Cambridge's urban extensions.

Objectives

- To protect and enhance the quality and type of the city's open spaces and to provide new open spaces and recreational facilities in accessible locations to meet the increased demand associated with the growing city;
- To protect and enhance the city's recreation and leisure facilities to serve the growing needs of Cambridge;
- To ensure that Cambridge is a healthy and socially inclusive community with a broad range of community facilities serving the needs of everyone. Existing community facilities will be protected and, where appropriate, enhanced; and
- To encourage the sustainable development of arts and cultural facilities in Cambridge in order to meet the needs of the growing city.

Protection and enhancement of existing open spaces and recreation facilities

³ Cambridge Sub-Region Retail Study, Vol. One: Report and Plans, October 2008

⁴ A building used for public gatherings, social events and other recreational activities. These facilities are normally only able to accommodate one activity at a time.

- 11.5 Open spaces, regardless of ownership, are a key aspect of high quality urban environments and are fundamental to the character of the city. In addition to having an important role to play in the streetscape, these areas provide people with a place to relax and socialise as well as encouraging healthier lifestyles by providing opportunities for sport and informal play. They also provide important opportunities to support a wide range of city wide strategies, including biodiversity, climate change, green infrastructure, surface water management and flood risk prevention.
- 11.6 An essential part of Cambridge's character stems from the relationship between the city's buildings and open spaces, with many of the larger open spaces linked by the River Cam. Many of the open spaces in Cambridge link together to form an extensive green network, with frequent juxtaposition of public and private spaces of different sizes and functions. The transition between the relative peace and space of the open spaces and the bustle and intimacy of the densely packed city streets is very marked. These areas can create many positive aspects to the local environment by supporting sporting activities, improving the character and appearance of an area and creating more pleasant and desirable neighbourhoods. These qualities are highly valued by residents, workers and visitors; they are fragile, finite and irreplaceable, and should be safeguarded.
- 11.7 The River Cam running through the city forms a key component of many of the larger open spaces in Cambridge. Commons, College grounds and amenity green space sit alongside the river and form a green link that runs through the city. The multi-functional nature of the River Cam in terms of recreational activities (including punting, swimming, canoeing, sailing and rowing), biodiversity and floodwater management makes it a very important asset. It is essential for any new development along the riverbanks to respect the character and appeal that the River Cam affords Cambridge.
- 11.8 The NPPF recognises the role that access to high quality open space and opportunities for sport and recreation plays in the health and wellbeing of communities. It sets out the need for planning policies to protect open spaces to be based on robust and up-to-date assessments of the needs for open spaces, sports and recreation facilities. The Council updated its Open Space and Recreation Strategy in 2011, including the assessment of all Protected Open Space in the city. This assessment forms the basis for future policy development. The NPPF introduced a supplementary designation - Local Green Space - for green areas of particular importance to local communities. No guidance has been provided on this but the Council will look into this as the Local Plan is progressed.
- 11.9 Only one option has been put forward for policy development. The city's network of open spaces has a vital role to play in the health and wellbeing of the community, bringing wider economic and environmental benefits. The policy approach outlined below is considered to be in accordance with the requirements of the NPPF.

Option 164 – Protection of open space

This option would allow for the continuation of the Council's current policy position of protecting open spaces important for environmental and/or recreational reasons. Where a site is protected for environmental reasons, development would not be allowed which would harm the character of, or lead to the loss of the open space. Where a site is protected for recreation reasons only, development that leads to the loss of the open space will only be permitted when it can be satisfactorily replaced elsewhere. Open spaces protected under this policy would include:

- Areas designated as Green Belt on the proposals map;
- Areas designated as protected open space on the proposals map or designated as a Local Green Space;
- Areas assessed as meeting the criteria for protection in the Open Space and Recreation Strategy 2011; and
- Other areas that meet at least one of the criteria for protection (see Appendix F).

The advantage of this policy approach is that it would protect open spaces, while allowing some flexibility where the qualities of the site can be satisfactorily replaced.

All designated areas of open space to be protected have been subject to detailed assessment as required by the NPPF.

Questions

- 11.1 Is there a need for a policy addressing this issue?
- 11.2 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 11.3 Are there any other reasonable alternatives to this option?

Provision of new open spaces and recreation facilities

- 11.10 The provision of open space to meet the needs of new development is important to ensure that existing open spaces do not become overused. It is also an integral element of the high quality of new development being sought as part of chapter 7 (Delivering High Quality Places).
- 11.11 The adopted Open Space and Recreation Strategy 2011 recommends that the current Open Space and Recreation Standards should continue to be applied to new residential development with the following amendments:
- For informal open space, the standard is raised from 1.8 hectares per 1,000 people to 2.2 hectares per 1,000 people; and
 - The allotment standard is applied to all residential development and not just in the urban extensions (as in the 2006 Local Plan).
- 11.12 These changes are based upon a survey of existing provision of informal open space, within the Open Space and Recreation Strategy 2011. The rise in

population associated with the new developments will generate the need for new informal open space provision and these new standards seek to ensure adequate provision for new development.

- 11.13 A study by Ashley Godfrey Associates for the Council examined allotment standards and provision in different cities and compared them with Cambridge. Existing provision of allotments in Cambridge is 0.38 hectares per 1,000 people. Applying the standard of 0.4 hectares per 1,000 people will help spread the provision of allotments across the city, and combined with changes to the management of allotments will help reduce waiting lists.
- 11.14 Concern over the application of policy 3/8 (Open Space and Recreation Provision Through New Development) and the issue of seeking on site provision has been raised as an issue, especially in areas where there is a deficiency in open space.
- 11.15 The Open Space and Recreation Strategy 2011 confirmed that on site provision should be provided as part of new developments. This document also identified a number of wards that either have relatively lower quality open spaces (Arbury, Cherry Hinton, Coleridge, East Chesterton, King's Hedges, Market, Petersfield and Romsey) or have large deficiencies in publicly accessible open space compared with the local population (Castle, Newnham, Petersfield, Queen Edith's, Romsey, Trumpington, West Chesterton).
- 11.16 Whilst the quality of open spaces can be improved with further investment, new areas of open space are also required to mitigate against the impact of additional residential development in the city, particularly in those areas with existing deficiencies in provision. In areas where a deficiency in open space has previously been identified, on-site provision of open space should be the norm within new residential developments. Financial contributions, in lieu of new provision, will only be acceptable where it is clearly not physically or financially viable to provide the open space required on-site and in exceptional circumstances
- 11.17 A number of options are presented below, which consider ways in which new open space and recreation facilities can be provided as part of new development.

Option 165 – Update the standards in line with the Open Space and Recreation Strategy (2011)

One option could update the current standards for provision of open space and recreation facilities in new development to take into account the recommendations of the Open Space and Recreation Study 2011. The new standards would be:

- Outdoor sports facilities: 1.2 hectares per 1,000 people;
- Indoor sports facilities: One sports hall per 13,000 people and 1 swimming pool per 50,000 people;

- Provision for children and teenagers: 0.3 hectares per 1,000 people;
- Informal open space: 2.2 hectares per 1,000 people; and
- Allotments: 0.4 hectares per 1,000 people.

Currently, the allotment standards only apply to development in the urban extensions. This option proposes to amend this so that the allotment standards are applied to all new residential development in Cambridge.

Provision is sought on site as appropriate to the nature, location and scale of the development. Further guidance is provided in Appendices G and H.

The advantage of this policy approach is that these changes are based on an up to date evidence base that indicates a rise in the estimated population of Cambridge and a need to increase the quantity of informal open space that serves both local residents and visitors from outside Cambridge.

However, this approach is that the policy may affect the economic viability of new development.

Option 166 – Maintain the current standards for open space and recreation provision

A second option could continue with the current standards for provision of open space and recreation facilities in new development as set out in the 2006 Local Plan. The current standards are:

- Outdoor sports facilities: 1.2 hectares per 1,000 people;
- Indoor sports facilities: one sports hall per 13,000 people and 1 swimming pool per 50,000 people;
- Provision for children and teenagers: 0.3 hectares per 1,000 people;
- Informal open space: 1.8 hectares per 1,000 people; and
- Allotments: 0.4 hectares per 1,000 people (applicable to large urban extensions only).

Provision is sought on site as appropriate to the nature, location and scale of the development. Further guidance is provided in Appendices G and H.

The advantage of this policy approach is that by maintaining existing standards open space would continue to be provided through new development and that developers would not have additional financial and physical demands placed upon their schemes, with their associated impacts on viability.

However, this approach is such that the policy would not necessarily meet the needs of Cambridge and would not be in keeping with the Council's evidence base.

Questions

- 11.4 Is there a need for a policy addressing this issue?
- 11.5 Which of the options do you prefer?
- 11.6 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 11.7 Are there any other reasonable alternatives that should be considered at this stage?

- 11.18 Within the existing built up area of Cambridge, there are limited opportunities for creating new open space except on new development sites. Therefore some on site provision should be made on most housing sites. The optimum use of existing open space must be made, and opportunities must be sought to improve existing spaces and address deficits. Opportunities to link new and existing areas of open space to the city's green infrastructure should be explored where possible.

Option 167 – On-site provision

This option would, in accordance with the agreed standards, ensure the on-site provision of open space as appropriate to the nature and location of development. Where it is not possible to provide on-site provision, off-site provision will be agreed by means of financial contributions.

Provision will be sought on site as appropriate to the nature, location and scale of the development. Further guidance is provided in Appendices G and H.

The advantage of this policy approach is that it would strengthen the wording of the current policy, remove confusion as to which is the most appropriate (on site or financial contributions) and lead to the delivery of new open spaces.

Questions

- 11.8 Is there a need for a policy addressing this issue?
- 11.9 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 11.10 Are there any other reasonable alternatives that should be considered at this stage?

- 11.19 New provision for open spaces should relate to the context of the site and the needs of local people. Appendix H provides guidance on where provision should be made and opportunities sought for the different types of provision. This appendix explains where different types of provision should be located, for example within smaller housing sites, within established open space, within existing built up areas, in urban extensions or within the Green Belt.

Protection of existing leisure facilities

- 11.20 Cambridge's role as a sub-regional centre encompasses a wide range of leisure, sporting and cultural facilities, which are used extensively by residents and visitors alike. Whether visiting the Fitzwilliam Museum, the Cambridge Leisure Park, using the British Film Institute archive at Cambridge Central Library or participating in an impromptu kick-about on Parker's Piece, Cambridge has something for everyone.
- 11.21 Leisure facilities can enhance people's lives by providing cultural and sporting activities supporting people's health and well-being. Furthermore, leisure facilities support the vibrancy and vitality of the city. However, there are often pressures to redevelop leisure facility sites for higher-value uses, including residential uses. The effect of the closure of leisure facilities, either public or private, will limit the range of available cultural and sporting activities and have a negative impact on the lively nature of Cambridge. There will also be increased pressure on other existing leisure facilities, leading to overcrowding.
- 11.22 The compact form of Cambridge helps minimise the need for people to travel to access local services such as leisure facilities. It is therefore important that existing facilities are retained and renovated, where possible, and they continue to serve the needs of both local residents and visitors to the city. Leisure facilities should therefore be allowed to adapt to changing lifestyles while retaining their leisure function. Any future policy should also allow some flexibility to take advantage of opportunities to relocate an existing facility with improved access.
- 11.23 In accordance with the NPPF, the following option has been put forward as an appropriate way of protecting leisure facilities while allowing these premises to adapt to changing lifestyles and needs:

Option 168 – Protection of existing leisure facilities

This option would involve developing a criteria based policy to protect existing leisure facilities. These criteria could include:

- The need for facilities to be replaced to at least their existing scale and quality within the new development;
- The relocation of the facility to another appropriate location with similar or improved accessibility for its users; and
- The leisure facility could be lost only if it can be demonstrated there is no longer a need for the leisure facility in the area.

Leisure facilities need to be protected to retain the vibrancy and vitality of a growing city. However, some flexibility is also required to allow their redevelopment or relocation without affecting leisure provision.

Relevant evidence to demonstrate a leisure facility is no longer needed will come from:

- Up to date studies, including a local needs survey;

- 12 months marketing of the facility for leisure use;
- Details of spare capacity in alternative facilities and how remaining uses will cope with displaced users; and
- The accessibility of alternative facilities.

The marketing exercise should include extensive advertising. Both freehold and leasehold options should be made available without restrictive covenants preventing re-use as a leisure facility and potential competitors are not excluded.

All details of offers should be provided together with full reasons as to why any offer has not been accepted. The facility should only be marketed at an appropriate value agreed by the Council and an independent assessor for its existing purpose, i.e. a leisure facility.

Where an applicant is seeking to prove that the operation is no longer economically viable, full financial evidence produced by a suitably qualified independent assessor must be presented which clearly demonstrates that the premise is no longer capable of making a reasonable profit as an alternative leisure facility.

The advantage of this policy approach is that it would provide sufficient safeguarding of existing leisure facilities while still allowing for the relocation and modernisation of the premises in a more accessible location, minimising journey lengths. This approach also builds upon the current Local Plan policy 6/1.

However, this approach could also delay the delivery of alternative facilities.

Questions

- 11.11 Is there a need for a policy addressing this issue?
- 11.12 What criteria should be used to judge whether a leisure use could be lost?
- 11.13 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 11.14 Are there any other reasonable alternatives that should be considered at this stage?

New leisure facilities

- 11.24 As Cambridge grows, demand for leisure facilities will increase. Proposals for new and improved leisure facilities that enhance the range, quality and access to such facilities will be supported.
- 11.25 It is important that adequate leisure provision, based upon local need is provided in locations that minimise journey lengths. This will mean the capacity of existing leisure facilities will need to increase (without affecting the local amenity). Growth within the city and in new urban extensions will

need to minimise their impact on leisure provision by contributing to new facilities.

- 11.26 In accordance with the NPPF, the following option has been put forward as an appropriate way of addressing the issue of how to provide new leisure facilities.

Option 169 – New leisure facilities

This option would allow for the development of a policy of supporting new leisure facilities that:

- Improve the range, quality and accessibility to facilities;
- Are of an appropriate scale to the locality; and
- Do not have a negative impact on the vitality and viability of the city Centre.

Detailed policy site selection criteria would also be required to ensure compatibility with neighbouring uses and suitable access.

Where sports facilities are provided through educational development, community use may be sought through planning obligations.

The advantage of this policy approach is that it would protect the city Centre and improve the quality and range of leisure facilities available, while considering their impact on the built environment. This approach also builds upon the current Local Plan policy 6/2.

Questions

- 11.15 Is there a need for a policy addressing this issue?
- 11.16 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 11.17 Are there any other reasonable alternatives that should be considered at this stage?

Community facilities

- 11.27 Cambridge has a wide range of community facilities, which offer a range of essential services to the city's residents. These facilities include 23 day nurseries, 23 primary schools, six secondary schools, 12 independent schools, seven council-run community centres and 76 places of worship; all of which serve a diverse city where a large number of different faiths practice.
- 11.28 Community facilities, regardless of ownership are a key element of successful and socially active communities. These premises can vary in size and shape and provide local people with an important venue to conduct many different community activities, including social gatherings, religious services, and activities for young and elderly people. Successful community facilities are often those that can support different activities at the same time, increasing

the chance of people to meet other community members with whom they might otherwise never socialise.

What are community facilities?

- 11.29 Community facilities support community activities and can be both residential and non-residential institutions (C2 and D1 categories of the Use Class Order). Examples of these facilities include hospitals, nursing homes, residential care homes, some education facilities, childcare provision, children's centres, further education, specialist clinics, complementary healthcare, medical centres, dentists, public halls, church halls, community centres, libraries, crèches, emergency service facilities, court buildings and places of worship.
- 11.30 Other facilities that support community activities, not in Use Class C2 or D1, could be considered as a community facility, for example public houses. Language schools and tutorial colleges, while education facilities, are not defined as community facilities. The universities are also not defined as community facilities.

Questions

- 11.18 Do you agree with this definition of community facilities?
- 11.19 Have we missed out any community facilities?
- 11.20 Are there any other reasonable alternatives that should be considered at this stage?

Protection of existing community facilities

- 11.31 Community facilities are vital to the quality of life of the communities they serve, providing a variety of services that are valued by residents. It is important that existing community facilities are retained, and where possible improved, to ensure they meet the needs of the local community. Community facilities can come under pressure from redevelopment for higher value uses. This loss, if not properly managed can lead to a shortage of suitable community facilities and lead to overcrowding in remaining facilities.
- 11.32 In accordance with the NPPF, the following option has been put forward as an appropriate way of addressing the issue of how to retain community facilities while allowing these premises to adapt to changing needs:

Option 170 – Protect existing community facilities

This option would allow for the development of a policy of protecting community facilities from re-use or redevelopment for alternative uses unless:

- The facility is replaced on site; or
- The facility is relocated to an alternative but equally accessible site.

- The facility could be lost only if it can be demonstrated there is no longer a need for a community facility in the area.

Community facilities need to be protected to support cohesive and active communities in a growing city. However, some flexibility is also required to allow their redevelopment or relocation without affecting their provision.

Where a facility is replaced on site, enabling development (e.g. residential units) could help fund improvements to the facility.

Relevant evidence to demonstrate a community facility is no longer needed will come from:

- Up to date studies, including a local needs survey;
- 12 months marketing of the facility for community use;
- Details of spare capacity in alternative facilities and how remaining uses will cope with displaced users; and
- The accessibility of alternative facilities.

The marketing exercise should include extensive advertising. Both freehold and leasehold options should be made available without restrictive covenants preventing re-use as a community facility and to ensure that potential community groups are not excluded.

All details of offers should be provided together with full reasons as to why any offer has not been accepted. The facility should only be marketed at an appropriate value agreed by the Council and an independent assessor for its existing purpose, i.e. a community facility.

The advantage of this policy approach is that it would provide sufficient safeguarding of existing community facilities while still allowing for the relocation and modernisation of the premises in a more accessible location, minimising journey lengths. This approach also builds upon the current Local Plan policy 5/11.

However, this approach could delay the timely delivery of alternative facilities with layers of bureaucracy that prove the lack of demand for the existing facilities.

Questions

- 11.21 Is there a need for a policy addressing this issue?
- 11.22 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 11.23 Are there any other reasonable alternatives that should be considered at this stage?

Public houses

- 11.33 Public houses can play a crucial role in maintaining the vibrancy and vitality of local neighbourhoods, helping to foster and maintain community spirit and give a sense of identity to an area. Not only do they provide valuable services for visitors to the city, they also help create and sustain Cambridge's character and appeal as a place to live, work, visit and study.
- 11.34 In recent years, the number of public houses in Cambridge has fallen from 111 to 86⁵. Some have closed simply due to the general market decline in the pub trade while others have been converted into residential units or student accommodation, a process that requires planning permission. Many have also become restaurants, a process that does not require planning permission, subject to Environmental Health considerations.
- 11.35 The need to retain public houses is highlighted by the recent Portas Review, as previously mentioned in this document, which supports the need to encourage both economic and community life back into our high streets so they become once again destinations for socialising, culture, health, well-being, creativity and learning.
- 11.36 Public houses are now considered community facilities in accordance with the NPPF. However, with the loss of approximately 20 public houses in recent years, various options now need to be considered to safeguard the remaining public houses.
- 11.37 In accordance with the NPPF, the following options have been put forward as appropriate ways of addressing the issue of how to protect public houses.

Option 171 – Public houses: Market led approach

One option could be to continue with the Council's existing approach, where public houses in Cambridge are not protected by any specific local planning policy.

Public houses are closing for a variety of reasons (the smoking ban, pub company debt, people going into the City Centre, cheap alcohol availability in supermarkets, or people staying at home) and trying to protect public houses may be a futile exercise because they are simply no longer viable in the changing market.

The continued loss of public houses to high valued uses is in part due to the constraints on new housing development.

Option 172 – Protection for all public houses

A second option could be to develop a policy that protects all public houses from redevelopment to alternative uses.

This will ensure that all public houses are not converted to higher value uses. However, this option cannot prevent the loss of public houses into

⁵ Cambridge Public House Survey (2012)

restaurants (because this change does not require planning permission), subject to Environmental Health considerations. A restaurant can then apply for planning permission for conversion into residential development or student accommodation, avoiding policy protection granted to public houses.

It is important that a balanced and flexible approach is adopted to allow these premises to adapt to changing lifestyles and market conditions.

This approach may not guarantee complete protection of public houses because they could simply become a restaurant before changing into an alternative use. In a declining market the policy would potentially be too restrictive, as genuinely redundant public houses could remain empty affecting an area's vitality and vibrancy.

Option 173 – Safeguarding public houses (see full list in Appendix I).

A third option could be to develop a policy which could protect all public houses from redevelopment to alternative uses unless the premises were demonstrably not viable for use by another public house operator, as a community facility or a use falling within the 'A' use class.

