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## Cambridge City Council

### DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE

**To:** Councillors Sarris (Chair), Gawthrope (Vice-Chair), Avery, Baigent, Bick, Smart and Blencowe (Executive Councillor)

*Despatched: Tuesday, 17 January 2017*

**Date:** Wednesday, 25 January 2017

**Time:** 4.30 pm

**Venue:** Committee Room 1 & 2, The Guildhall, Market Square, Cambridge, CB2 3QJ

**Contact:** Democratic Services                      **Direct Dial:** 01223 457013

#### Second Cirulation

- 5        STUDY ON STUDENT HOUSING DEMAND AND SUPPLY FOR CAMBRIDGE CITY COUNCIL AND CONSEQUENTIAL MODIFICATIONS PROPOSED TO THE EMERGING CAMBRIDGE LOCAL PLAN (Pages 3 - 304)**

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To: Executive Councillor for Planning Policy and Transport: Councillor Kevin Blencowe

Report by: Joint Director of Planning and Economic Development for Cambridge and South Cambridgeshire

Relevant scrutiny committee: Development Plan Scrutiny Sub-Committee

Wards affected: All Wards

25 January 2017

### **CAMBRIDGE LOCAL PLAN EXAMINATION – FURTHER PROPOSED MODIFICATIONS FOR STUDENT ACCOMMODATION, GYPSIES AND TRAVELLERS, AND ACCESSIBLE HOMES**

#### **Key Decision**

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#### **1. Executive summary**

- 1.1 The Councils submitted the Cambridge and South Cambridgeshire Local Plans for examination on 28 March 2014. Hearings sessions have been held from November 2014 through to the present day. Further hearing sessions will take place during 2017.
- 1.2 During the course of the examination, a number of issues have arisen or changes in circumstances taken place that require further consideration by Members. This report has been produced to provide an update to Members on further work that has been undertaken on the Local Plan in relation to student accommodation, provision for Gypsies and Travellers and accessibility standards for new homes. Further proposed modifications to the emerging Local Plan are set out at Appendix A, and the Sustainability Appraisal of the further proposed modifications is provided at Appendix B. The outputs of this further work, which form part of the Council's evidence base for the emerging Local Plan, are presented in Appendices C, D and E.

## **2. Recommendations**

2.1 This report is being submitted to the Development Plan Scrutiny Sub-Committee for prior consideration and comment before decision by the Executive Councillor for Planning Policy and Transport.

2.2 The Executive Councillor for Planning Policy and Transport is recommended:

- To agree that the further proposed modifications (Appendix A) and the Sustainability Appraisal (Appendix B) be submitted for consideration by Full Council on 23 February 2017 and approved for submission to the Inspectors examining the Local Plan;
- To agree the findings of the Assessment of Student Housing Demand and Supply for Cambridge City Council (Appendix C);
- To agree the findings of the further work on provision for Gypsies and Travellers (Appendix D);
- To agree the findings of the further work on Accessible Homes in Cambridge (Appendix E);
- To agree that the documents attached to this report as Appendices C, D and E be submitted as part of the evidence base for the emerging Local Plan;
- To agree that the documents attached to this report as Appendices C, D and E be endorsed as a material consideration in decision-making;
- To agree that delegated authority be given to the Joint Director of Planning and Economic Development to make any subsequent minor amendments and editing changes, in consultation with the Executive Councillor for Planning Policy and Transport, Chair of and Spokes of Development Plan Scrutiny Sub Committee.

## **3. Background**

3.1 A Local Plan Examination Progress Update report was considered at the 6 December 2016 meeting of Development Plan Scrutiny Sub Committee (DPSSC). In addition to further work and modifications already considered by Development Plan Scrutiny Sub Committee, this report noted that since submission of the emerging Local Plan to the Secretary of State in March 2014, changes to national policy and changing local circumstances have resulted in the need for further work to be undertaken in relation to the following areas:

- Student accommodation;
- Gypsies and Travellers accommodation needs; and
- Accessibility standards for new housing.

- 3.2 This report and its accompanying appendices set out a number of further proposed modifications to the emerging Local Plan to address changes in national policy and local circumstances, including evidence base work on the topics listed above which has been completed by the Council in recent months

### **Student accommodation**

- 3.3 Cambridge City Council and Oxford City Council recently commissioned the Cambridge Centre for Housing and Planning Research to investigate issues relating to the provision of student accommodation in both cities. The assessment work was identified as necessary by Cambridge City Council for the following reasons:

1. Since the emerging Local Plan was submitted for examination in March 2014, a new element of the National Planning Practice Guidance was introduced in 2015 in respect of student accommodation;
2. The Council has dealt with a significant appeal for student accommodation on an existing housing allocation (App/Q0505/W/15/303586) at 315 – 349 Mill Road; and
3. An increasing number of applications have come forward for student accommodation, with a particular emphasis on the provision of studio units as part of sui generis student accommodation.

- 3.4 The key findings of the student accommodation study are outlined in Section 7 of Appendix A to this report. The student accommodation study is provided as Appendix C *Assessment of Student Housing Demand and Supply for Cambridge City Council* to this report.

- 3.5 The student accommodation study shows that the number of students at educational institutions in Cambridge with a need for some form of accommodation is estimated at 46,132 in 2015/16. The types of accommodation used by students include purpose built student accommodation, shared housing, existing family housing and homestay.

- 3.6 Having taken existing growth plans into account, the student accommodation study reports that if all current and potential future students were to be accommodated in purpose built student accommodation, there would need to be provision of 7,908 bed spaces to 2026 (excluding student accommodation currently under construction or with planning permission).

- 3.7 In the absence of a national policy requirement to provide purpose built student accommodation, the ongoing uncertainty about needs beyond the next ten years, and the provision of student accommodation which continues to be made through both allocations and windfall sites, it is considered there is no justification to conclude that the Council's current approach in the emerging Local Plan is not reasonable.
- 3.8 The emerging Local Plan acknowledges the competing development pressures in Cambridge, including student accommodation, and it has always considered it important that a balanced approach is taken within the remit of sustainable development