This option would provide a criteria based policy that protect public houses from redevelopment for alternative uses unless:

- The facility is replaced on site; or
- The facility is relocated to an alternative but equally accessible site.
- The facility could be lost only if it can be demonstrated there is no longer a need for the public house in the area.

Relevant evidence to demonstrate a public house is no longer needed will come from:

- Pre-application consultation with local residents;
- Evidence that alternative diversification of the public house (i.e. the introduction of food) has been proved to be economically unviable;
- 12 months marketing of the facility for as a public house, a community facility or other 'A' use class; and
- The accessibility of alternative public houses.

The marketing exercise should include extensive advertising. Both freehold and leasehold options should be made available without restrictive covenants preventing re-use as a leisure facility and to ensure that potential competitors are not excluded.

All details of offers should be provided together with full reasons as to why any offer has not been accepted. The facility should only be marketed at an appropriate value agreed by the Council and an independent assessor for its existing purpose, i.e. a leisure facility.

Where an applicant is seeking to prove that the operation is no longer economically financially viable, full financial evidence produced by a suitably qualified independent assessor must be presented which clearly demonstrates that the premise is no longer capable of making a reasonable profit as a public house.

The advantage of this policy approach is that it would provide sufficient safeguarding of public houses. The policy approach is also flexible because it tests the market in a fair manner and allows for its loss when it can be proved beyond reasonable doubt that it is no longer needed. It also ensures the community is made aware of the opportunity to purchase the public house at a fair market price.

Questions

11.24 Is there a need for a policy addressing this issue?

11.25 Which of the options do you prefer?

11.26 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

11.27 Are there any other reasonable alternatives that should be considered at this stage?

11.38 There are a number of former public house buildings in Cambridge that have been in alternative uses (e.g. established restaurants) for a considerable period of time. Some of these are in areas that add to the local character and attractive setting of Cambridge as a place to visit and enjoy. In certain circumstances, the loss of a local business operating in a former public house to higher value uses may affect the character of the locality and therefore may not be in the interests of the local community.

Option 174 – Extend the safeguarding option (option 173) to former public houses (not listed in Appendix I).

A fourth option could be to extend Option 173 to include former public houses where the loss of the former public house's current use to other uses (excluding A-uses and community facilities) would harm the vibrancy and vitality of the local area.

The advantage of this policy approach is that the policy would provide the market with considerable flexibility for public houses to convert back to their original use, A1, A2, A3 and A5 or a community facility. Any conversion would be subject to Environmental Health considerations. This option would support the function of buildings previously occupied by former public house uses and safeguard them from higher value uses.

11.39 While no permission is required for a public house to become a restaurant, A2 office or shop (subject to Environmental Health considerations), planning permission is still required to change back to a public house.

Option 175 – Allow the flexible re-use of public houses

A fifth option could be to allow the re-instatement of a former public house use from a community facility, A1, A2, A3 or A5 use.

The advantage of this policy approach is that the policy would provide greater market flexibility for public houses to convert back to their original use from alternative uses such as takeaways, shops and other professional services and community facilities. Any conversion would be subject to Environmental Health considerations. This option would support the vitality and vibrancy of former public house uses and safeguard them from higher value uses.

The disadvantage of this policy approach is that the policy may distort the market by creating too many A-uses for the market to support and restricting the creation of new residential units.

Questions

11.28 Is there a need for a policy addressing this issue?

11.29 Which of the options do you prefer?

11.30 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

11.31 Are there any other reasonable alternatives that should be considered at this stage?

New community facilities

11.40 As Cambridge grows, demand for community facilities will increase. Proposals for new and improved community facilities that enhance the range, quality and access to such facilities will be supported.

11.41 It is important that adequate provision of community facilities, based upon local needs, is provided in locations that minimise journey lengths. This will mean the capacity of existing community facilities will need to increase where possible without affecting the local amenity. This will also lead to a more intense use of the existing premises. Additional community facilities linked to new urban extensions will need to minimise their impact on existing facilities and provide sufficient community infrastructure created by new development.

11.42 In accordance with the NPPF, the following option has been put forward as an appropriate way of addressing the issue of how to provide new community facilities.

Option 176 – New community facilities

One option could be to allow for the development of a policy to support proposals for new community facilities where there is a local need.

Proposals for new community facilities should aim to maximise

opportunities to support as many different community activities as possible. This can be achieved by providing new buildings that support:

- A broad range of community activities and different groups' needs; and
- The concurrent usage of community facilities for different community activities.

The shared use of community facilities may not always be possible, due to conflicting demands and/or needs.

The advantage of this policy approach is that it would support new, multi-functional community buildings and foster interaction between community groups. Multi-functional community buildings may also mean that these buildings can be used to support leisure activities. This approach also builds upon the current Local Plan policy 5/12.

Option 177 – The provision of community facilities through development

A second option could be to allow for the development of a policy requiring new community facilities where development leads to an increased demand for community facilities.

This option includes the requirement under the current policy for areas of major change (Local Plan policy 5/13) to provide appropriate community facilities.

This requirement should meet the needs of residents, employees and visitors to the city. A range of specific community projects should be clearly identified to ensure a transparent system of accountability for the delivery of community facilities.

The advantage of this policy approach is that by maintaining existing standards community facilities would continue to be provided through new development. This approach also builds upon the current Local Plan policy 5/14.

Questions

- 11.32 Is there a need for a policy addressing this issue?
- 11.33 Which of the options do you prefer?
- 11.34 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 11.35 Are there any other reasonable alternatives that should be considered at this stage?

Faith facilities

- 11.43 Although there are considerable limitations on what we as a Council are able to do as a local authority, the Council is keen to better understand the

current scope and long-term aspirations of each faith community and the range of services they offer their community/wider community.

- 11.44 The Council is planning to contact all active faith groups in Cambridge regarding the provision of places of worship. This survey will ask about the facilities they currently use, their adequacy in meeting their needs and their anticipated requirements between now and 2031. It is important that adequate provision for community groups and available to serve the growing population of Cambridge.
- 11.45 This information gathered will help inform the planning for community facilities and feed into the next stage of the Local Plan Review.

Arts and culture

- 11.46 Cambridge is home to a variety of arts and cultural centres. These include museums, art galleries, theatres, live music venues and dance performance centres. These help to support a diverse range of arts and cultural activities and further enhance Cambridge's position as an important Sub-regional centre for arts and culture. It is important therefore that Cambridge maintains and enhances these activities as the city grows and takes advantages of opportunities to increase the range and type of venues able to support these activities.
- 11.47 In accordance with the NPPF, the following option has been put forward as an appropriate way of addressing the issue of how to support the city's arts and cultural activities:

Option 178 – Support for arts and cultural activities

This option would allow for the Local Plan to protect and enhance existing arts and cultural facilities, support opportunities for new arts and cultural facilities and develop an appropriate policy. Any provision would be subject to proven need and support for such a facility as well as finding a suitable location.

When considering Sub-regional or citywide facilities a sequential approach to development is expected, with the City Centre being the top priority.

Whilst this option acknowledges that there may be a need for additional arts and cultural activities it is subject to proven need along with finding a suitable location. This location may not be in Cambridge or the surrounding area.

This option would have to compete with alternative and potentially higher value uses unless a specific site(s) can be allocated.

Questions

- 11.36 Is there a need for a policy covering this issue?
- 11.37 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

11.38 Are there any other reasonable alternatives that should be considered at this stage?

Provision for sub regional sporting, cultural and community facilities

- 11.48 As the city and the Sub-region grow it is important that this is accompanied by a range of facilities to meet the wider needs of the area. The provision of a range of facilities enable people to develop pride in the places where they live and work, create local distinctiveness and help make communities healthy and sustainable. Cultural activity in Cambridge is key and plays a wider role in the knowledge based economy, making a major contribution to quality of life as well as adding to the diversity of the city.
- 11.49 There are currently no surplus arts, cultural, recreational and sports provision in the city. Through work undertaken for Cambridgeshire Horizons, Cambridge has been identified as a possible location for new Sub-regional facilities including a Sub-regional stadium, ice rink and concert hall. There is also a proposal for a multi lane rowing facility in the Sub-region. However, there is limited land available in Cambridge and there are a number of competing uses. The NPPF requires councils to plan positively for the provision of social, recreational and cultural facilities and services. On this basis a number of options have been proposed for consideration at this stage (see Options 179, 180 and 181).

Questions

- 11.39 Are there any specific Sub-regional needs that we need to be aware of?
- 11.40 If there is a need, what type and size of facility should they be?
- 11.41 If there is a need, where is the most appropriate location?

A new Sub-regional stadium

- 11.50 The concept of a new Sub-regional stadium emerged a few years ago in the context of growth in the Cambridge area and was first referred to in a Major Sports Facilities Strategy for the Cambridge Sub-Region (2006), which identified gaps in sports provision within the Cambridge Sub-Region. A further report was subsequently prepared by consultants PMP for Cambridgeshire Horizons. This looked at the need for a community stadium in more detail (including possible enabling development) as well as searching for an appropriate location. The Cambridge Community Stadium – Feasibility Study (2007) by PMP concluded that three sites around the fringes of Cambridge could be suitable. These were Milton, Cambridge East and land at Cowley Road. However, the site in Milton is in the Green Belt, for Cambridge East timing and availability was a barrier and land at Cowley Road would restrict the size of a stadium.
- 11.51 The term ‘community stadium’ is used to reflect a stadium facility that delivers amenities and services to local communities beyond its core operations. These different services and provisions may include health,

leisure and general community provisions and, or sports and education facilities as well as local retail and other local businesses. A community stadium also aims to be accessible to the communities it serves at all times, during the day and evening, on weekdays and weekends. It is believed that a community stadium would benefit Cambridge by meeting the requirements of one or more of its major sports clubs as well as providing supporting facilities to local communities.⁶

- 11.52 It is relevant to first explore if there is a need for a new Sub-regional Stadium, and secondly if there is a need, where the most appropriate location should be.
- 11.53 The 2007 Cambridge Community Stadium – Feasibility Study considered a range of evaluation criteria including site size, proximity to housing, ground condition, visibility, current facilities, neighbouring uses, other plans for the location, plans for neighbouring sites, planning status, transport and access, ownership and development implications.

Questions

- 11.42 Is there a need for a new Sub-regional stadium?
- 11.43 If there is a need, what type and size of facility should it be?
- 11.44 If there is a need, where is the most appropriate location?

Option 179 – A new Sub-regional stadium

This option would allow for the Local Plan to make provision for a new Sub-regional stadium and develop an appropriate policy. Any provision would be subject to proven need and support for such a facility as well as finding a suitable location.

Whilst this option acknowledges that there may be a need for a new Sub-regional stadium it is subject to need being proven along with finding a suitable location. As this facility would be to serve the whole of the Cambridge Sub-region, this location may not necessarily be in Cambridge or the surrounding area.

- 11.54 The current owners of Abbey Stadium, Grosvenor Estates, are currently exploring the option of redeveloping the existing football ground, home to Cambridge United Football Club (CUFC) for residential use and relocating the stadium to their preferred site, adjacent to the M11. As part of this relocation it is anticipated that CUFC would be the main occupier of any new football facility. More details about Grosvenor’s proposal can be found at the following link:

<http://cambridgesportingvillage.org/c/cambridgecommunitystadium.php>.

Questions

⁶ Cambridge Community Stadium Feasibility Study 2008

11.45 Should the Abbey Stadium be retained or redeveloped as a stadium facility?

11.46 Should the Abbey Stadium be redeveloped for housing, or other uses?

11.55 Given the proposals put forward by Grosvenor, the following questions have been outlined for comment.

Questions

11.47 Do Grosvenor's proposals accord with the definition of a Community Stadium?

11.48 Is there support for all or parts of the Community Stadium and Sporting Village proposals put forward by Grosvenor?

11.49 Is there support for Grosvenor's proposals for enabling development?

11.50 Should any other sites be considered as potential sites?

11.51 Are there any other reasonable locations to be explored?

Ice rink

11.56 The concept of an ice rink in Cambridge emerged a few years ago and was first referred to in the Major Sports Facilities Strategy for the Cambridge Sub-Region (2006, prepared by Cambridgeshire Horizons) which identified gaps in sports provision within the Cambridge Sub-region. Analysis showed that there is demand for a facility and proposals have been developed by a group known as Cambridge Leisure Ice Centre (CLIC). The Major Sports Facilities Strategy recommended that an ice rink be developed with a vision to provide an ice centre that offers a range of ice based activities (ice hockey, public skating, figure skating, curling etc) with a focus on providing opportunities for community, local clubs and the University of Cambridge.

11.57 CLIC has looked at various locations including North West Cambridge, Cambourne and West Cambridge but no firm proposals have been put forward.

11.58 Given this, the following questions and option have been put forward for consideration and comment.

Option 180 – Ice rink

This option would allow for the Local Plan to make provision for an ice rink and develop an appropriate policy. Any provision would be subject to proven need and support for such a facility as well as finding a suitable location.

Whilst this option acknowledges that there may be a need for an ice rink it is subject to need being proven along with finding a suitable location. As this facility would be to serve the whole of the Cambridge Sub-Region, this location may not necessarily be in Cambridge or the surrounding area.

Questions

11.52 Is there a need for an ice rink in Cambridge?

11.53 If there is a need, where should it be located?

11.54 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

11.55 Are there any other reasonable alternatives that should be considered at this stage?

Concert hall

11.59 The concept of a concert hall in Cambridge also emerged a few years ago in the context of growth in the Cambridge area and was first referred to in the Arts and Cultural Strategy for the Cambridge Sub-Region (2006, prepared by Cambridgeshire Horizons) which identified gaps in arts and cultural provision within the Cambridge Sub-region. The analysis found that although there is a wide range of music venues at the small and medium scale in and around Cambridge, there is a growing interest in testing the case for a purpose built auditorium for large scale music. Cambridge East was suggested as a possible location for a purpose built concert hall. Whilst the proposal has not yet been taken forward, it is appropriate for the Issues and Options consultation to establish and explore.

11.60 Given this, the following questions and option have been put forward for consideration and comment.

Option 181 – Concert hall

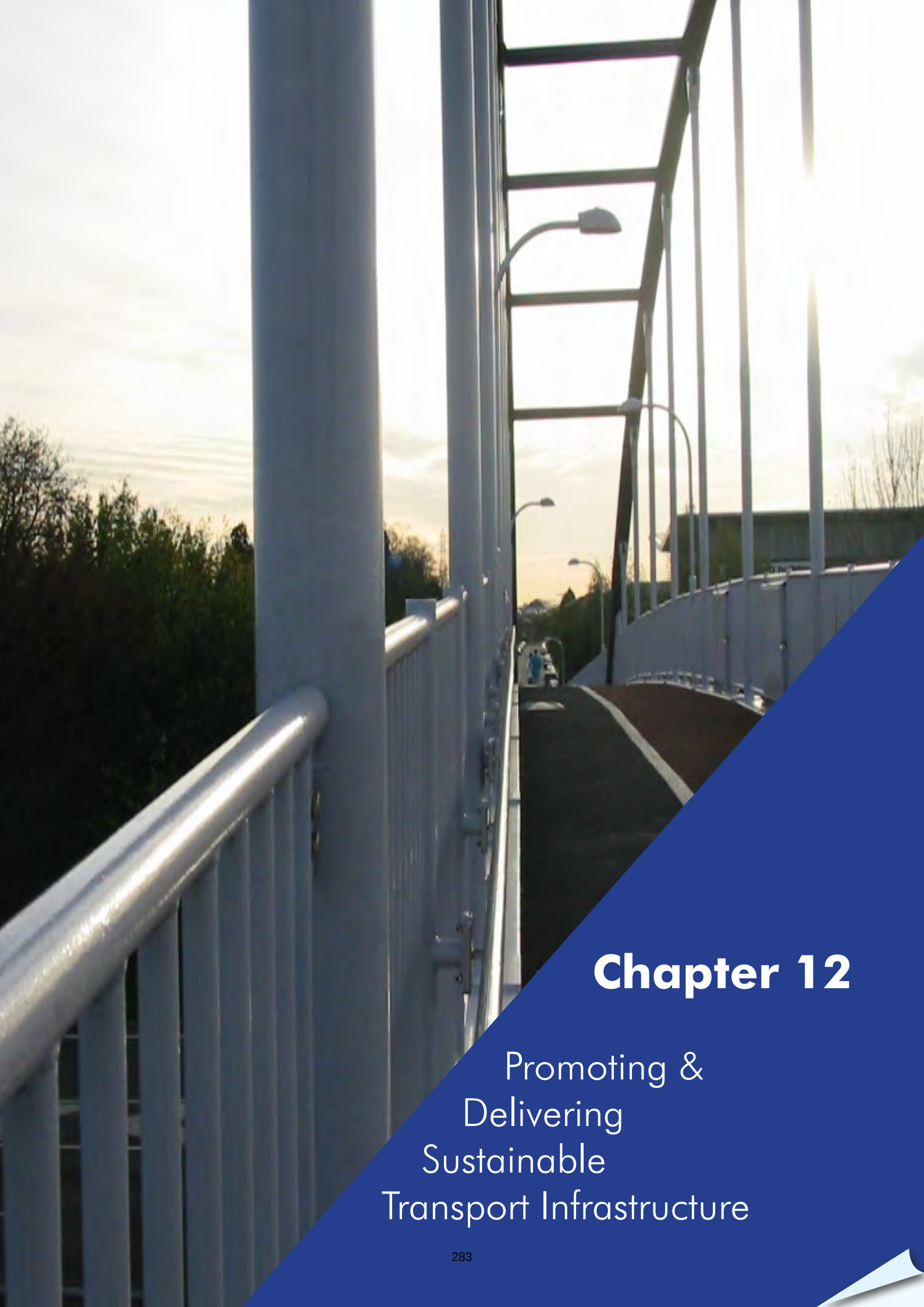
This option would allow for the Local Plan to make provision for a concert hall and develop an appropriate policy. Any provision would be subject to need being proven and support for such a facility as well as finding a suitable location.

Whilst this option acknowledges that there may be a need for a concert hall it is subject to need being proven along with finding a suitable location. As this facility would be to serve the whole of the Cambridge Sub-region, this location may not necessarily be in Cambridge or the surrounding area.

Questions

- 11.56 Is there a need for a concert hall in Cambridge?
- 11.57 If there is a need, where should it be located?
- 11.58 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 11.59 Are there any other reasonable alternatives that should be considered at this stage?

- 11.61 Due to the interrelationship with land in South Cambridgeshire, the City Council is committed to working in partnership with South Cambridgeshire District Council in order to provide appropriate provision in suitable locations.



Chapter 12

Promoting &
Delivering
Sustainable
Transport Infrastructure

CHAPTER 12 – PROMOTING AND DELIVERING SUSTAINABLE TRANSPORT AND INFRASTRUCTURE

- 12.1 Cambridge is a compact city known for its high levels of cycling, with 22% of all trips made by bike, which is the highest level in the UK. Walking is also an attractive and popular mode of travel in Cambridge, and there is a well developed public transport network. Bus use within the city has more than doubled since 2001 and the proportion of residents travelling to work by car is relatively low (41% compared to 61% nationally). Despite this, there is still considerable congestion and with it associated costs to businesses, damage to the environment and impacts upon public transport, pedestrians and cyclists. Lifestyle changes and high house prices in the city have led to greater travel demand, which puts more pressure on our transport network.
- 12.2 As the local planning authority, the Council can influence transport conditions through control of development. The Council is committed to promoting sustainable transport by working closely with partners, including Cambridgeshire County Council (the highway authority), to continue to improve public transport, cycling and walking networks and manage the demand for car travel.
- 12.3 Furthermore the delivery of new or improved infrastructure (including transport infrastructure) and services to support new development in a timely and phased manner will be an important element in ensuring the appropriate and sustainable implementation of new growth in Cambridge and the Sub region.
- 12.4 Planning for infrastructure provision is an ongoing process through the development of an Infrastructure Delivery Study (IDS) and partnership working with stakeholders.
- 12.5 This chapter outlines issues and options relating to networks, including transport, telecommunications, and the promotion and delivery of sustainable physical, social and green infrastructure. The options proposed are consistent with the NPPF and have been drawn up using a number of sources of evidence including the views provided during workshops held in early 2012.

STRATEGIC PRIORITY

Option 182: Timely provision of infrastructure

Support development in Cambridge by ensuring that infrastructure is provided in a sustainable, co-ordinated and timely manner to meet the needs of new development and regeneration.

Key Facts

- Traffic in and out of the city has been stable at current levels since 1996.¹
- The number of vehicles observed crossing the River Cam screenline in 2010 was 2% lower than in 2009 and 15% lower than in 2000.²
- In Cambridge, the private car is used for around 41% of travel for work journeys.³
- The mode share of cycling trips in Cambridge remains the highest in the UK with around 26% of travel for work journeys made by bicycle).⁴
- The number of people using the bus within, and in and out of the city has more than doubled since 2001. In 2011 there were 9.2million journeys on the Citi network, and around 3.8million park and ride journeys. In addition, the guided bus was around 40% above opening year forecasts, in terms of passenger numbers carried.⁵
- Cambridgeshire County Council is the highway authority, and is responsible for the maintenance of the roads and pavements in the city, as well as regulating the activities of developers and bus operators in relation to the highway.
- In 2011 there were 18.4 million fixed residential broadband connections in the UK with 76% of adults having access to broadband (fixed and mobile)^{6, 7}.
- An Infrastructure Delivery Study is being prepared to support the implementation of the Local Plan. This will set out the significant items of infrastructure that will be required to enable development to take place and consider the funding and phasing requirements.

Objectives

- To minimise adverse effects of transport on people and the environment; and
- To ensure that appropriate infrastructure is provided in the early

¹ Table 3: Traffic growth on the Cambridge radial cordon screenline (Chapter 3, Traffic Monitoring Report 2010)

² Table 2: Traffic growth on the Cambridge radial cordon screenline (Chapter 3, Traffic Monitoring Report 2010)

³ ONS (2012) UK Census 2001

⁴ Traffic Monitoring Report 2010 (Cambridgeshire County Council)

⁵ Traffic Monitoring Report 2010 (Cambridgeshire County Council)

⁶ <http://media.ofcom.org.uk/facts/>

⁷ <http://media.ofcom.org.uk/facts/>

stages of new developments following agreed phasing plans;

- To ensure that utilities are developed in a way which minimises their impact on the environment and local amenity; and
- To maximise developer contributions to improve physical, social and green infrastructure.

TRANSPORT

A new transport strategy for Cambridge

12.6 Cambridgeshire County Council is in the early stages of preparing a new transport strategy for the Cambridge and South Cambridgeshire area. The transport strategy will:

- Set a longer-term vision for transport and provide a strategy for transport and access for the wider area;
- Facilitate the robust assessment of detailed development proposals;
- Help with securing funding from development towards the transport infrastructure and services needed to accommodate the transport demand of development;
- Provide a clear programme of measures/projects for which bids for funding from any other available funding sources can be made; and
- Help ensure the continued efficient operation of the local transport network.

12.7 The strategy is being developed and will be consulted upon at similar times to both Cambridge City Council and South Cambridgeshire District Council Local Plan reviews to ensure that the transport and planning issues and options are considered in an integrated way.

Accessible, sustainable development

12.8 New development should offer realistic, safe and easy access by a range of transport modes, particularly for pedestrians and cyclists and those using public transport. The Local Plan can help to provide good accessibility and enable people to make sustainable travel choices by shaping the pattern of development and influencing the location, scale, density, design and mix of land uses. Developments which encourage walking and cycling have been shown to promote healthier lifestyles, social inclusion and community well being.

12.9 It is vital that the decisions on the location and scale of all types of development are integrated with the availability of the appropriate infrastructure to cope with the additional travel, and that this travel be of a sustainable nature. Safe and attractive infrastructure for cyclists and pedestrians as well as good connections to the wider walking and cycling network, and good quality public transport, are essential to achieving this.

- 12.10 In accordance with the NPPF, the following option has been put forward as the appropriate way of addressing these issues:

Option 183 – Promote non-car modes of travel

This option would allow for the development of a series of policies, which will help to ensure that all new development in Cambridge promotes alternative modes of transport to the private car, whilst also providing accessible provision for new development. These policies would include:

- Continuing to favour development in locations where there is already an existing walking, cycling and public transport route;
- Making sure that developments are designed to give priority to walking, cycling and public transport over cars, ensure maximum convenience for these modes and to safeguard land for future and existing walking, cycling and public transport routes;
- Helping to provide viable, sustainable alternatives to the car at both journey destinations and points of origin;
- Ensuring the availability of sustainable non-car travel options to everyone using the development;
- Ensuring that any commercial and servicing vehicles using the development are sufficiently provided for; and
- Making sure that any new roads required as part of a development are designed: to give high priority to non-car modes; are of a low design speed; restrict through access for general motor traffic; do not promote additional car usage; and be acceptable to the Highway Authority.

These options would be similar to policies 8/1, 8/4, 8/5, 8/7, 8/8, 8/9 and 8/11 held within the current 2006 Local Plan, and give new development in Cambridge the best chance for sustainable travel choices, and thus encourage travel behaviour by modes other than the private car.

Ensuring that development is easily accessed by sustainable modes of travel, such as good quality public transport links, cycle lanes and pedestrian links can sometimes be at the cost of convenience for those travelling by private car. Whilst in some ways this is deliberate, it can have an impact on those with no option but to use cars for journeys.

Questions

- 12.1 Is there a need for a policy addressing these issues?
- 12.2 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.3 Do you think there are any other reasonable alternatives that should be considered?

- 12.11 New development requires specific types of infrastructure to be in place in order to persuade those travelling to, from and within the site to do so in as sustainable way as possible. This infrastructure also needs to be timed for implementation appropriately, so that the use of sustainable modes of travel is embedded in the development from an early stage, as it is notoriously difficult to alter travel behaviour and modal choices once people are used to using a car.
- 12.12 Given the above, and in accordance with the NPPF, the following options have been put forward as appropriate ways of addressing this issue:

Option 184 – Appropriate infrastructure

This option would allow for the appropriate transport infrastructure to be in place for a new development, and for this to happen prior the development being in use where possible. This would include:

- Walking, cycling and public transport infrastructure; and
- Safeguarding land used for this type of infrastructure, for example, for extensions to the guided bus and key cycle routes.

This option would include developing policies similar to 8/4, 8/5 and 8/8 from the 2006 Local Plan and would give the new developments in Cambridge the best chance to integrate with a sustainable travel network, and thus promote a shift in travel behaviour away from the private car.

Protecting sustainable transport routes near the development also encourages this. It is considered that this option is in line with national guidance.

It is recognised that it is sometimes difficult to get the appropriate infrastructure in place prior to the development being used, both in terms of cost and practicality.

Option 185 – Low emission vehicle infrastructure

This option would allow for the appropriate infrastructure that is required by low emission vehicles be put in place in new developments. This would include:

- Electric car charging/plug in points; and
- Car club and car share spaces.

This option is considered to be in line with the NPPF, which requires that development incorporate these facilities. It will help to minimise the environmental impact of private vehicle trips, by encouraging people to switch to low emission vehicles.

However, there is still a significant way to go before electric cars and low emission vehicles become widespread in their usage and ownership and this infrastructure can be expensive to install.

Questions

- 12.4 Is there a need for a policy addressing these issues?
- 12.5 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.6 Do you think there are any other reasonable alternatives that should be considered?

Car parking standards

- 12.13 Car ownership in the UK has risen steadily in the past 50 years⁸, and despite many transport policies aimed at shifting travel away from the private car, the need to provide appropriate levels of car parking is very important. This is because both under and over provision of parking can lead to a number of problems on or around new developments, and also to existing communities. Over-provision can give rise to poorly designed development surrounded by high levels of car parking, whilst under-provision can also cause congestion on local streets, due to fly parking. Often this causes paths, cycleways and roads to be blocked.
- 12.14 Since the Transport White Paper in 1998, reduced parking availability has been seen as a key tool in achieving a shift to more sustainable travel. The continuing decline in car travel for the work commute along with increases in bus, cycle and pedestrian travel suggests that this has been generally successful in Cambridge.
- 12.15 More recent Government guidance has shifted the responsibility of determining car parking standards towards local authorities. This was reaffirmed in the NPPF, which requires councils to take into account the individual characteristics of each development when setting standards. This includes accessibility, availability and opportunities for public transport, local car ownership levels, the type, mix and use of the development and the overall need to reduce high-emission vehicles.
- 12.16 Therefore, any off-street parking policy and its accompanying standards need to balance providing the right amount of appropriately designed space for cars, whilst also making alternative and more sustainable modes of transport to the car more attractive and convenient. In accordance with the NPPF, the following options have been put forward as possible means of addressing this issue:

Option 186 – Maintain the current level of provision

One option could be to continue to use the car parking standards prescribed in Appendix C of the current 2006 Local Plan (repeated in Appendix J of this document).

This option would also involve developing a car parking standards policy

⁸ RAC Foundation – Car Ownership in Great Britain

similar to 8/10 in the 2006 Local Plan that ensures the development is in accordance with the parking standards.

Evidence on modal share of car trips, along with anecdotal evidence, suggests that in most cases, the current standards have worked quite well. Therefore, keeping the standards the same is considered a viable option for Cambridge.

However, the NPPF has called on local authorities to set parking standards, which take into account local circumstances. The current standards are derived from previous national guidance and do not take into account circumstances specific to Cambridge.

Option 187 – New residential parking standards

A second option could be to develop new car parking standards for new residential developments.

All other types of new development, such as retail, office and leisure developments etc. (which are known as trip destinations) will have the same standards as those prescribed in Appendix C of the 2006 Local Plan (repeated in Appendix J of this document).

This option would also involve developing a car parking standards policy similar to 8/10 in the 2006 Local Plan that ensures the development is in accordance with the parking standards that are prescribed.

This option would include:

- Working with stakeholders and communities to develop new car parking standards for new residential developments both in the city and on the fringes of the city;
- Retaining some of the standards from the 2006 Local Plan, for those developments considered ‘trip destinations’;
- Continuing to provide less parking in Controlled Parking Zones.

This option could result in more car parking being provided in residential developments than is currently the case, whilst continuing the policy of limiting the available car parking at trip destinations such as places of work.

This option is considered in line with the NPPF on the basis that if new residential parking standards were developed, local circumstances would be taken into account.

Option 188 – Completely new standards for all development

A third option could be to set completely new car parking standards for all types of development.

This option would also involve developing a car parking standards policy similar to 8/10 in the 2006 Local Plan that ensures the development is in

accordance with the parking standards that are prescribed.

This option would include:

- Working with stakeholders and communities to develop new car parking standards for new developments both in the city and on the fringes of the city; and

Views would also be sought on whether setting ‘maximum’ car parking standards, as has been the case in the current 2006 Local Plan, has worked in Cambridge, and whether or not any new standards should be given as maximums. Similarly, the notion of setting tighter parking controls in areas of controlled parking would also be tested.

This is considered in line with the NPPF on the basis that if new standards were developed, local circumstances would be taken into account.

Questions

12.7 Is there a need for a policy addressing these issues?

12.8 Which of the options do you prefer?

12.9 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

12.10 Do you think there are any other reasonable alternatives that should be considered?

12.17 In addition to having parking standards for new developments, it is also important to understand and gauge the level of support for having car free developments in Cambridge. In car free developments, there is no on-site car parking, or on-street parking permitted, except for disabled drivers. A policy like this could be encouraged in places easily accessible by public transport, near a range of amenities, including shops and leisure activities and within a Controlled Parking Zone (which is the responsibility of Cambridgeshire County Council). Spaces for car clubs, car sharing and electric vehicle charging points would be embedded into a policy such as this, to complement the availability of public transport, cycling and pedestrian routes.

12.18 The following options have been proposed to deal with this issue.

Option 189 – Car free development

One option could be to follow cities such as London, Amsterdam, Berlin and Bremen in developing a policy that permits car free residential developments in appropriate circumstances.

A policy like this could make Cambridge a more pro-actively car free place to live, work and visit, help reduce traffic congestion and pollution, improve the quality of the environment and encourage yet more travel on foot, by cycle and by public transport.

However, there are issues with the fact that in order for car free development to work, it needs an excellent public transport, cycling and pedestrian network to be in place. It is clear that this is not the case in many areas of Cambridge, and thus the policy could make some development unviable or unattractive to developers and those looking to locate to the city. It is also the case that if the surrounding streets to a car free development were not rigorously enforced as Controlled Parking Zones, then indiscriminate parking on neighbouring streets is a likely consequence.

Option 190 – Incorporate car free development into existing policy

A second option could be to continue with the current practice of incorporating the possibility of having areas of car free development into the car parking policy. This would involve adding specific wording to a policy which encourages car free development where appropriate

This option may be more appropriate as it allows for negotiations between officers and developers to instead identify car free locations through a car parking policy such as one similar to 8/10 in the 2006 Local Plan. This would help ensure that only new developments thought suitable by both the City and County Councils and the developer would be considered to be car free.

However, it would be harder to implement car free development without a specific policy.

Questions

- 12.11 Is there a need for a policy addressing these issues?
- 12.12 Which of the option do you prefer?
- 12.13 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.14 Do you think there are any other reasonable alternatives that should be considered?

Cycle parking

- 12.19 Levels of cycling in Cambridge are the highest in the UK. This means that in order to accommodate those that wish to cycle, and indeed promote it further, the appropriate facilities and infrastructure need to be in place. Secure cycle parking provision remains a big issue in Cambridge, despite two large cycle parks being delivered in recent years. The 2006 Local Plan includes Cycle Parking Standards in Appendix D.
- 12.20 Evidence of cycles parked around residential developments, often at the front of houses and attached to street furniture, suggest that changes may be needed to the current cycle parking standards and policy. In addition, since the 2006 Local Plan was adopted, there have been advances in understanding of the need and quality of cycle parking, culminating in the adoption of the

Cambridge City Council Cycle Parking Guide for New Residential Development as material consideration in the planning process. Anecdotal evidence from Local Plan workshops in early 2012 has highlighted particular issues with the location and quality of the cycle parking that had been provided.

- 12.21 It is also apparent that there can be a conflict between design and provision of cycle parking. On occasions, the quality and convenience of cycle parking provided has been hindered by design requirements and the constraints of a new development site.
- 12.22 National guidance states the need for sustainable modes of travel, such as cycling, to be given a high priority in order to help ensure development is sustainable. The options below, when combined, set out a reasonable means of achieving this:

Option 191 – Location, design and quality

This option would allow for a policy to be developed that ensures that the quality, design and location of cycle parking meets users needs, particularly residents in terms of space, security and convenience. This would involve:

- Providing cycle parking in accordance with the Council’s Cycle Parking Guide for New Residential Development, or any subsequent updated version of this document. This document is currently material consideration in the planning process;
- Ensuring that all cycle parking is as easy, if not easier, to access than a car. This could mean locating cycle parking close to the front of houses, where possible;
- Ensuring that visitor cycle parking is provided close to the main entrances of new buildings; and
- Providing some space for trailers/cargo-bikes in appropriate developments.

This option would also involve developing a cycle parking standards policy similar to 8/6 in the 2006 Local Plan that ensures the development is in accordance with the cycling standards prescribed.

This option would help ensure cycle parking is at least as convenient as car parking, which can help make cycling the first choice of travel for short journeys, rather than a car. This option is considered to be in line with guidance in the NPPF as it gives priority to sustainable modes of travel.

There may, however, be design issues arising from this option, especially on small or constrained sites. This could impact upon viability and attractive design.

Option 192 – Update the cycle parking standards in the 2006 Local Plan

This option would allow for an update to the standards in Appendix D of the

2006 Local Plan (see Appendix K) to take place. This would involve:

- Working with stakeholders to develop new cycle parking standards for new developments both in the city and on the fringes of the city.

The standards would be updated to reflect the most recent thinking regarding cycle parking. These standards would be based on past experiences in Cambridge, and best practice from around the country and abroad.

Questions

12.15 Is there a need for a policy addressing this issue?

12.16 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?

12.17 Do you think there are any other reasonable options that should have been considered?

Minimising the transport impact of development

12.23 As part of new development coming forward, it is vital to ensure that there is no unacceptable impact on the transport network in Cambridge.

12.24 The Council, as the local planning authority, must therefore ensure that development happens in the ‘right places’, whilst also stipulating that the full and likely impacts of any development must be demonstrated. Any likely impacts must be mitigated against so that development does not significantly worsen the surrounding transport network, and indeed strives to improve the situation where possible.

12.25 The NPPF states that a Transport Statement or Transport Assessment should support all developments that generate significant amounts of movement. It also states that plans and decisions need to take into account how the opportunities for sustainable modes of travel have been utilised, whether the site is safe and has suitable access for all, and also whether improvements can be undertaken within the transport network that would limit the impacts of the development in a cost effective way.

12.26 The NPPF considers that development should only be prevented or refused on transport grounds where the residual cumulative impact is found to be ‘severe’.

12.27 The option below gives a reasonable method of aligning to national guidance regarding the transport impact of development, in relation to mitigation:

Option 193 – Development only where the impact on the network is able to be mitigated against

One option could be to have a policy that only permits development where the transport impact is shown to be acceptable, and can be mitigated or managed. This could include:

- Requiring sufficient information that the impact upon the network is not unacceptable (in the form of Transport Statements or Transport Assessments);
- Explicitly mention highway safety as well as highway capacity when creating a policy similar to 8/2 (Transport Impact) in the 2006 Local Plan;
- Allowing for the City and County Council to stipulate, where necessary, that in areas of already high traffic congestion, new development would only be permitted if traffic generation in the area is shown to have zero increase or be can reduced;
- For development likely to place demands on the network, ensuring that mitigating measures are identified and, where appropriate, in place prior to the development being used; and
- Identifying the financial contributions needed to provide such mitigation.

This option appears to be in line with the advice given in the NPPF, which presumes that new development should not be blocked on transport grounds if mitigation can minimise the impact to the network.

However, it should be noted that all new development is likely to place some impact on the transport network, even with mitigation as Cambridge suffers from significant congestion.

Questions

- 12.18 Is there a need for a policy addressing this issue?
- 12.19 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.20 Do you think there are any other reasonable options that should have been considered?

- 12.28 In addition to mitigating any development related impacts on the transport network, another option is to set a new development a target, which specifies how many trips to, from and within should be made by private car. This is known as a modal split target. The two options below cover whether setting a modal split target is something that should be inherent in all new development, or whether it should be covered on a site by site basis:

Option 194 – Modal split targets for new development

One option could be to ensure that new development is inherently less dependent on car usage, by setting a modal split target within the policy. A policy such as this would require:

- Working closely with Cambridgeshire County Council as highway authority to set a target for modal split. This target is most likely to

come through the Transport Strategy for Cambridge. A modal split target of no more than 40% of work related trips to be made by car was set in the Area Action Plan for North West Cambridge;

- Close links with any Transport Assessment, Transport Statement or Travel Plan, which will help set the target for each new development and set out how it can be achieved;
- Monitoring of the results, and possible enforcement; and
- Potentially tightening parking controls.

This policy option could have significant benefits to the immediate transport network surrounding a new development, and also on the wider area if a shift in travel behaviour can be achieved citywide. It could also allow more intensive/high density development, as impacts from car traffic and car parking would be less significant.

It may be the case that any target set would require a change in travel behaviour in order for it to be achieved. Currently, 41% of travel for work journeys in Cambridge are made by car and it is likely that any target would aim for car use to be lower than this. Furthermore, monitoring would need to take place in order to measure the modal split and test whether the target is being met. In addition, any failure to meet the target would require enforcement action.

Option 195 – Do not set a city wide modal split target for new development

A second option could be not to set a citywide modal split target for new developments, and instead negotiating a target on a site-by-site basis. Any targets set would be drawn from the modelling results from the Transport Assessment and officer advice.

This is similar to the current practice, which resulted in Policy NW11: Sustainable Travel, in the North West Cambridge Area Action Plan. This stipulates that no more than 40% of work-based trips should be made by private car.

This option is flexible and allows an appropriate target to be set, based on the conditions of the surrounding transport network and access available to sustainable modes of travel for each new development.

Not setting a target for all development may mean some new development may create more car based trips than is necessary. Modelling carried out as part of the Cambridge North West Transport Strategy suggested that an 8% reduction in the modal share for journeys to work by car drivers (reducing the modal share from 45% to 37%) is achievable, if the right conditions are created as part of the development.

Questions

- 12.21 Is there a need for policy addressing this issue?
- 12.22 Which do you prefer?
- 12.23 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.24 Do you think there are any other reasonable options that should have been considered?

Travel Plans

- 12.29 Travel Plans are a tool to help change travel behavior. Travel Plans set out a package of measures and initiatives that aim to reduce car travel by informing and encouraging people to use alternative, more sustainable modes where possible. Evidence from the 2010 Department for Transport's Sustainable Travel Towns project⁹ has shown the importance of Travel Plans, as part of a package of 'smarter choice' measures, in influencing travel behavior and increasing the take up of walking, cycling and public transport. Previous national guidance placed emphasis on the use of Travel Plans, mostly for workplaces, as a tool for Local Authorities to use to help guide modal choice. More recently, the NPPF has stated that all development, which generates significant amounts of movement should be required to provide a Travel Plan.
- 12.30 Currently, any development that is likely to place demand on the transport network is required to provide information as to the likely scale of the impact, in the form of a Transport Statement or Transport Assessment. These cover the need for mitigation of the impacts and may result in developments requiring Travel Plans. However, given the requirement in the NPPF, there is scope to require travel plans for all developments that create a certain amount of movement or reach a certain size.
- 12.31 The NPPF suggests local authorities should use Travel Plans to help mitigate the transport impact of development. The options below are consistent with this and suggest a reasonable approach:

Option 196 – Set a Travel Plan threshold

One option is to have a policy specifically requiring Travel Plans for all sites, which meet a certain threshold. A policy on this would involve:

- Setting a threshold, for example, all 'major developments' (see glossary for definition) will require a travel plan;
- Monitoring Travel Plans and their outcomes; and
- Enforcing against any breaches to the plans.

This option appears to be in line with the advice given in the NPPF, which

⁹ The Effects of Smarter Choice Programmes in the Sustainable Travel Towns (DfT 2010)

states that all developments that generate significant amounts of movement should be required to provide a travel plan.

The issue with setting a threshold is that it is relatively inflexible, and could result in developments being planned to be just under the threshold in order to avoid the requirement. In addition, it may be necessary for small developments in areas of already high congestion to produce travel plans, even if they are well under the threshold agreed. The policy would need to account for this, so that a Travel Plan could be developed in these cases.

Option 197 – Do not set a Travel Plan threshold

A second option is to continue with the current approach and not set a specific threshold for new development to require a travel plan.

This option could result in developers having less certainty as to whether or not they would need to provide a travel plan for a new development, unlike Option 196, where it is clear from the outset.

Questions

- 12.25 Is there a need for policy addressing this issue?
- 12.26 Which option do you prefer?
- 12.27 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.28 Do you think there are any other reasonable options that should have been considered?

Cambridge Airport – Aviation development

- 12.32 Whilst Cambridge Airport remains in operation, consideration needs to be given to airport activity and the approach that would apply to any future aviation development proposals coming forward at Cambridge Airport in order to ensure that any development would not have a significant adverse effect on the environment and residential amenity. Whilst airports have permitted development rights which mean that some types of development in connection with the provision of services and facilities do not need planning permission, other proposals do. These include: the construction or extension of a runway, or new passenger terminal above 500m² or increasing the size of the existing building by 15% or more would need planning permission. A policy to deal with any such proposals would be AN appropriate and reasonable option for consultation. This is also consistent with the current policy approach in the Cambridge Local Plan.

Option 198 – Cambridge Airport – Aviation development

This option is to include a policy that would not permit aviation development at Cambridge Airport where it would have a significant adverse effect on the environment and residential amenity.

Whilst this approach will only apply where certain types of airport development need planning permission, it would allow for due consideration of the impact of any proposals on the surrounding environment and residential amenity.

Questions

- 12.29 Is there a need for policy addressing this issue?
- 12.30 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.31 Do you think there are any other reasonable options that have been considered?

Telecommunications

- 12.33 New communications technology is continually developing and it is important that residents and businesses have the best access to new technology (for example mobile phones and broadband IT) and make the most of the resulting implications on lifestyle change, such as reducing the need to travel. It is important that the Council supports the growth of telecommunications systems while keeping the environmental impact to a minimum. The Council supports the provision of broadband in new developments.
- 12.34 The NPPF also supports this aspiration.¹⁰ It also notes that sites for telecommunications should be kept to a minimum, existing sites used where possible and where new sites are required they should be sympathetically designed and camouflaged.
- 12.35 The Council is aware of public concerns regarding the visual and health impacts of telecommunications development. However, according to the NPPF, it is not the responsibility of the local planning authority to consider further health aspects if a proposal meets the International Commission on Non-Ionizing Radiation Protection's (ICNIRP) guidelines for public exposure. Furthermore, according to the NPPF, local planning authorities should not implement their own precautionary policies e.g. by way of imposing a ban or moratorium on new telecommunications development or insisting on minimum distances between new telecommunications development and existing development.
- 12.36 A policy is required to support and guide telecommunications development. Only one option has been put forward as it is not a reasonable alternative not to have a policy that supports and guides telecommunications development.

¹⁰ NPPF para 42 - 46

Option 199 – Telecommunications policy criteria based

This option would allow a criteria based policy to guide new communications development, similar to the current Local Plan policy 8/14. The criteria could include:

- That applications should not cause significant interference with other electrical equipment, air traffic services or instrumentation operated in the national interest;
- That applications should minimise visual impact through design and location, equipment should be sympathetically designed and camouflaged where appropriate;
- That developers should provide evidence on:
 - The purpose of the development;
 - That alternative solutions have been considered including mast/site sharing;
- That consultation should be undertaken with anyone with an interest in the proposed development, particularly where a mast is to be installed near a school or college, or within a statutory safeguarding zone surrounding an aerodrome or technical site; and
- That an application for an addition to a new or existing mast or base station be accompanied by a statement of self-certifies that the cumulative exposure, when operational, will not exceed ICNIRP guidelines.

The advantages of this policy are that it seeks to guide the siting, design, appearance and mitigate any potential public health impacts of, telecommunications development.

Questions

- 12.32 Is there a need for a policy addressing this issue?
- 12.33 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.34 Do you think there are any other reasonable alternatives that should be considered?

Mullard Radio Astronomy Observatory, Lord's Bridge

- 12.37 The Mullard Radio Astronomy Observatory contains radio and optical telescopes which are of international importance. It is operated by the University of Cambridge and the University of Manchester/Jodrell Bank. The telescopes are highly susceptible to many forms of interference including electrical waves, microwaves, light pollution and mechanical vibration. The observatory is located within South Cambridgeshire District Council's

administrative area at Lord's Bridge, however there are two consultation areas which fall within the city boundary.

- 12.38 Policy 8/15 of the current Local Plan relates to the safeguarding of the observatory. This requires that applications falling within the consultation areas which could have an adverse effect on the observatory are subject to consultation with the University of Cambridge and will not be granted permission unless any harm can be mitigated.
- 12.39 It is proposed to carry this policy forward. No other policy option is suggested as it is not a reasonable option not to protect the observatory.

Option 200 – Mullard Radio Astronomy Observatory, Lord's Bridge – Consultation Areas

This option would require that any development proposal which could affect the operation of the observatory be subject to consultation with the University of Cambridge. It would also not be granted planning permission if it would cause harm which could not be overcome by condition or planning obligation.

This would be similar to Policy 8/15 of the current 2006 Local Plan.

Questions

- 12.35 Is there a need for a policy addressing this issue?
- 12.36 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.37 Do you think there are any other reasonable alternatives that should be considered?

Waste infrastructure

- 12.40 Cambridgeshire County Council is responsible for minerals and waste planning in Cambridge. The Cambridgeshire and Peterborough Minerals and Waste Plan was recently adopted, the Core Strategy in July 2011 and Site Specific Proposals Plan in February 2012. There is also an adopted Proposals Map, which shows allocated sites and areas of search for future minerals and waste facilities, and safeguarding areas for existing and future facilities.
- 12.41 The Site Specific Proposals Plan includes two areas of search for waste recycling and recovery facilities within Cambridge, at Northern Fringe East and Cambridge East (the airport site and North of Newmarket Road). The draft plan had an allocation for a household recycling centre (HRC) south of the Addenbrooke's Road. However, following the examination into the plan, the Inspector recommended removal of this site due to its impact on the Green Belt and the historic environment and lack of conformity with the Cambridge Local Plan 2006. The City Council will be working with the County Council and South Cambridgeshire District Council during the review of the

Local Plan to try to identify a suitable site for a HRC to serve the south of Cambridge. However, this remains the responsibility of the County Council.

Provision of infrastructure and services

12.42 National guidance requires local planning authorities to plan positively for the development and infrastructure required in the area.¹¹ It also requires that Local Plans include policies to deliver:

- The provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat); and
- The provision of health, security, community and cultural infrastructure and other local facilities.¹²

12.43 The delivery of new or improved infrastructure and services to support new development in a timely and phased manner will be an important element in ensuring the appropriate and sustainable implementation of new growth in Cambridge and the Sub-region. Planning for infrastructure provision is an ongoing process through the development of an Infrastructure Delivery Study (IDS) and partnership working with stakeholders. The IDS is being produced in collaboration with South Cambridgeshire District Council and will form part of the Councils case at submission and examination of the Local Plan. The IDS examines three infrastructure categories: physical (transport, energy, water and drainage, waste), social (education, health care, leisure and recreation, community and social and emergency services) and green (open space).

12.44 The NPPF also states that in drawing up Local Plans, local planning authorities should identify priority areas for the provision of infrastructure.¹³ The Infrastructure Delivery Study (IDS) will set out when and where infrastructure will need to be provided, the scale of funding needed to achieve this and potential sources of funding. The IDS will also identify infrastructure critical to the delivery of the Local Plan.

Funding infrastructure and services

12.45 Infrastructure provision will be funded through a number of sources. Mainstream funding, such as Council capital programmes, service providers investment programmes, and Government grant, will continue to provide for the bulk of infrastructure spending. However, other initiatives such as planning obligations and the Community Infrastructure Levy can provide a substantial resource for locally determined priorities.

12.46 As part of planning for infrastructure provision the Council needs to consider the role that developers can play in helping to provide the physical, social and green infrastructure that is required as a result of new growth. When planning permission is granted for new development the Council can seek

¹¹ NPPF para 157

¹² NPPF para 156

¹³ NPPF para. 21

contributions from developers towards a range of infrastructure, for example, school places, affordable housing and open spaces.

12.47 Traditionally, infrastructure funding has been secured from developers through legal agreements known as ‘planning obligations.’ Planning obligations (Section 106 Agreements or S106) are voluntary legal obligations attached to planning applications. A local planning authority normally requests a developer to enter into an obligation to mitigate the impacts of the development being proposed. Any S106 planning obligation must be:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the proposed development.

12.48 More recently the Government has introduced the Community Infrastructure Levy (CIL). The CIL was introduced in the Planning Act 2008 and put into force by the Community Infrastructure Regulations 2010 on 6 April 2010. It replaces planning obligations for many forms of infrastructure, although planning obligations can still be used for site-specific mitigation measures and for affordable housing provision. The Government considers that the CIL is a more transparent and simple method of collecting funds for infrastructure to support development than the current system of planning obligations. The CIL Regulations restrict the use of planning obligations post 2014 to encourage local planning authorities to introduce a CIL.

12.49 From April 2014 planning obligations will be restricted to:

- Site-specific mitigation – for example local improvements/infrastructure necessary to enable the grant of planning permission. For example, access roads, on-site open space, archaeology, and some off-site requirements directly related to support individual sites.
- Affordable housing – under the current CIL Regulations, planning obligations will continue to be used to secure affordable housing.
- Development-specific infrastructure on large development sites – large strategic sites often necessitate the provision of their own development-specific infrastructure, such as primary schools.

12.50 The CIL takes the form of a standardised charge applied per square metre of new development. CIL allows local authorities in England and Wales to raise funds from developers via a charging schedule for a wide range of infrastructure. This includes transport schemes, flood defences, schools, hospitals and other health and social care facilities, parks, green spaces and leisure centres. CIL is intended to supplement (not replace) other funding streams. As outlined above a number of contributions will still be acquired through planning obligations. This Council is committed to taking CIL forward in parallel with the Local Plan.

- 12.51 The infrastructure needed to support new development must be provided in a timely and phased manner. As such, the policy option proposed continues the policy of seeking funding from developers for the provision of infrastructure requirements related to new developments. No other options have been presented, as it is not a reasonable alternative not to deliver infrastructure to support new development.

Option 201 – Provision of infrastructure and services

This option would allow for the development of a policy that requires that new development is supported by the provision of infrastructure and continue the policy of seeking funding from developers for infrastructure requirements related to new developments. This will be by means of either planning obligations and/or a future CIL.

Planning permission for new developments would only be granted where there are suitable arrangements for the improvement or provision and phasing of infrastructure, services and facilities necessary to make the scheme acceptable in planning terms.

Planning obligations and/or a future CIL could be required for the following:

- Transport infrastructure;
- Public transport;
- Drainage and flood protection;
- Waste recycling facilities;
- Education;
- Health care;
- Leisure and recreation facilities;
- Community and social facilities;
- Cultural facilities, including public art;
- Emergency services;
- Green infrastructure;
- Open space; and
- Affordable housing (currently excluded from CIL).

The above list is not exhaustive and there may be scope for requiring developer contributions towards a wider range of infrastructure measures. Contributions could also be used to secure ongoing maintenance where this is deemed appropriate.

Questions

- 12.38 Is there a need for a policy addressing this issue?

- 12.39 Are there any points which have been missed and you feel should be added (perhaps even an entirely new option)?
- 12.40 Do you think there are any other reasonable alternatives that should be considered?

Glossary of Terms

Term	Definition
Area Action Plan (AAP)	A Local Development Document setting out policy and proposals for a specific area. The document establishes an overall vision, identifies key issues and sets out the principles for an area of change.
Affordable Housing	Housing provided for people whose income levels mean they cannot access suitable market properties to rent or buy locally to meet their housing needs. It includes social rented, affordable rented and intermediate housing. Affordable housing should: • Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; • Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.
Affordable rented housing	Rented housing provided by local authorities and private registered providers of social housing to households that are eligible for social rented housing. Affordable rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). From April 2012, most new homes funded by Government grant have to be offered at Affordable rents, to generate funding for further new affordable housing. Some existing social rent homes may also be converted to Affordable Rents in agreement with the Homes and Communities Agency.
Air Quality Management Area	Since December 1997, each local authority in the UK has been carrying out a review and assessment of air quality in their area. This involves measuring air pollution and trying to predict how it will change in the next few years. The aim of the review is to make sure that the national air quality objectives will be achieved throughout the UK by the relevant deadlines. These objectives have been put in place to protect people's health and the environment. If a local authority finds any places where the objectives are not likely to be achieved, it must declare an Air Quality Management Area there. This area could be just one or two streets, or it could be much bigger. If an Air Quality Management Area is designated, the local authority will then put together a plan to improve the air quality - a Local Air Quality Action Plan. (Source: http://aqma.defra.gov.uk/)

Allowable Solutions Framework	Part of the definition of zero carbon development includes the concept that after delivering a certain level of CO₂ reduction on-site, known as carbon compliance, developers can then choose to offset remaining emissions through a range of measures known as ‘allowable solutions’. One of these possible measures is that developers would have the choice to pay into a Community Energy Fund (CEF)¹, which is then used to invest in energy efficiency and renewable and low carbon energy projects in Cambridgeshire, with an emphasis placed on community benefit. Work is currently underway to investigate the potential of developing a Cambridgeshire CEF, linked to the national Allowable Solutions Framework, which would require the development of a policy mechanism to enable collection of funds. The setting up of such a fund would require agreement across all local authorities in Cambridgeshire, and appropriate governance arrangements would need to be developed.
Business Improvement District (BID)	A precisely defined geographical area within which the businesses have voted to invest collectively in local improvements to enhance their trading environment.
Blue infrastructure	Blue infrastructure is space occupied by water, for example the River Cam, capable of delivering a wide range of environmental and wider quality of life benefits.
Building Research Establishments Environmental Assessment Method (BREEAM)	BREEAM is a set of standards for measuring the environmental performance of a range of new and existing building types. It covers energy and water performance, construction materials, waste, ecology, pollution and health. Under this scheme, buildings that meet the standards are rated either ‘pass’, ‘good’, ‘very good’, ‘excellent’ or ‘outstanding’.
Buildings of Local Interest (BLI)	Buildings of local interest have been designated because of their architectural merit and, in some cases, their historical associations. The aim of the list is to safeguard the buildings and to ensure that repairs, alterations and extensions are sympathetic to their character. Cambridge has over 1,000 BLIs.
Carbon footprint	A measure of the impact our activities have on the environment and, in particular, climate change. It relates to the amount of greenhouse gases produced in our day-to-day lives through burning fossil fuels for electricity, heating, transportation etc.
Cambridgeshire and Peterborough Structure Plan 2003	Provided the framework for the district councils’ preparation of detailed Local Development Frameworks or Local Plans, up to 2016.
Cambridge Phenomenon	Refers to the large number of high technology companies in and around Cambridge; first described by Segal Quince & Partners.

¹ Element Energy (2012). Cambridgeshire Community Energy Fund. Stage 2 Final Report.

Cambridgeshire Horizons	An organisation (established in 2004) to project manage the growth strategy for Cambridgeshire. The organisation closed in 2011.
Climate change adaptation	Initiatives and measures to reduce the vulnerability of natural and human systems to actual or predicted climate change effects.
Climate change mitigation	Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.
Cluster	Concentrations of companies in related activities, recognisable suppliers, service providers and institutions, which are cooperating, competing and collaborating to build competitive advantage, often across traditional sector boundaries. Such concentrations often depend on access to specialist skills and infrastructure within a specific area.
Code for Sustainable Homes	Developed to enable a change in sustainable building practice. It is intended as a single national standard to guide industry in the design and construction of sustainable homes. There are six levels of the Code, with Level 6 equating to a “zero carbon” home. At each level, there are minimum energy efficiency/carbon emissions and water efficiency standards.
Community Facilities	These are facilities with uses falling within Class D1 'Non-residential institutions' with the exception of university teaching accommodation. In addition the following sub-categories of Class C2 'Residential Institutions' are considered to be community facilities: hospitals, residential schools, colleges or training centres.
Conservation Areas	Areas identified by the Council, which have 'special architectural or historic interest', which makes them worth protecting and improving.
Cambridge Sub-Regional Retail Study (CSRRS)	A retail evidence base produced by consultants, GVA Grimley, for Cambridge City Council and South Cambridgeshire District Council in October 2008.
Decentralised energy	Local renewable energy and local low carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies from solar panels through to district heating.
Decent Homes	A standard set by Government related to the condition of people's homes. All Council rented homes were required to meet the Decent Homes standard by December 2010.
Development Plan	Includes adopted Local Plans, neighbourhood plans and the London Plan and is defined in the Planning and Compulsory Purchase Act 2001 (Section 38).
Design and Access Statement	A short report which may accompany and support a planning application. The report should explain the design principles and concepts that have been applied to particular aspects of the proposal – these are the amount, layout, scale, landscaping and appearance of the development.
District Centre	A group of shops, separate from the town centre, usually containing at least one food supermarket or superstore, and non-retail services such as banks, building societies and restaurants; boundaries are defined on the Proposal Map.

District Heat Networks	District heating is a system for distributing heat generated in a centralised location for residential and commercial heating requirements. The heat is often obtained from a co-generation plant burning fossil fuels but increasingly biomass, although heat-only boiler stations, geothermal heating and central solar heating are also used, as well as nuclear power.
East of England Plan	The name given to the Regional Spatial Strategy for the East of England. The East of England Plan, published in May 2008, sets out the Regional Strategy (RSS) for the East of England region. The Secretary of State for Communities and Local Government revoked the Plan in July 2010, however following a successful High Court challenge it remains part of the statutory development plan for Cambridge. However, the Government has stated its intention to formally abolish Regional Strategies in the Localism Bill.
Ecosystems services	Broadly refers to the benefits of resources and processes that are supplied by natural ecosystems to humankind. They may include products like clean water and air and processes such as the decomposition of wastes and prevention of flooding.
Employment Land Review	A document which: • Examines existing guidance, policies and requirements; • Takes stock of existing employment provision; • Assesses future requirements based on an analysis of past trends, future forecasts and discussions with existing employers and stakeholders; • Identifies a new portfolio of potential employment sites on land with the most potential for sustainable development; • Identifies existing employment sites that could be released for other forms of development.
Extra care housing	Extra Care provides self-contained housing, but with other facilities provided on-site where people can receive care and support but still retain their independence as opposed to residential care homes where occupants do not have their own tenure or 'own front door'.
Fluvial flooding	Fluvial flooding occurs when rivers overflow and burst their banks.
Fuel poverty	Households are considered to be in fuel poverty when they have to spend more than 10% of their household income on fuel to keep their home in a 'satisfactory' condition.
Green Belt	A statutory designation made for the purposes of: checking the unrestricted sprawl of large built-up areas; preventing neighbouring towns from merging into each other; assisting in safeguarding the countryside from encroachment; preserving the setting and special character of historic towns and assisting in urban regeneration by encouraging the recycling of derelict and other urban land.
General Permitted Development Order	The Town and Country Planning (General Permitted Development) Order 1995 is a statutory Instrument that sets out what can be built without obtaining planning permission.

Geodiversity	The natural range (diversity) of geological features (rocks, minerals, fossils, structures), geomorphological features (landforms and processes) and soil features that make up the landscape. (Source: Naturenet)
Gross Internal Floor Area (GIFA)	Is defined (by the Royal Institute of Chartered Surveyors) as the floor areas contained within the building measured to the internal face of the external walls.
Green infrastructure	Consists of multi-functional networks of protected open space, woodlands, wildlife habitat, parks, registered commons and villages and town greens, nature reserves, waterways and bodies of water, historic parks and gardens and historic landscapes. Different aspects of green infrastructure provide recreational and/or cultural experiences, whilst supporting and enhancing biodiversity and geodiversity, enhancing air and/or water quality and enriching the quality of life of local communities.
Green roofs	The roof of a building which is partially or completely covered with plants, which is generally believed to assist in reducing surface water runoff from buildings, enhance biodiversity, reduce the visual impact of a building (in some locations) and effect the heat retention of a building. They can be further classified as either intensive or extensive. Intensive green roofs are those made up of lush vegetation and based on a relatively nutrient rich deep substrate. They are principally designed to provide amenity. Extensive green roofs normally have a shallow growing medium and are design to be relatively self-sustaining.
Grey infrastructure	Refers to manmade built environment, including buildings and roads.
Head lease	A lease between a tenant and a landlord in which overall contractual responsibility is given to one identifiable tenant called the head lessee. This form of lease normally relates to an entire building which is multi-tenanted and subleased, and is usually for a longer term than the subleases.
Heritage asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions because of its heritage interest. Heritage asset is a term that includes designated heritage assets (e.g. Listed Buildings) and assets identified by the local planning authority (including local listing).
Homes and Communities Agency (HCA)	The national housing and regeneration agency for England and, since April 2012 the regulator for social housing providers. The HCA provides grant funding for new affordable housing and to improve existing social housing, and provides advice and support to partners in delivering new housing and new communities.

Hi-Tech or High Technology Industry	Activities including production in fields which include biotechnology, chemicals, consultancy research and development, computer components and hardware, computer software, electronic systems and products, information technology, instrumentation, new materials technology, telecommunications, other forms of new manufacturing process or fields of research and other development which may be regarded as high technology uses.
Historic Environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora. (Source: NPPF)
Historic Parks and Gardens	The English Heritage 'Register of Historic Parks and Gardens of special historic interest in England', established in 1983, currently identifies over 1,600 sites assessed to be of national importance.
Housing Associations	Independent societies, bodies of trustees or companies established for the purpose of providing low-cost social housing for people in housing need on a non-profit-making basis. Any trading surplus is used to maintain existing homes and to help finance new ones. They are now the UK's major providers of new homes for rent, while many also run shared ownership schemes to help people who cannot afford to buy their own homes outright
Houses in multiple occupation (HMO)	An HMO, depending on the number of occupants, is classed as either: • A small HMO - This is a shared dwelling house which is occupied by between 3 and 6 unrelated individuals who share basic amenities such as a kitchen or bathroom. This falls into Use Class C4 under the Town and Country Planning Uses Classes Order (2010); or • A Larger HMO – This is when there are more than 6 unrelated individuals sharing basic amenities such as a kitchen or bathroom. This falls into the sui generis class under the Town and Country Planning Uses Classes Order (2010).
Hydro-morphology	This is a term used in river basin managements to describe the combination of hydrological and geomorphological (structural) processes and attributes of rivers, lakes, estuaries and coastal waters.
Intermediate Housing	Homes for sale and rent provided at a cost above Social Rent, but below market levels, and which meet the criteria for Affordable Housing (above). These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not Affordable Rented housing.
Informal Planning Policy Guidance (IPPG)	The IPPG on foodstore provision in North West Cambridge sets out a number of development principles in relation to the development of foodstores and local centres, which should be followed by developers.

Integrated water management	This is the coordinated development and management of water, land and related resources in order to maximise the resultant economic and social welfare in an equitable manner without compromising the sustainability of vital ecosystems. It considers the multiple benefits that can be derived from the management of water such as biodiversity enhancement and climate change adaptation.
Knowledge-based Economy	An expression coined to describe trends towards greater dependence on knowledge, information and high skill levels, and the increasing need for ready access to all of these by the business and public sectors. (Source: OECD)
Landscape scale	Refers to a variety of different types of landscapes and ecosystems, regardless of administrative boundaries.
Landscape scale biodiversity enhancement	Refers to large-scale projects, the principle aim of which is to link together existing habitats by improving the ecological quality of the wider farmed and urban landscapes.
Local Development Framework (LDF)	A suite of planning related documents that guide the development of within the administrative area they relate to.
Leisure Facilities	These are facilities with uses falling within Class D2 'Assembly and leisure' and other sui-generis (uses not in any class) facilities that involve a predominantly cultural, leisure or entertainment function, indoors.
Lifetime Homes Standard²	This is a widely used national standard, which uses technical advice to ensure that the spaces and features in new homes can readily meet the needs of most people, including those with reduced mobility.
Listed Buildings	A building or structure of special architectural or historic interest and included in a list, approved by the Secretary of State. The owner must get Listed Building Consent to carry out alterations, which would affect its character.
Local Centre	Small grouping usually comprising a newsagent, a general grocery store, a sub-post office and occasionally a pharmacy, a hairdresser and other small shops of a local nature; boundaries indicated on the Proposals Map.
Local Plan	Sets out policies to guide the future development of Cambridge. It also sets out where future development will take place, and identifies land for new housing, community facilities, shops and employment. In addition, the Local Plan identifies land to be protected from development, such as the Green Belt and open space. It is the key document used to determine planning applications for new development in the city.
Local Nature Reserve (LNR)	Reserves with wildlife or geological features that are of special interests locally.

² www.lifetimehomes.org.uk

Masterplan	A masterplan describes how proposals for a site will be implemented. The level of detail required in a masterplan will vary according to the scale at which the masterplan is produced.
Microgeneration	A term used for the generation of low carbon or renewable energy at a micro scale. The primary source of current renewable microgeneration is solar energy (photovoltaic cells for electricity generation and solar thermal panels for the generation of hot water). Other technologies include micro wind turbines, micro hydro, micro Combined Heat and Power, heat pumps and small scale biomass.
Mixed use developments	Development comprising two or more uses as part of the same scheme (e.g. shops on the ground floor and residential flats above). This could apply at a variety of scales from individual buildings, to a street, to a new neighbourhood or urban extension.
Neighbourhood Plans	A Plan prepared by a Parish Council or neighbourhood forum for a particular neighbourhood area.
Natural Environment and Rural Communities (NERC)	The Natural Environment and Rural Communities (NERC) Act 2006 requires the Secretary of State to publish a list of habitats and species which are of principal importance for the conservation of biodiversity in England. Known as the Section 41 list, this should be used to guide decision makers in implementing their duty under Section 40 of the NERC Act to have regard to the conservation of biodiversity in England when carrying out their normal functions.
NIAB	North West Cambridge – Land between Huntingdon Road and Histon Road – a development area.
National Planning Policy Framework (NPPF)	This document sets out national planning policies for England and the Government's requirements for the Planning System. The policies in the NPPF must be taken into account when preparing Local Plans.
Open Space	Areas of land not built on and water bodies such as rivers and lakes, regardless of ownership and access. These areas include parks and gardens; natural and semi-natural green spaces; green corridors; outdoor sports facilities; amenity green space; teenagers and children's play areas; allotments and community gardens; cemeteries and churchyards; accessible countryside in urban fringe areas and civic spaces.
Per capita emissions	A measure of the emissions (carbon or greenhouse gas emissions) per person in Cambridge.
Pluvial flooding	Surface water accumulating from the result of intense rainfall.
PMP	A consultancy company who prepared the Cambridge Community Stadium – Feasibility Study 2007.
Planning Policy Statements (PPS)	These provided national guidance on planning issues however these have been revoked with the introduction of the National Planning Policy Framework with the exception of a few technical guidance notes.

Protected Open Spaces	Areas of land protected by policy 4/2 of the Local Plan 2006. These include: allotments, amenity green spaces, cemeteries, churchyards, civic spaces, areas specifically for children and young people, natural and semi-natural green spaces, outdoor sports facilities, parks and gardens.
Public Open Spaces	Any land laid out as a public garden or used for the purposes of public recreation. This means space which has unimpeded public access, and which is of a suitable size and nature for sport, active or passive recreation or children and teenagers' play. Private or shared amenity areas, for example in a development of flats, or buffer landscaped areas are not included as public open space. This definition relates to both open space provided within a development, and when considering the provision of existing open space. Indoor sports facilities required under the standards must be accessible to the public, secured if appropriate through a Community Use Agreement.
Public Realm	Public Realm relates to all those parts of the built environment where the public has free access. It encompasses: all streets, squares, and other rights of way, whether predominantly in residential, commercial or community/civic uses; the open spaces and parks; and the 'public/private' spaces where public access is unrestricted (at least during daylight hours). It includes the interfaces with key internal and private spaces to which the public normally has free access. (Source: ODPM in Living Places: Caring for Quality (January 2004))
Public Safety Zones	Areas of land at the ends of the runways at airports, within which development is restricted in order to minimise the number of people on the ground at risk in the event of an aircraft crash on take-off or landing.
Priority Species	An animal or plant identified as being of particular conservation concern.
Proposals Map	Map, which forms part of the Local Plan showing all designations and site allocations.
Regulated emissions	Regulated emissions are those arising from fuel use for space and water heating, any fixed cooling systems, fixed lighting and fans and pumps installed.
Regional Spatial Strategy (RSS)	RSS were regional level planning frameworks for regions of England. They were intended to provide a framework for private investment and public sector planning. Please refer to East of England Plan above for more details.
Riparian	Relating to rivers and streams
S106	A binding legal agreement requiring a developer or landowner to provide or contribute towards facilities, infrastructure or other measures, in order for planning permission to be granted. Planning obligations are normally secured under Section 106 of the Town & Country Planning Act 1990.

Sustainability Appraisal (SA)	The purpose of this document is to appraise the social, environmental and economic effects of a plan from the outset to help ensure that decisions made will contribute to achieving sustainable development. The sustainability appraisal is integral to the plan making process. It should perform a key role in providing a sound evidence base for the plan and form an integrated part of the plan preparation process. It should be transparent and open to public participation. The sustainability appraisal should inform the decision making process to facilitate the evaluation of alternatives. It should also help demonstrate that the plan is the most appropriate given the reasonable alternatives.
Safeguarding zones	These zones place restrictions on development height. Whilst not currently shown on the Proposals Map, they are used as constraints when considering planning applications. Developed by Marshall, they represent areas of the city, where the take-off and landing of aircraft could give rise to additional risk of aircraft accident over the built-up area.
Scheduled Monument / Scheduled Ancient Monument	Archaeological sites, buried deposits or structures of national importance by virtue of their historic, architectural, traditional or archaeological interest. The Secretary of State for Culture, Media and Sport schedules them under the National Heritage Act 1983.
Selective management of the economy	Whereby employment uses that have an essential need for a Cambridge location or provide a service for the local population are given positive support. This ensures that the limited supply of land in Cambridge is reserved for businesses that support the Cambridge economy.
Serviced Accommodation/ Apartments	A new generation of serviced accommodation that combines an element of self-catering with some hotel-style service. These types of premises are generally intended to service extended stay corporate and university markets. They may, however, let units for shorter stays to business and leisure markets.
Shared Ownership	A form of Intermediate Tenure Low Cost Home Ownership housing. Homes in which the occupier owns a share of the equity and pays rent on the remaining share.
Strategic Housing Land Availability Assessment (SHLAA)	This document assesses the amount of land that might be available for new housing in the city over the next 20 years. The SHLAA identifies sites which may have potential for new housing, estimates approximately how many homes could be built on these sites and suggests a time frame for when these sites could be come available. It is a technical document which forms part of the evidence base supporting the review of the Local Plan and has been prepared in accordance with national and best practice guidance.

Strategic Housing Market Assessment (SHMA)	This document for the Cambridge Sub-region draws on a number of data sources and has been developed with a range of partners. It assesses the housing needs of the Sub-region as well as each district and helps to inform the scale and mix of housing and the range of tenures that are required to meet the need.
Social Housing	Housing let at lower than market rents to people in housing need. It includes Social Rent, Affordable Rent and Intermediate Housing tenures and is usually provided by not-for profit organisations including Housing Associations and Councils.
Social Rented	Rented housing owned by local authorities and private registered providers, for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
Spatial Strategy	This is a long-term plan that outlines the vision for an area, what type of development is needed and where that development should best be located.
Specialist Housing	Developed with particular groups of people in mind such as older people (including the frail elderly and those with dementia), people with physical and sensory disabilities, those with learning difficulties or acquired brain injury, young people at risk, people with alcohol or drug dependency, and those requiring refuge from harassment and violence, and other who may, for a variety of reasons, be excluded from the local community. Examples may range from a small scheme of cluster flats with additional facilities for support staff, to much larger extra care schemes enabling older people to live in their own self-contained accommodation but with care and support on-site.
Specialist Schools	Includes language schools, secretarial and tutorial colleges, pre-university foundation courses, crammer schools and tutorial colleges.
Supplementary Retail Study (SRS)	A retail study undertaken by Nathaniel Lichfield and Partners in 2010 as a supplement to the Cambridge Sub-Regional Retail Study. It was used to develop Informal Planning Policy Guidance (IPPG) on foodstore provision in North West Cambridge.
Student Hostel Accommodation	Purpose built communal residential accommodation for students.
Supplementary Planning document (SPD)	A planning document that may be taken into account as a material consideration in making planning decisions such as determining planning applications.
Supported Housing	The provision of housing that may be designed in a particular way or has staff office or staff night-time facilities when staff are needed to support the people who are living in the housing.

Sustainable Drainage Systems (SuDs)	Development normally reduces the amount of water that can infiltrate into the ground and increases surface water run-off due to the amount of hard surfacing used. Sustainable drainage systems control surface water run-off by mimicking natural drainage processes through the use of surface water storage areas, flow limiting devices and the use of infiltration areas or soakaways.
The Backs	The Backs is an area to the east of Queen's Road where several colleges of the University back on to the River Cam, their grounds covering both banks of the river. The name "the Backs" refers to the backs of the colleges.
Topography	The arrangement of the natural and artificial physical features of an area.
Unregulated emissions	Unregulated emissions include those arising from energy used for cooking and any electricity for appliances.
Urban heat island effect	Describes the increased temperature of urban air compared to rural surroundings. The term 'heat island' is used because warmer city air lies in a 'sea' of cooler rural air.
Urban Greening	Providing more green spaces, trees and plant life to an urban area.
Urban Grain	The combined pattern and arrangement of streets, green infrastructure and plots. It covers elements such as the design character, building size, scale, height and form.
Urban Forest	Collectively describes all the trees and woodland in an urban area, regardless of ownership.
Use Classes Order	The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as 'Use Classes'. More detail on what types of uses fall within each Use Class is set out in the glossary below. Planning permission is not needed when both the present and proposed uses fall within the same 'class'. For example, a greengrocer's shop could be changed to a shoe shop without permission as these uses both fall within Use Class A1. However any physical changes associated with a development may still require planning permission The General Permitted Development Order also allows some changes from one use class to another without the need for planning permission. For example, a restaurant (Class A3) could be changed to a shop (A1) or an estate agents (A2) as the Use Classes Order allows this type of change to occur without requiring planning permission.
Use Class A1	Shops e.g. retail sale of goods, post office, sale of tickets, travel agency, sandwich bar, hairdressing, dry cleaners, funeral directors, hire shops, internet café.

Use Class A2	Financial and professional services e.g. betting offices, professional services (other than health or medical services) banks, estate and employment agencies.
Use Class A3	Restaurants and cafés Establishments where the primary purpose is the sale of food and drink for consumption on the premises.
Use Class A4	Drinking establishments e.g. public houses, wine bars (not night clubs).
Use Class A5	Hot food takeaway Establishments where the primary purpose is for the sale of hot food for consumption off the premises.
Use Class B1	Business Split into 3 sub-categories: a) Offices, other than a use within Class A2 (Financial Services) b) Research and development of products or processes c) Light industry
Use Class B2	General Industry Use for the carrying out of an industrial process other than one falling in Class B1.
Use Class B8	Storage and Distribution Use for storage or distribution centre.
Use Class C1	Hotels e.g. hotels, boarding houses and guest houses where no significant element of care is provided..
Use Class C2	Residential Institutions e.g. hospitals, nursing home or residential school, college or training centre where they provide residential accommodation and care to people in need of care (other than those within C3 Dwelling Houses).
Use Class C2A	Secure Residential Institutions e.g. Prisons, young offenders institutions, military barracks.
Use Class C3	Dwelling houses Use as a dwelling house (whether or not a main residence). Split into 3 sub-categories: a) Houses occupied by a single person or by people regarded as forming a single household b) Houses occupied by not more than six residents living together as a single household where care is provided for residents. c) Houses occupied by not more than six residents living together as a single household where no care is provided to residents (other than use within Class C4)

Use Class C4	Houses in Multiple Occupation Houses occupied by between 3 and 6 unrelated individuals as their only or main residence. NB Large HMOs (more than 6 people) are unclassified therefore sui generic.
Use Class D1	Non-Residential Institutions e.g. clinics, the provision of any medical or health service, crèches and day nurseries, day centres, provision of education, art galleries, museums, libraries public halls, places of worship, law courts.
Use Class D2	Assembly and Leisure e.g. cinemas, music or concert halls, bingo halls, dance halls (not night clubs), gyms and swimming baths, sports arenas that do not involve motorised vehicles or fire arms.
Use Class - Sui Generis	Sui Generis - unclassified These uses do not fall into a Use Class and therefore require permission for a change of use (with the one exception of a casino which can change to Class D2) e.g. theatres, casinos, amusement arcades, funfair, laundrettes, sale of fuel, sale or display of motor vehicles, taxi or car hire, scrapyards, hostels, night clubs, waste disposal installation, casino, retail warehouse club (i.e. where membership cards are needed)
‘Vernacular’ buildings	Is a category of architecture based on localised needs and construction materials, and reflecting local traditions.
Visual pollution	Unattractive and man-made visual elements of a vista. Visual pollution is an aesthetic issue, referring to the impacts of pollution that impair one's ability to enjoy a vista or view. Advertising signs, satellite dishes and street furniture are among the things that can contribute to visual pollution.
Walkable neighbourhoods	Areas typically based on 400m (5 minute walking time) catchments. The Urban Design Compendium (2000) Paragraph 3.1.2 describes the principles of ‘The Walkable Neighbourhood’ describing what facilities should be within a 5 and 10 minute walk from home.
Water neutrality	Where a new development does not consume any additional water than prior to when it was constructed. This is achieved by onsite water efficiency and re-use together with an off-site increase in water efficiency that matches the water consumption levels of the development.

Appendix A: List of Evidence Studies

Completed Evidence Base

- 2012 Appraisal of the Inner Green Belt (March 2012)
- Annual Monitoring Reports (2005-2011) [here](#)
- Buildings of Local Interest [here](#)
- Cambridge Area Transport Study [here](#)
- Cambridge City and County Wildlife Sites Register – 2005 [here](#)
- Cambridge City Council – Sports Strategy 2009–2013 – 2009 [here](#)
- Cambridge City Council (2006) Nature Conservation Strategy [here](#)
- Cambridge Cluster Study 2011 [here](#) (and committee report [here](#))
- Cambridge Landscape Character Assessment 2003 [here](#)
- Cambridge Northern Fringe East Viability Study 2008 [here](#)
- Cambridge Sub Region Study 2001 [here](#)
- Cambridge Sub-Regional Retail Study 2008 [here](#)
- Cambridgeshire County Council Archaeology including the Historic Environment Record [here](#)
- Cambridgeshire Development Study 2009 [here](#)
- Cambridgeshire Gypsy & Traveller Needs Assessment 2011
- Cambridgeshire Horizons - An Arts and Culture Strategy For The Cambridge Sub Region – 2006 [here](#)
- Cambridgeshire Horizons - Major Sports Facilities Strategy – 2006 [here](#)
- Cambridgeshire Horizons, Investing in Zero Carbon Public Buildings 2011 (hard copy only)
- Cambridgeshire Renewable Infrastructure Framework 2012 [here](#) (and committee report [here](#))
- Cambridge Sub-regional Gypsy and Traveller Accommodation Needs Assessment (March 2012) [here](#)
- Conservation Area Appraisals, including Historic Core Appraisal and other information [here](#)
- Consultation and Community Engagement Strategy Committee Report November 2011 [here](#)
- Decarbonising Cambridge Study 2010 [here](#) (and committee report [here](#))
- Eastern Gate SPD 2011 [here](#) (and committee report [here](#))
- Economic Forecasts – Cambridge Econometrics (May 2012) [here](#)
- Economic and Population Forecasts Update – run of the East of England Forecasting Model (March 2012) [here](#)
- Employment Land Review 2008 [here](#)
- English Heritage At Risk [here](#)
- Genesis for Sport England – Cambridge City Council and South Cambridgeshire District Council: Sports Hall Assessment, Facilities Planning and Model Final Report – 2008a
- Genesis for Sport England – Cambridge City Council and South Cambridgeshire District Council: Swimming Pools Assessment, Facilities Planning Model Final Report – 2008b

- Green Infrastructure Strategy 2011 [here](#) (and committee paper [here](#))
- Gypsy and Traveller Provision in Cambridge – Site Assessment (2012)
- Informal Planning Policy Guidance on Foodstore Provision in North West Cambridge 2011 [here](#) (and committee paper [here](#))
- Inner Green Belt Boundary Study 2002 [here](#)
- Joint Statement on Strategic Planning in Cambridgeshire (2010) [here](#) (& committee report [here](#))
- Joint Working Committee Report February 2012 [here](#)
- Leisure and the Environment for Cambridge City Council: An Assessment of Open Space in Cambridge, Volume 1: Pitch Sports – 1999
- Leisure and the Environment for Cambridge City Council: Sports Provision in Cambridge – 2004 [here](#)
- Local Economic Assessment 2011 [here](#) (and committee report [here](#))
- Local Plan Review Committee Report March 2011 [here](#)
- Local Transport Plan 3 2011 [here](#) (and committee paper [here](#))
- Old Press/Mill Lane SPD 2010 [here](#)
- North West Cambridge Supplementary Retail Study 2010 [here](#) (and committee paper [here](#))
- Open Space & Recreation Assessment 2011 [here](#) (and committee report [here](#))
- PMP for Cambridgeshire Horizons - Cambridge Community Stadium Feasibility Study – 2007 [here](#)
- Project Cambridge 2009 (committee report [here](#))
- South Cambridgeshire District Council Green Belt Study 2002 [here](#)
- Sport England – Planning Policy Statement: A Sporting Future for the Playing Fields of England – undated [here](#)
- Strategic Flood Risk Assessment 2010 [here](#) (and committee report [here](#))
- Strategic Housing Land Availability Assessment (end March 2012) draft report and committee report [here](#)
- Strategic Housing Market Assessment 2008, with annual updates [here](#)
- Suburbs and Approaches Studies [here](#):
 - o Barton Road - March 2009
 - o Huntingdon Road - March 2009
 - o Madingley Road - March 2009
 - o Newmarket Road - October 2011
- Sustainability Appraisal Scoping Report (out for consultation [here](#)) and committee report [here](#)
- Water Cycle Strategy Phase 1 & 2 2011 [here](#) (and committee report [here](#) and [here](#))
- Workshop Reports [here](#)

Evidence base – Ongoing

Estimated Completion dates are in parentheses

- A14 Headroom Study (Spring / Summer 2012)
- A14 Highways Agency Study (Spring / Summer 2012)
- Cambridge Public House Study (2012)
- Canopy Cover Project
- Density work (2012 ongoing)
- Gypsy and Traveller Provision in Cambridge – Site Assessment (2012)
- Hotel Needs Assessment (2012)
- Infrastructure Study (June 2012)
- Language Schools Survey
- Local, District and City Centre Surveys (October 2012)
- Merton Rule Study (Summer 2012)
- Review of Cycle and Car Parking Standards (2012)
- Space Standards Assessment (2012 ongoing) - Technical in house information
- Update to Cambridge Landscape Character Assessment
- Update to the Employment Land Review (2012)
- Update to the Retail Study

Appendix B: Current Hierarchy of Centres

1 - City Centre

2 - District Centres

- Mill Road East
- Mill Road West
- Mitcham's Corner

3 – Local Centres

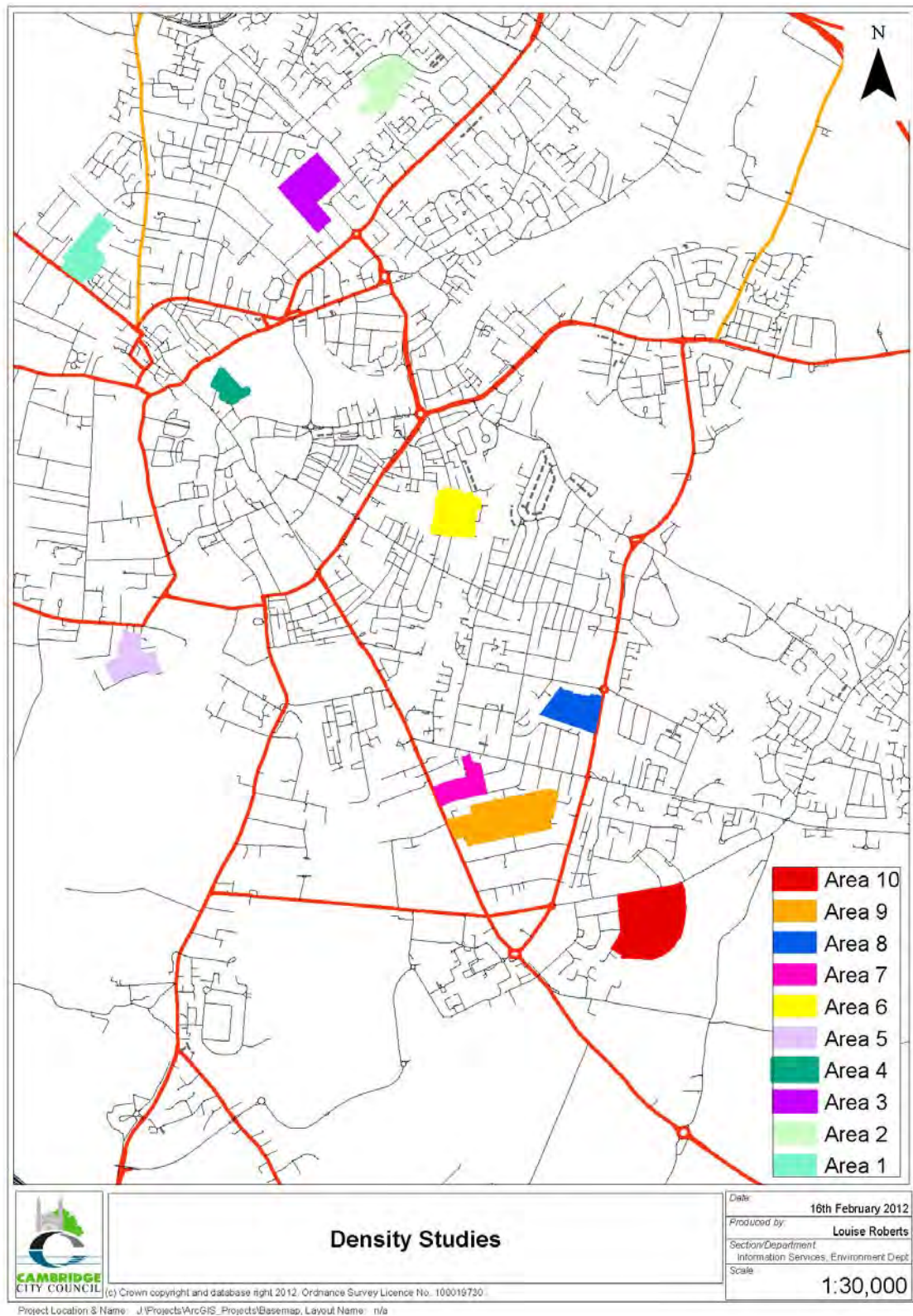
- Adkins Corner
- Akeman Street
- Arbury Court
- Arbury Road / Milton Road
- Barnwell Road
- Campkin Road
- Cherry Hinton High Street
- Cherry Hinton Road East
- Cherry Hinton Road West
- Chesterton High Street
- Ditton Lane
- Fairfax Road
- Grantchester Street
- Green End Road
- Hills Road
- Histon Road
- King's Hedges Road
- Newnham Road
- Norfolk Street
- Trumpington
- Victoria Road
- Wulfstan Way

Appendix C: Urban Densities

Table C.1: Density Study Areas

Area (see Figure C.1 overleaf)	Location	Description	Dwelling numbers	Area (Hectares)	Net Density – dwellings per hectare
1	Castle Ward – Richmond Road area	Victorian Terraces	349	7.48	47
2	King's Hedges Ward – Hawkins Way area	1960s Terraces	268	8.15	33
3	West Chesterton Ward – Orchard Avenue area	1930s semi-detached	178	9.3	19
4	Market Ward – Portugul Street area	Victorian terraces	133	2.95	63
5	Newnham Ward – Granchester Street	Victorian terraces	332	6.62	50
6	Petersfield Ward – Sturton Street area	Victorian terraces	507	8.39	60
7	Queen Edith's Ward – Hartington Grove area	Victorian terraces and semi-detached	200	5.58	36
8	Coleridge Ward – Langham Road area	Inter-war semi-detached	190	7.14	27
9	Queen Edith's Ward – Hills Avenue area	Inter-war terrace and detached	217	16.45	14
10	Queen Edith's Ward – Netherhall Way area	1950/ 1960s semi, terraced and detached	251	17.76	14

Figure C.1: Density Study Areas



Appendix D: Space Standards

Homes and Communities Agency (HCA) Housing Quality Indicators (HQIs)

The space standards below are taken from the HQI Form Version 4 updated April 2008, which is available to download from

http://www.homesandcommunities.co.uk/sites/default/files/our-work/721_hqi_form_4_apr_08_update_20080820153028.pdf

Table D.1 Unit Size by Bedspace

Dwelling Type		Min (m ²)	Max (m ²)
1 Bedspace		30	35
2 Bedspace		45	50
3 Bedspace		57	67
4 Bedspace		67	75
5 Bedspace	1 Storey	75	85
5 Bedspace	2 Storey	82	85
5 Bedspace	3 Storey	85	95
6 Bedspace	1 Storey	85	95
6 Bedspace	2 Storey	95	100
6 Bedspace	3 Storey	100	105
7 Bedspace	2+ Storey	108	115
7+ Bedspace (add 10 sq m per bedspace)			

Bedspace - defined as the number of occupants the dwelling was designed to accommodate. For example, a three-bedroom house with one double bedroom, one twin bedroom and a single bedroom has 5 bedspaces. A 5 bedroom house with two double bedrooms, one twin bedroom, and two single bedrooms has 8 bedspaces.

Units by living spaces

New residential units to provide at least the number of rooms required for each unit size as set out in the table below.

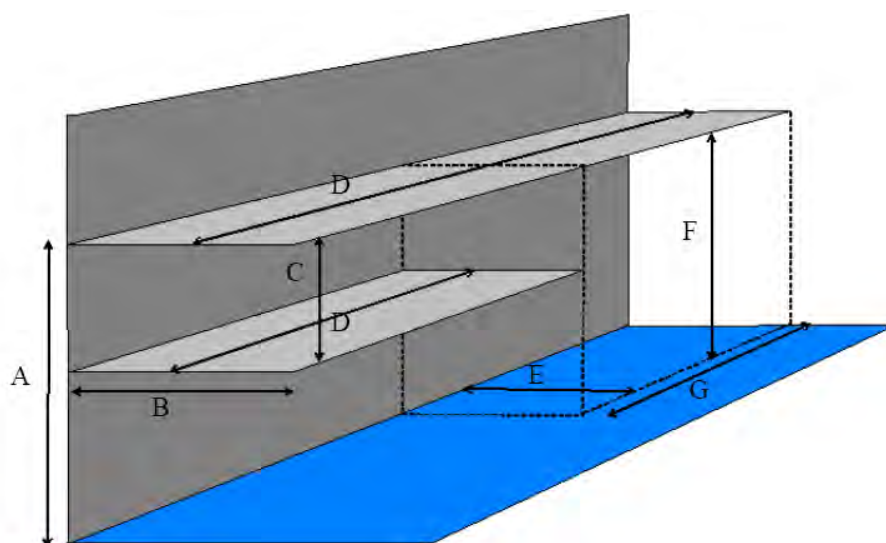
Required Living Spaces	Bedspaces							
	1	2	3	4	5	6	7	8+
Bedroom	1	1	2	2	3	3	4	4+
Bathroom	1	1	1	1	1	1	1	1+
WC#	1	1	1*	1*	2	2	2	2+
Kitchen	1	1	1	1	1	1	1	1
Living Room	1	1	1	1	1	1	1	1
Dining Space	1	1	1	1	1	1	1	1

Separate of within a bathroom

* Two Wcs required for 3 bedspace or 4 bedspace when on two floors

Internal Storage Requirements

All new residential units to meet the internal storage requirements below:

General Normal Storage

1. Shelf width (B) should be a minimum of 0.3m.
2. The height between shelves should be a minimum of 0.3m.
3. B x D (D being the total length of shelving in the unit) should be at least the minimum shelf area identified for the number of bedspaces (see table below)
4. Height A (i.e the height of the highest shelf should be no grater than 1.5m

General normal storage minimum shelf area by bed space (bs) (m ²)	1bs	2bs	3bs	4bs	5bs	6bs	7bs	8+bs
	1.5	1.5	2.25	3.0	3.75	4.5	5.25	+0.75 for each additional bedspace

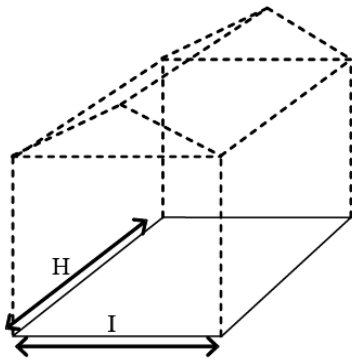
Tall storage – to be provided in addition to General Normal Storage

1. Height F (i.e the height of the lowest shelf in the area designated for tall storage) should be at least 1.5m.
2. The floor area (E x G) should be at least 0.5m².

Airing Cupboard

1. There should be shelving located inside an airing cupboard where the shelf area (B x D - where D is the total length of airing cupboard shelving) should be at least 0.4m²
2. This may be counted towards general normal storage.

External Storage Requirements (not applicable to flats without gardens)



All new residential units to meet the external storage requirements set out below.

1. This storage should be lockable
2. For units with 1-4 bed spaces floor area ($H \times I$) should be equal to or greater than 2.2m²
3. For units with greater than 4 bed spaces the floor area ($H \times I$) should be equal to or greater than 3.0 m²
4. Where a garage is provided the external storage requirement may be deemed satisfied.
5. This cannot be counted towards the internal storage requirements.

Greater London Housing Design Guide - Dwelling Space Standards

Dimensions derive from an inventory of required furniture as well as space needed for activities, access around furniture and Lifetime Homes Standards. These standards are currently only applicable to publically funded housing.

The London Housing Design Guide is available to download from

http://www.lda.gov.uk/Documents/London_Housing_Design_Guide_interim_August_2010_9460.PDF

The new mandatory minimum space standards are intended to ensure that all new homes in London are fit for purpose and offer the potential to be occupied over time by households of all tenures. The minimum gross internal floor area (GIFA) required for any given dwelling type relates to the following variables:

- o The number of people for whom the home has been designed (equivalent to the number of bedspaces it provides - typically 2-8)
- o The number of bedrooms it provides (typically 1-5)
- o The number of storeys it contains (typically 1-3)

To ensure that all future homes will be comfortable when occupied to their full potential under any tenure, four principals apply:

- o Each home of for two of more people should contain at least one double/twin bedroom.
- o Each single bedroom should provide one adequate bedspace (a floor area of 8 sq m is considered the desirable minimum).
- o Each double/twin room should provide one adequate bedspace (a floor area of 12 sq m is considered the desirable minimum).
- o All bedspaces should be counted when declaring the potential occupancy level of the dwelling.

The following table forms a summary of the space standards outlined in the London Housing Design Guide from Chapter 4.

Note - 'Priority 1' standards must be met in full, while 'Priority 2' standards are strongly recommended as best practice but not required

4.0	London Housing Design Guide - Dwelling Space Standards	Priority 1	Priority 2																																						
4.1	Internal floor area																																								
4.1.1	All developments should meet the following minimum space standards. <table><thead><tr><th></th><th>Dwelling type (bedroom/persons)</th><th>Essential GIA (sq.m)</th></tr></thead><tbody><tr><td rowspan="8">Single storey dwelling</td><td>1b2p</td><td>50</td></tr><tr><td>2b3p</td><td>61</td></tr><tr><td>2b4p</td><td>70</td></tr><tr><td>3b4p</td><td>74</td></tr><tr><td>3b5p</td><td>86</td></tr><tr><td>3b6p</td><td>95</td></tr><tr><td>4b5p</td><td>90</td></tr><tr><td>4b6p</td><td>99</td></tr><tr><td rowspan="5">Two storey dwelling</td><td>2b4p</td><td>83</td></tr><tr><td>3b4p</td><td>87</td></tr><tr><td>3b5p</td><td>96</td></tr><tr><td>4b5p</td><td>100</td></tr><tr><td>4b6p</td><td>107</td></tr><tr><td rowspan="3">Three storey dwelling</td><td>3b5p</td><td>102</td></tr><tr><td>4b5p</td><td>106</td></tr><tr><td>4b6p</td><td>113</td></tr></tbody></table> For dwellings designed for more than 6 people, at least 10 sq m gross internal area should be added for each additional person.		Dwelling type (bedroom/persons)	Essential GIA (sq.m)	Single storey dwelling	1b2p	50	2b3p	61	2b4p	70	3b4p	74	3b5p	86	3b6p	95	4b5p	90	4b6p	99	Two storey dwelling	2b4p	83	3b4p	87	3b5p	96	4b5p	100	4b6p	107	Three storey dwelling	3b5p	102	4b5p	106	4b6p	113	✓	
	Dwelling type (bedroom/persons)	Essential GIA (sq.m)																																							
Single storey dwelling	1b2p	50																																							
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Three storey dwelling	3b5p	102																																							
	4b5p	106																																							
	4b6p	113																																							

4.1.2	Dwelling plans should demonstrate that dwellings will accommodate the furniture, access and activity space requirements relating to the declared level of occupancy. Refer to appendix 3 for design standards for wheelchair accessible housing.	✓											
4.2	Flexibility and adaptability												
4.2.1	Dwelling plans should demonstrate that dwelling types provide flexibility by allowing for alternative seating arrangements in living rooms and by accommodating double or twin beds in at least one double bedroom.	✓											
4.3	Circulation in the home												
4.3.1	The minimum width of hallways and other circulation spaces inside the home should be 900mm. This may reduce to 750mm at ‘pinch points’ e.g. next to radiators, where doorway widths meet the following specification: <table><tr><th>Minimum clear opening width of doorway (mm)</th><th>Minimum approach width when approach is not head on (mm)</th></tr><tr><td>750</td><td>1200</td></tr><tr><td>775</td><td>1050</td></tr><tr><td>900</td><td>900</td></tr></table> Where a hallway is at least 900mm wide and the approach to the door is head-on, a minimum clear opening door width of 750mm should be provided [Lifetime Homes Criterion 6].	Minimum clear opening width of doorway (mm)	Minimum approach width when approach is not head on (mm)	750	1200	775	1050	900	900	✓			
Minimum clear opening width of doorway (mm)	Minimum approach width when approach is not head on (mm)												
750	1200												
775	1050												
900	900												
4.3.2	The design of dwellings of more than one storey should incorporate potential for a stair lift to be installed and a suitable identified space for a through-the-floor lift from the entrance level= to a storey containing a main bedroom and an accessible bathroom [Lifetime Homes Criterion 12].	✓											
4.4	Living / kitchen / dining												
4.4.1	The following combined floor areas for living / kitchen / dining space should be met: <table><tr><th>Designed level of occupancy</th><th>Minimum combined floor area of living, dining and kitchen spaces (sq m)</th></tr><tr><td>2 person</td><td>23</td></tr><tr><td>3 person</td><td>25</td></tr><tr><td>4 person</td><td>27</td></tr><tr><td>5 person</td><td>29</td></tr></table>	Designed level of occupancy	Minimum combined floor area of living, dining and kitchen spaces (sq m)	2 person	23	3 person	25	4 person	27	5 person	29		✓
Designed level of occupancy	Minimum combined floor area of living, dining and kitchen spaces (sq m)												
2 person	23												
3 person	25												
4 person	27												
5 person	29												

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	6 person	31		
4.4.2	The minimum width of the main sitting area should be 2.8m in 2-3 person dwellings and 3.2m in dwellings designed for four or more people.			✓
4.4.3	Dwellings with three or more bedrooms should have two living spaces, for example a living room and a kitchen-dining room. Both rooms should have external windows. If a kitchen is adjacent to the living room, the internal partition between the rooms should not be load-bearing, to allow for reconfiguration as an open plan arrangement. Studies will not be considered as second living spaces.			✓
4.4.4	There should be space for turning a wheelchair in dining areas and living rooms and basic circulation space for wheelchairs elsewhere [Lifetime Homes Criterion 7].		✓	
4.4.5	A living room, living space or kitchen-dining room should be at entrance level [Lifetime Homes Standard 8].		✓	
4.4.6	Windows in the principal living space should start 800mm above finished floor level (+/- 50mm) to allow people to see out while seated. At least one opening window should be easy to approach and operate by people with restricted movement and reach. [Lifetime Homes Criterion 15].		✓	
4.5	Bedrooms			
4.5.1	The minimum area of a single bedroom should be 8 sq m. The minimum area of a double or twin bedroom should be 12 sq m.			✓
4.5.2	The minimum width of double and twin bedrooms should be 2.75m in most of the length of the room.			✓
4.5.3	In homes of two or more storeys with no permanent bedroom at entrance level=, there should be space on the entrance level that could be used as a convenient temporary bed space [Lifetime Homes Criterion 9].		✓	
4.5.4	Structure above a main bedroom and an accessible bathroom should be capable of supporting a ceiling hoist and the design should allow for a reasonable route between this bedroom and bathroom [Lifetime Homes Criterion 13].		✓	
4.6	Bathrooms and WCs			
4.6.1	Dwellings designed for an occupancy of five or more people should provide a minimum of one bathroom with WC and one additional WC.			✓
4.6.2	Where there is no accessible bathroom at entrance level=, a wheelchair accessible WC with potential for a shower to be installed should be provided at entrance level ∞ [Lifetime Homes Criterion 10].		✓	
4.6.3	An accessible bathroom should be provided in every dwelling on the same storey as a main bedroom [Lifetime Homes Criterion 14].		✓	
4.6.4	Walls in bathrooms and WCs should be capable of taking adaptations such as handrails ++ [Lifetime Homes Criterion 11].		✓	
4.7	Storage and utility			

4.7.1	Built-in general internal storage space free of hot water cylinders and other obstructions, with a minimum internal height of 2m and a minimum area of 1.5 sq m should be provided for 2 person dwellings, in addition to storage provided by furniture in habitable rooms. For each additional occupant an additional 0.5 sq m of storage space is required.	✓	
4.8	Study and work		
4.8.1	Dwelling plans should demonstrate that all homes are provided with adequate space and services to be able to work from home. The Code for Sustainable Homes guidance on working from home is recommended as a reference.	✓	
4.8.2	Service controls should be within a height band of 450mm to 1200mm from the floor and at least 300mm away from any internal room corner [Lifetime Homes Criterion 16].	✓	
4.9	Wheelchair user dwellings		
4.9.1	Ten percent of new housing should be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users in accordance with the GLA Best Practice Guide, for Wheelchair Accessible Housing. Refer to appendix 3 for design standards for wheelchair accessible housing.	✓	
4.10	Private open space		
4.10.1	A minimum of 5 sq m of private outdoor space should be provided for 1-2 person dwellings and an extra 1 sq m should be provided for each additional occupant.	✓	
4.10.2	Private outdoor spaces should have level access from the home ‡ [Lifetime Homes Criterion 4].	✓	
4.10.3	The minimum depth and width of all balconies and other private external spaces is 1500mm.	✓	

* In the Lifetime Homes Criteria a stair providing easy access is defined as one having maximum risers of 170mm, minimum goings of 250mm and a minimum width of 900mm measured 450mm above the pitch line.

= In the Lifetime Homes Criteria the entrance level of a dwelling is generally deemed to be the storey containing the main entrance door. Where there are no rooms on the storey containing the main entrance door (e.g. flats over garages or shops and some duplexes and townhouses) the first storey level containing a habitable or non-habitable room can be considered the entrance level, if this storey is reached by a stair providing 'easy access', as defined above.

‡ Balconies and terraces over habitable rooms which require a step up to increase slab thickness / insulation are exempt from the Lifetime Homes level access standard.

∞ Dwellings over more than one storey with no more than two bedrooms may instead be designed with a Part M compliant WC at entrance level. The WC should provide a floor drain to allow for an accessible shower to be installed at a later date.

†† Adequate fixing and support for grab rails should be available at any location on all walls within a height band of 300mm - 1800mm from the floor.

Mid Sussex Dwelling Space Standards Supplementary Planning Document

The Mid Sussex Dwelling Space Standards are based on the standards originally adopted by English Partnerships and include space standards for the minimum internal floor areas for whole dwellings and minimum floor areas for storage. The standards apply to both affordable and market housing.

The Space Standards SPD can be downloaded from the following link http://www.midsussex.gov.uk/media/Space_Standards_SPD_v2.pdf

Minimum Internal Floor Area for Whole Dwelling and Minimum Floor Area for Storage (Net)

Number of bedrooms/type of dwelling	Minimum internal floor Space Standards (sq m)	Minimum Storage Space Standard within or adjacent to the dwelling (sq m)
Studio Flat	32.5	1.5
One Bedroom Flat	51	2.5
Two Bedroom Flat	66	3.5
Two Bedroom Wheelchair Flat	71	3.5
Two Bedroom House	77	3.75
Three Bedroom Dwelling	93	4.5
Four Bedroom Dwelling	111	5.5

Note – Minimum standards for storage space apply for the provision of waste and recycling storage.

Subdivision and Conversions

‘The Council will require all dwellings created through subdivision and conversion to meet the standards set out above. However, in exceptional circumstances, where it can be argued that the existing building is suitable for subdivision/conversion but that its internal form or special features prevent some of the requirements being met, some flexibility will be given’. (para 3.3)

Private Amenity Space

‘The planning authority will normally require the provision of useable private amenity space (excluding parking and turning areas) in new residential development. In considering the amount of amenity space, the planning authority will take into account front gardens, back gardens, roof terraces, balconies and, in flatted developments, communal gardens’. (para 3.4)

English Partnerships (now part of the HCA) Quality Standards November 2007 (Space Standards, p16)

English Partnerships introduced minimum space standards for homes so that they appeal to and meet the needs of different generations and be more sustainable in future housing markets.

The standards set minimum acceptable internal floor area (MIFA) in relation to bedrooms and occupancy as shown in the table below.

Bedrooms/Bedspaces	MIFA (metre square)
1 bed/2 person dwelling	51
2 bed/3 person dwellings	66
2 bed/4 person dwellings	77
3 bed/5 person dwellings	93
4 bed/6 person dwellings	106

In addition, English Partnerships stipulate the following should be provided:

- o A single bedroom in 3 and 5 person dwellings without compromising the functionality of living space;
- o A minimum of 5% of the MIFA to be devoted to storage, within or adjacent to the dwelling;
- o Access to a private outdoor space that enhances the use of the dwelling (including gardens, terraces and balconies);
- o Rooms of a sufficient size to allow each to function in relation to its defined use, and the ability to sub-divide multifunctional rooms (where they are provided);
- o Other requirements concern exploiting volume in dwellings through increased floor to ceiling heights and coplanar ceilings, and the variety of housing opportunities/dwelling types to be provided.

Ashford Borough Council Residential Space and Layout SPD

The table below summarises the minimum space standards for individual private open space from page 28 of the Ashford Borough Council Residential Space Standards SPD. The SPD can be downloaded from the following link http://www.ashford.gov.uk/pdf/ADOPTED%20VERSION%20Residential_Space_and_Layout_SPD.pdf

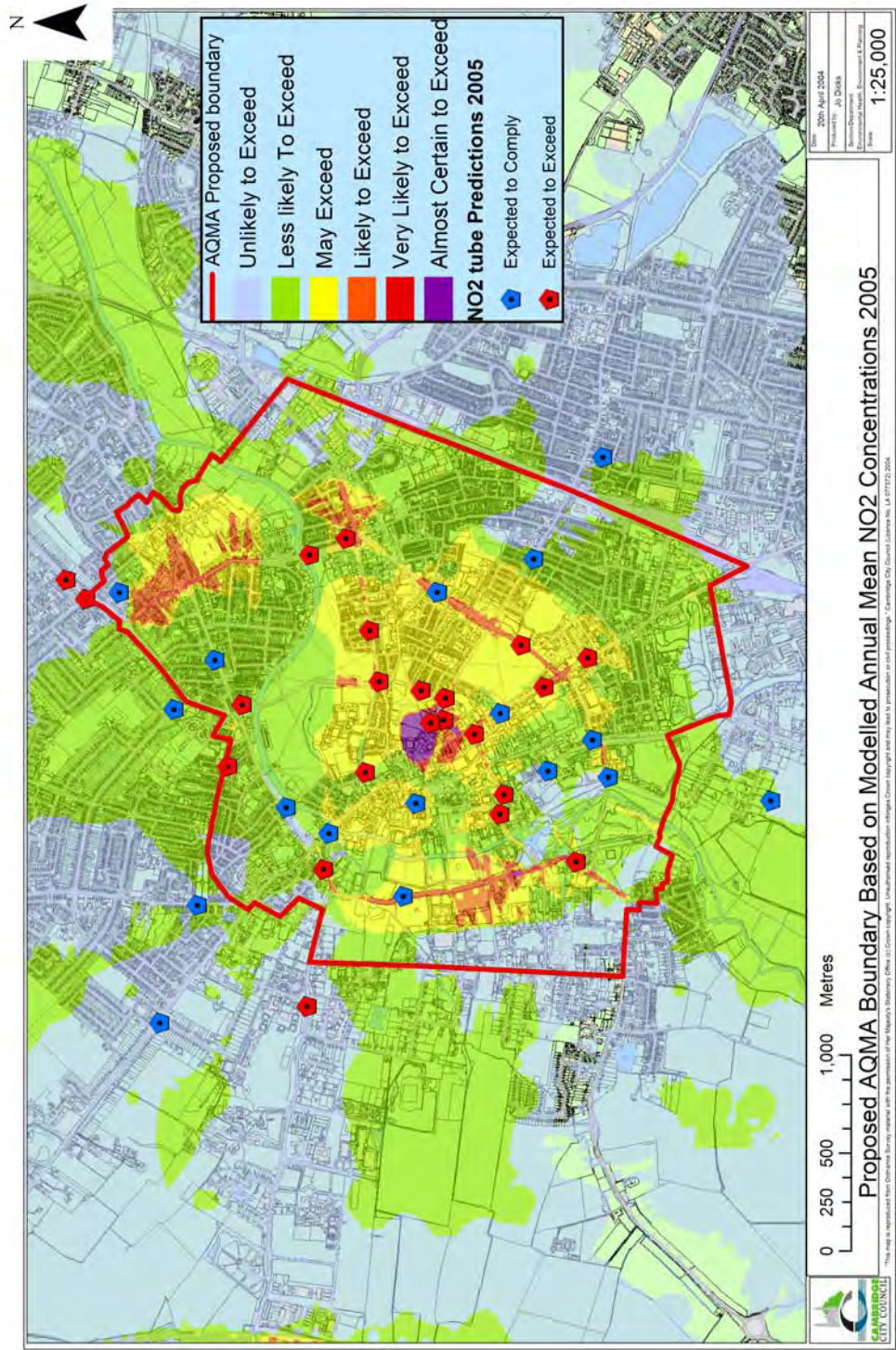
Minimum sizes for individual private open spaces (not overlooked from the road or other public spaces) – Flats and Houses – Essential minimum Standards.			
Number of occupants	Minimum depth of balconies	Minimum area of private outdoor space per flat (Balcony or roof garden)	Minimum depth of private garden area for houses of ground floor flats (the width would normally be the width of the

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			dwelling)
2 person	1.5m	5m ²	10m
3 person	1.5m	6m ²	10m
4 person	1.5m	7m ²	10m
5 person	1.5m	8m ²	10m
6 person	1.5m	9m ²	10m

Appendix E: Figure E.1 Air Quality Management Area

Figure E.1: Air Quality Management Area



Appendix F: Criteria for Protecting Open Spaces

Historically, the Council has protected open spaces for environmental and/or recreational importance. In addition to assessing all sites against the established criteria for environmental and recreational importance, the recent audit work also includes a quality assessment of all sites. The criteria for both parts of the assessment are detailed in the following paragraphs. In visiting over 350 sites in Spring and Summer 2011, the four officers involved in the site visits assessed every site against the criteria listed below.

Environmental Importance

For a site to be important for environmental reasons, it must meet one of the criteria a to c below. The questions under each are used to assess whether open space meets that criterion.

- a. Does the site make a major contribution to the setting, character, structure and the environmental quality of the city?**
 - i Does it make a major contribution to the setting of Cambridge?
 - ii Does it have positive landscape features and/or a sense of place sufficient for it to make a major contribution to the character of the city?
 - iii Is the site an important green break in the urban framework?
 - iv Does it have significant historical, cultural or known archaeological interest?
- b. Does the site make a major contribution to the character and environmental quality of the local area?**
 - i Does it have positive features such as streams, trees, hedgerows or meadowlands which give it a sense of place sufficient to make a major contribution to the character of the local area?
 - ii Is it an important green break in the framework of the local area?
 - iii Does it form part of a network of open spaces in the local area?
 - iv Is it enjoyed visually on a daily basis from public places (e.g. footpaths, vantage points)?
 - v Does it have local historical or cultural interest?
- c. Does the site contribute to the wildlife value and biodiversity of the city?**
 - i Does it have any nature conservation designation?
 - ii Is it adjacent to or an important link to sites with nature conservation designation?
 - iii Does it contain important habitats or species sufficient to make it worthy of consideration for any nature conservation designation?
 - iv Is it an important wildlife oasis in an area with limited wildlife value?

Recreational importance

For a site to be important for recreational reasons, it must meet criteria d. or e. below. The questions under each criteria are used to assess whether open space meets that criterion.

d. Does the site make a major contribution to the recreational resources of the city as a whole?

- i Is it of a size, quality and accessibility such that people would travel to use it for recreational purposes, no matter where they live, work or study in the city?
- ii Is it an important part of the network of significant recreational open spaces?
- iii Is it part of the sports provision which helps to meet demand from people throughout the city, no matter where they live, work or study?

Recreational resources of the city include playing fields used by colleges or sports clubs, school playing fields which are also used by sports clubs, commons and other recreation grounds which people would go out of their way to visit. Sites meet this criterion if they are part of the sports provision, which helps to meet demand from people throughout the city. An assessment of the supply and demand of sports pitches was carried out in 1999. This found that the supply of pitches in secure public use to be 0.8 hectares per 1,000 population. This is significantly below that required under the adopted open space standards. The assessment was updated in 2004 and this found that there had been very little change in participation rates. There has also been little change in the supply of pitches. The significant deficit is not always as problematic as would be expected due to the fact that some of the additional demand is met through the use of pitches not subject to community use agreements, particularly through the University sector. Therefore, all pitches not in secure public use, excluding those associated with primary schools which are not used by outside clubs, would meet this criterion and are still protected, as they help to meet demand from people throughout the city.

If a Protected Open Space is only important for the contribution it makes to the recreational resources of the city (criterion d), development of the site may be acceptable if an improvement to open spaces, sports and recreational facilities would be achieved through replacement provision. The new land or facility should be at least as accessible to current and potential new users and at least of equivalent size, usefulness, attractiveness and quality. Planning obligations should be used to secure the replacement provision and ensure public access to this land. It can prove difficult to achieve replacement provision within Cambridge's administrative boundaries, due to constraints on the availability and cost of large sites. The onus is on the applicant to show that the options for acceptable replacement provision have been thoroughly investigated. This evidence should form part of the planning submission.

e. Does the site make a major contribution to the recreational resources of the local area?

- i Is it of a size and accessibility such that people who live, work or study in the local area do or could use it for recreational purposes?
- ii Is it an important part of the network and hierarchy of recreational facilities in the local area?
- iii Is it a significant linkage between recreational areas?

Appendix G: Application of the Open Space and Recreation Standards

The standards are applicable to all new residential units created as a result of development regardless of whether they result from new-build or conversions. Where the proposal relates to the conversion of existing residential properties to create additional bedrooms or the redevelopment of an existing residential site, the open space standards will be applied to the number of additional bedrooms created.

The number of people is taken to be the same as the number of bedrooms, except for one-bedroom units, which will be assumed to have 1.5 people. Certain types of housing will not always need to meet the full standard, as shown in Table F.1.

Example 1, for a residential conversion:

Original development 1 x 4 bedroom house, converted to create 4 x 1 bedroom flats

The number of gross bedrooms created = 4 x 1.5 people = 6 bedrooms

= 6 bedrooms minus 4 bedrooms = 2 net additional bedrooms are created and applicable to the Open Space and Recreation Standards.

Example 2, for a residential redevelopment:

Original development 1 x 4 bedroom house, demolished and 4 x 2 bedroom houses built

The number of net units 4 – 1 = 3 net units x 2 bedrooms = 6 bedrooms

= 6 net additional bedrooms are created and applicable to the Open Space and Recreation Standards.

Table F.1: Application of the Open Space and Recreation Standards

	Private Residential/ Housing Association	Retirement housing ⁺	Non family Student housing	Family student housing
Outdoor Sports Facilities	Full provision	Full provision	Full provision *	Full provision *
Indoor Sports Facilities	Full provision	Full provision	Full provision *	Full provision *
Provision for Children and Teenagers	Full provision [#]	No provision	No provision	Full provision ^{**}
Informal Open Space	Full provision	Full provision	Full provision ^{**}	Full provision ^{**}
Allotments	Full provision	Full provision	No provision	No provision

Children's Play Areas will not normally be sought for those parts of developments consisting of one bedroom units.

+ Retirement housing is any accommodation in Class C3 where there is an age restriction of over 55. The standards do not apply to nursing homes within Class C2.

* Full Provision will not be sought if the accommodation is directly linked to a College by a Section 106 agreement and it can be shown that adequate provision of outdoor or indoor sports facilities is made by that college. Although such provision will not meet the definition of public space, it is accepted that if adequate provision is made by the College, students will be unlikely to use public sports facilities.

** Full provision will not be sought if the development is on a college campus and it can be shown that adequate appropriate open space is provided by the college such that students are unlikely to make significant use of other informal open space.

The open space requirement for other specialist housing will be considered on its merits, taking into account the needs arising from that development. When considering how to apply the standards, consideration should first be given to how much provision can be made on site for each type of open space. Guidelines for this are set out in Table H.1, in Appendix H.

For each type of open space or recreation provision, the following factors should be taken into account:

- a. the size and character of the proposed development;
- b. townscape considerations;
- c. its location in relation to adjacent housing and existing open space; and
- d. opportunities for creating or improving open space and recreation provision nearby.

The standards are based on specific types of open space. However, consideration should be given to including other types of open space and recreation provision and these could help to meet the standards. The maintenance of any open space provided by developers should be secured through the S106 agreement for the site.

Any shortfall in on site provision should be met through a financial contribution, based on the cost of providing and, where appropriate, maintaining that type of open space or recreation facility. This will be spent to benefit residents of the new development using the accessibility standards for the different types of provision given above. This will ensure that additional housing contributes towards improving existing provision to meet the additional demands put on them.

Contributions can be spent on new provision or improvements to existing facilities. The urban extensions provide opportunities to include a significant level of publicly accessible open space, which could not be achieved through individual developments in the existing built-up area of the city.

Appendix H: Location guidance for different types of open space provision

There are opportunities for new provision of and improvements to existing open space, within new housing sites and within and associated with urban extensions, including within the Green Belt.

The table below gives an indication of where provision should be made and opportunities sought for the different types of provision. This shows whether they should be located within smaller housing sites, within established open space, within existing built up areas, in urban extensions or within the Green Belt.

In new development, the standards should guide the amount of land given over to the different types of open space. Flexibility should be used in considering the layout and design of the spaces to ensure they will meet the needs of potential users in the best way. Consideration should also be given to providing different types of recreation provision if it is considered that there is a demand for facilities not specifically mentioned in the standards.

Table H.1: The provision of open space and recreation facilities

Type of provision	Guidance
Outdoor Sports Facilities	
Grass Pitches	Provision should be within urban extensions and/or in the Green Belt. Pitches should be grouped to allow flexibility of use. More intensively used pitches and floodlit pitches should be either in the built up area or close to the built up area. Sites should be planned to encourage shared use, and biodiversity at the edges. Pitches should have access to ancillary facilities on site in order to improve levels of use.
Artificial Turf Pitches	At least one fully serviced ATP will be required to serve the expanding City, likely to be located in Cambridge East or the Southern Fringe. New ATPs should be located within the urban extensions, unless there is also scope to enhance an existing pitch within the City without unacceptable impacts on the local environment. ATPs should have access to ancillary facilities on site in order to improve levels of use.
Tennis Courts	These should be provided on existing open spaces, included within larger housing developments, or within urban extensions.
Bowling Green	At least one new bowling green will be required to

	serve the expanding City, likely to be located in Cambridge East. This should be located within the urban extensions.
Indoor Sports Facilities	At least one new swimming pool will be required to serve the expanding City. Sports halls should be incorporated within the urban extensions and other major housing development as appropriate.
Where more than 1 hectare of formal outdoor space is provided it is important that sufficient ancillary facilities are provided (e.g. changing rooms and car parking) and clustered together. In the example of an urban extension, one large changing facility close to all pitches is preferred rather than several single changing room facilities for each pitch spread around an urban area.	
Provision for Children and Teenagers	
Toddler Play Area / Local Area for Play (LAP)	These should be provided on existing open spaces within housing areas to meet existing deficits, included within housing developments over approximately 25 units, on existing open space and as part of other open space provision within urban extensions.
Local Equipped Areas for Play (LEAP)	These should be provided on existing open spaces within housing areas to meet existing deficits, included within larger housing developments over approximately 100 units and within other open spaces as above.
Neighbourhood Equipped Areas for Play (NEAP)	These should be provided on existing open spaces to meet existing deficits, included within urban extensions.
Youth provision	These should be provided on existing open spaces to meet existing deficits, included within larger housing developments, and within urban extensions. Although a site area of 0.3 hectares is required for a full suite of facilities, where this is not possible consideration should be given to including facilities on smaller areas.
Informal Open Space	
Informal Activity Area	These should be provided on existing open spaces, included within housing developments over 10 units, and as part of other open space provision within

	urban extensions and in the Green Belt. They should often be provided in association with Toddler Play Areas.
Informal Playspace	These should be provided within housing developments over 25 units. In the urban extensions, it may be appropriate to locate them to be on the edge of the Green Belt.
Urban Parks	These should be provided within urban extensions.
Natural and Semi natural Greenspaces	Opportunities should be sought to increase the provision of these on existing open spaces. Small areas should be included within most housing developments. Larger areas should be provided within urban extensions and in the Green Belt.
Allotments	These should be provided within the urban extensions and within the existing built-up area.

Appendix I: List of Safeguarded Public House Sites

The following is a list of all of those existing and former public houses to be safeguarded. The addresses of these public houses are listed in the Cambridge Public House Study (2012) and in the Interim Planning Policy Guidance on The Protection of Public Houses in the City of Cambridge (2012).

Pub Sites providing an important Local Community Facility in Suburban Areas

Red Bull	11 Barton Road
Six Bells	11 Covent Garden
Dobblers Inn	184 Sturton Street
Earl of Beaconsfield	133 Mill Road
The Corner House	231 Newmarket Road
Green Dragon	5 Water Street
Portland Arms	129 Chesterton Road
The Tivoli	16 Chesterton Road
Robin Hood	1 Fulbourn Road
The Rock	200 Cherry Hinton Road
Milton Arms	205 Milton Road
Jenny Wren	80 Campkin Road
Carlton Arms	Carlton Way
The Med	Perne Road
Seven Stars	249 Newmarket Road
The Tally Ho	77 High Street
The Ship	Northfield Avenue
Golden Hind	355 Milton Road
Panton Arms	43 Panton Street
The Alma	26 Russell Court
The Brook	25 Brookfields
The Ranch	100 Histon Road
The Unicorn	15 High Street, Cherry Hinton
Royal Standard	292 Mill Road
Haymakers	54 High Street, Chesterton
Queen Edith	Wulfstan Way
Golden Pheasant	169 High Street, Chesterton

The Grove	Arbury Court
Rose & Crown	110 Newmarket Road
Five Bells	126 – 128 Newmarket Road

Pub Sites within edge of city clusters providing an important city wide economic and local community function

Maypole	20A Portugal Place
County Arms	43 Castle Street
The Emperor	21 Hills Road
Castle Inn	36-38 Castle Street
St Radegund	129 King Street
Baron of Beef	19 Bridge Street
Champion of the Thames	68 King Street
King Street Run	88 King Street
The Flying Pig	106 Hills Road
Osborne Arms	108 Hills Road
Burleigh Arms	9-11 Newmarket Road
The Bakers	176 East Road
The Snug	170 East Road
The First & Last	18 Melbourne Place
The Empress	72 Thoday Street
Live & Let Live	40 Mawson Road
Sir Issac Newton	84 Castle Street
The White Swan	109 Mill Road
Hopbine	11-12 Fair Street
The Old Spring	1 Ferry Path
The Gelhart	1 Ainsworth Street
Devonshire Arms	1 Devonshire Road
Cambridge Blue	85-87 Gwydir Street
Kingston Arms	33 Kingston Street
Tram Depot	5 Dover Street
Alexandra Arms	22-24 Gwydir Street
The Punter	3 Pound Hill
The Mitre	17-18 Bridge Street

Elm Tree	Orchard Street
Salisbury Arms	76 Tenison Road
Waterman	32 Chesterton Road
The Grapes	Northfield Avenue
Panton Arms	43 Panton Street
The Alma	26 Russell Court
The Brook	25 Brookfields
The Ranch	100 Histon Road
The Free Press	7 Prospect Row
Zebra	80 Maids Causeway
Carpenters Arms	182 Victoria Road
St Johns Chophouse	21-24 Northampton Street
Meghana (former Blackamoors Head)	205 Victoria Road
Tang (former Ancient Druids)	Napier Street

City Centre, riverside or village pubs and bars providing an important economic and tourist function

The Bath House	3 Benedict Street
The Mill	14 Mill Lane
Baroosh	8 Market Passage
Earl of Derby	129 Hills Road
Prince Regent	19 Regent Street
The Fountain	12 Regent Street
The Snug	67 Lensfield Road
All Bar One	36 St Andrews Street
Boathouse	14 Chesterton Road
The Cow	Corn Exchange Street
Eagle	Benedict Street
The Castle	37 St Andrews Street
The Jolly Scholar	1 King Street
The Regal	38-39 St Andrews Street
The Anchor	Silver Street
Great Northern	1-3 Station Road
Fort St George	Victoria Avenue

The Avery	69-73 Regent Street
The Granta	14 Newnham Terrace
Pickerill Inn	30 Magdalene Street
Revolution Bar	3-8 Downing Street
Slug & Lettuce	34-35 Green Street
d'Arry's Cookhouse	2-4 King Street
Japas (former Cross Keys)	9 Saxon Street
Henry's	Quayside
Old Orleans	Mill Lane
The Unicorn	22 Church Lane, Trumpington
Red Lion	20 Mill End Road
Green Man	55 High Street
Travellers Rest	Huntington Road

Pubs not included within the above and why

Penny Ferry	110 Water Street	– appeal allowed for redevelopment
Greyhound	93 Coldhams Lane	– severed from local catchment
Rosemary Branch	503 Coldhams Lane	– small local catchment
Fleur de Lys	73 Humberstone Road	– permission for redevelopment
Hat & Feathers	35 Barton Road	– redeveloped
Jubilee	73 Catharine Street	– redeveloped
Cow & Calf	Pound Hill	– redeveloped
Duke of Argyle	90 Argyle Street	– redeveloped
Five Bells	143 High Street, Cherry Hinton	– permission for redevelopment

Appendix J: Car Parking Standards

1. Introduction

The standards set out in this document define the maximum levels of car parking that Cambridge City Council, as a Local Planning Authority, will permit for various types of development in different areas of the city. These levels should not be exceeded but may be reduced where lower car use can reasonably be expected.

Car parking standards are defined for most uses. However for some land use types whose transport patterns are difficult to generalise (for instance hospitals) it is not possible to establish general parking standards. For these very specific uses car parking provision will be approved on merit, on the basis of a Transport Assessment and negotiation.

Application of the Standards

Parking for disabled people will be required for their exclusive use at all sites by applying the ratios set out in Section 6. It should be noted that under the Disability Discrimination Act, it is the responsibility of site occupiers to ensure that adequate provision is made for the needs of disabled people.

The standards make a clear distinction between sites inside of and outside of the Controlled Parking Zone (CPZ). Within the CPZ, parking controls exist on all streets, and new developments will not usually be eligible for permits for on-street parking. It should be noted that near the CPZ boundary a site is deemed to be within the CPZ if its access point to the existing highway is within the CPZ.

Some developments may have an exceptional need for vehicle parking in addition to that specified in the standards. Where this can be shown to be necessary, either by the applicant or the Planning Authority, such parking should be provided in addition to that stated in the following sections. Such additional parking may be necessary where there will be shift-working staff and non-car travel options are not viable, for example. Preliminary discussions and/or Transport Assessments (when these are required by the Local Authority) will play a key role in demonstrating the need for any such additional parking.

The redevelopment of a site with an existing authorised level of car parking much higher than that specified in the following standards may be proposed. In such cases, the Planning Authority may consider allowing a level of car parking for the redevelopment that is higher than the standards, on the condition that parking is significantly reduced from the previous level.

Where reference is made to staff numbers, this relates to the typical number of staff working at the same time.

2. Residential Uses

A. RESIDENTIAL DWELLINGS

Table J.1 gives the car parking standards for residential uses. In addition to these ratios, provision should be made for visitors at the ratio of one space for every four units, provided that off-street car parking spaces resulting from the development

would not be above 1.5 car parking spaces per dwelling, which is the maximum level permitted by PPG3. Visitor parking should be marked appropriately.

New developments do not qualify for residents' parking permits within the existing on-street parking scheme and an informative would be attached to any planning approval.

Table J.1: Residential Development

Dwelling Size	Inside CPZ	Outside CPZ
Up to 2 bedrooms	1 car parking space	1 car parking space
3 or more bedrooms	1 car parking space	2 car parking spaces

B. OTHER RESIDENTIAL DEVELOPMENTS

In addition to the application of the parking standards defined in Table I.2, covering the needs of residents, visitors and staff, developers should demonstrate that their proposal provides for any particular exceptional needs, such as service vehicles.

It is recognised that there is a functional difference between a development which is entirely or largely for student residential accommodation, and the non-residential elements of Colleges where there may be a variety of other uses including administrative and teaching activities. In these circumstances it may be appropriate to make additional car parking provision commensurate with the relevant standards for such uses as “offices” and “higher and further education”.

Table J.2: Other Residential Developments

Type of Development	Inside CPZ	Outside CPZ
Guest houses and hotels	1 space for every 4 bedrooms and 1 space per resident staff.	2 spaces for every 3 bedrooms and 1 space per resident staff.
	Off-street coach parking to be conveniently located in relation to developments of 40 or more bedrooms.	
	Where there are rooms specifically designed for people with disabilities, disabled parking of at least 1 space for each room so designed should be provided.	

Type of Development	Inside CPZ	Outside CPZ
Nursing homes	1 space for every 10 residents, 1 space for every 2 members of staff.	1 space for every 8 residents, 1 space for every 2 members of staff.
	Provision must be made for ambulance parking.	

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Retirement homes/ sheltered houses	1 space for every 6 units, 1 space for every 2 members of staff.	1 space for every 4 units, 1 space for every 2 members of staff.
	Provision must be made for ambulance parking. A covered, enclosed area with electricity sockets needs to be provided for electric buggies.	
Student residential accommodation where proctorial control or alternative control on car parking exists	1 space for every 10 bed spaces. A pickup and drop- off area could also be included if appropriate to the particular proposed development.	1 space for every 10 bed spaces. A pickup and drop- off area could also be included if appropriate to the particular proposed development.
	1 space for every resident warden/staff.	1 space for every resident warden/staff.
	Where there are rooms specifically designed for people with disabilities, disabled parking of at least 1 space for each room so designed should be provided.	
Student residential accommodation where proctorial control does not exist or where control exists but the development will house conference delegates	1 space for every 5 bed spaces.	1 space for every 3 bed spaces.
	1 space for every resident warden/staff.	1 space for every resident warden/staff.
	Where there are rooms specifically designed for people with disabilities, disabled parking of at least 1 space for each room so designed should be provided. Controls will be necessary to limit use of car parking outside conference times.	
Residential schools, college or training centre	1 space for every 3 non- resident staff plus 1 space per resident warden/staff	On merit
	Where there are rooms specifically designed for people with disabilities, disabled parking of at least 1 space for each room so designed should be provided.	
Hospitals	On merit	On merit

3 Retail, Culture, Leisure and Sports Uses

Limited car parking will be allowed in the Controlled Parking Zone (CPZ) for these types of uses. Access will primarily rely on public transport, cycling and walking. Car journeys will be accommodated through public parking, including Park and Ride.

Outside the CPZ, Transport Assessments will play a key role in determining the optimal level of car parking, in particular for mixed use developments and retail parks where linked trips might lead to a level of parking below Cambridge City Council's standards.

A picking up and dropping off point for taxis and mini-buses will need to be provided for uses in Table J.4.

Table J.3: Retail, Culture, Leisure and Sports Uses

Retail Use Inside	Inside CPZ	Outside CPZ
Food retail	Disabled car parking only.	1 space for every 50 m ² GFA ¹ up to 1,400 m ² and 1 per 18 m ² thereafter, including disabled car parking.
Non-food retail	Disabled car parking only.	1 space for every 50 m ² GFA, including disabled car parking.
Financial and professional services	1 space for every 100 m ² GFA to include customer parking, plus disabled car parking.	1 space for every 40 m ² GFA, including disabled car parking.
Food and drink takeaways	1 space for proprietor resident.	1 space for every 20 m ² drinking/dining area, including disabled car parking. 1 space for proprietor when resident.

Table J.4: Assembly, Culture, Leisure and Sports Uses

Use	Inside CPZ	Outside CPZ
Museums, exhibition venues	Disabled only	On merit

¹ Gross Floor Area

Sports & recreational facilities, swimming baths	1 space for every 3 staff plus disabled car parking	2 spaces for every 3 staff, plus 1 space for every 4 seats, including disabled car parking
Cinema	Disabled and 1 space for every 2 staff	1 space for every 5 seats, including disabled car parking
Stadia	Disabled car parking only	1 space for every 15 seats, including disabled car parking
Places of assembly including, theatre, auditoria and concert hall	Disabled car parking and 1 space for every 2 staff	1 space for every 4 seats, including disabled and staff car parking
Place of worship	1 space per 100 m ² floor area, plus disabled car parking	1 space for every 8 seats, including disabled car parking
Public halls/ community centres	1 space per 100 m ² floor area, plus disabled car parking	1 space per 20 m ² of public space, including disabled car parking

4 Office Use

Limited car parking will be allowed in the Controlled Parking Zone. Access will primarily rely on public transport, cycling and walking.

Table J.5: Business and Industrial Uses

Use	Inside CPZ	Outside CPZ
Offices, general industry	1 space per 100 m ² GFA plus disabled car parking	1 space per 40 m ² GFA, including disabled car parking
Storage	1 space per 300 m ² GFA plus disabled car parking	1 space per 100 m ² GFA, including disabled car parking

5 Non-residential Institutions

Table J.6: Non-residential Institutions

Use	Inside CPZ	Outside CPZ
Clinics and surgeries	1 space for every 2 professional members of staff plus 1 space per consulting room	1 space for every professional member of staff plus 2 spaces per consulting room

Non-residential schools	1 space for every 3 staff	2 spaces for every 3 staff
Non-residential higher and further education	1 space for every 4 staff	2 spaces for every 3 staff
Crèches	1 space for every 3 staff	2 spaces for every 3 staff

6 Provision for People with Disabilities

Generally, at least 5% of the total number of car parking spaces, as given by the standards for outside the CPZ, should be reserved for disabled people, rounded up to the nearest whole space. Where parking provision is below the standards for outside the CPZ (including on sites within the CPZ) the required proportion of spaces reserved for disabled people will therefore be higher than 5%.

Higher ratios than the 5% given above may be required in some cases by the Planning Authority, for example at medical facilities, residential care homes, community facilities and any other uses where a higher proportion of disabled users/visitors will be expected. It should be noted that provision at the above levels or any required by the Planning Authority does not guarantee that the requirements of the Disability Discrimination Act will be met, which is the responsibility of the building occupier or service provider.

Spaces for disabled people should be located adjacent to entrances, be convenient to use and have dimensions that conform to Part M of the Building Regulations. If it is impossible to accommodate car parking spaces within the site, disabled car parking spaces should not be located at a distance more than 100 metres from the site.

Disabled car parking spaces should be marked either 'disabled' or with a wheelchair marking.

Appendix K: Cycle Parking Standards

1. Introduction

The standards in the tables below set out Cambridge City Council's minimum requirements in terms of cycle parking for new developments and changes in use.

In addition to the application of these standards, new developments will have to comply with the following principles:

- Cycle racks or stands should conform to the design and dimensions as set out at the end of these standards.
- For residential purposes cycle parking should be within a covered, lockable enclosure. For individual houses this could be in the form of a shed or garage. For flats or student accommodation either individual lockers or cycle stands within a lockable, covered enclosure are required. The cycle parking should be easily accessible and convenient to use.
- Cycle parking for employees should be in a convenient, secure location and, where practical, covered.
- Short stay cycle parking, e.g. for visitors or shoppers, should be located as near as possible to the main entrance of buildings and covered by natural surveillance or CCTV. For large developments the cycle parking facility should be covered.
- Reference to staff should be taken to mean the peak number of staff expected to be on-site at any one time.
- All cycle parking should minimise conflicts between cycles and motor vehicles.
- Some flexibility will be applied to applications where it can be demonstrated
 - a) that strict adherence to the standards for a multi-purpose site is likely to result in a duplication of provision; and
 - b) for the Historic Core Area of the city where land constraints may make application of the standards difficult for change of use or refurbishment.

Table K.1: Residential Use

Type of Development	Number of Spaces
Residential dwellings	• 1 space per bedroom up to 3 bedroom dwellings • then 3 spaces for 4 bedroom dwellings, 4 spaces for 5 bedroom dwellings etc • some level of visitor cycle parking, in particular for large housing developments

Type of Development	Number of Spaces
Guest houses and hotels	1 space for every 2 members of staff and 2 spaces for every 10 bedrooms
Nursing homes	1 visitor space for every 10 residents and 1 space for every 2 members of staff
Retirement homes/sheltered houses	1 space for every 6 residents and 1 space for every 2 members of staff
Student residential accommodation	• 1 space per 2 bedspaces within Historic Core Area • 2 spaces per 3 bedspaces for the rest of the City. • 1 visitor space per 5 bedspaces
Residential schools, college or training centre	(as above)
Hospitals	On merit

Table K2: Retail, Culture, Leisure and Sports Uses

Type of Development	Number of Spaces
Food retail	1 space per 25 m ² GFA ² up to 1,500 m ² thereafter 1 per 75 m ²
Non-food retail	1 space per 25 m ² GFA up to 1,500 m ² thereafter 1 per 75 m ²
Financial and professional services	1 space per 30 m ² GFA to include some visitor parking

² Gross Floor Area

Food and drinks	1 space for every 10 m ² of dining area
Museums, Exhibition venues	1 space for every 2 members of staff Visitors: on merit
Sports and recreational facilities and swimming baths	1 space for every 25 m ² net floor area or 1 space for every 10 m ² of pool area and 1 for every 15 seats provided for spectators
Places of assembly including cinema, theatre, stadia, auditoria and concert halls	1 space for every 3 seats
Place of worship, public halls and community centres	1 space per 15 m ² of public floor area

Table K.3: Office Uses

Type of Development	Number of Spaces
Offices	1 space for every 30 m ² GFA to include some visitor parking
General industry	1 space for every 40 m ² GFA to include some visitor parking
Storage and other B use classes	On merit

Table K.4: Non-Residential Institutions

Type of Development	Number of Spaces
Clinics and surgeries	2 spaces per consulting room and 1 space for every 3 professional members of staff
Non-residential schools	Cycle spaces to be provided for 50% of children between 5 and 12 and 75% of children over 12 years
Non-residential higher and further education	Cycle parking for all students using the site and 1 for every 2 members of staff
Crèches and Nurseries	1 space for every 2 members of staff 1 visitor space per 5 children

CYCLE PARKING

DESIGN OF RACK

A Sheffield Stand is acceptable but a rounded A design is recommended as it provides additional support, particularly for smaller bicycles.

Sheffield Stand:

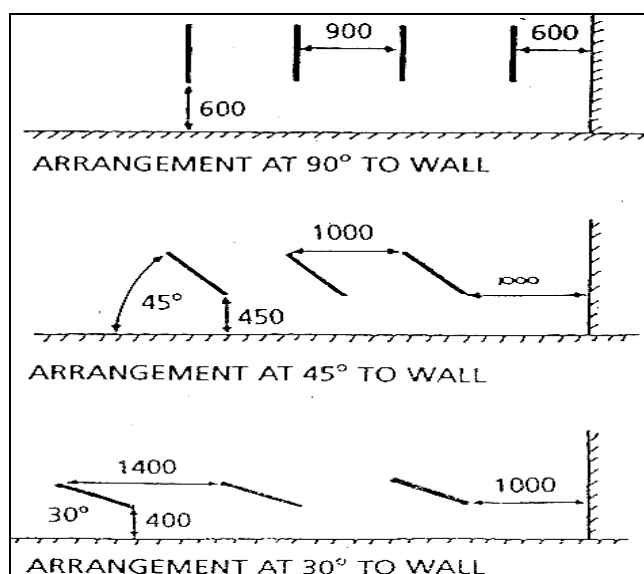


Rounded A Stand:



LAYOUT

This diagram shows the spacing required for cycle stands. There should be a 1200mm space between a double row of stands. All measurements shown are in millimetres.



HIGH CAPACITY

For increased capacity racks can be arranged at alternative heights with the type of rack that holds the front wheel in place. These racks are only acceptable if a support post is provided between each rack to which the frame for the bicycle can easily be locked. This type of rack also ensures a straight row of bicycles, which is useful where space is a premium.

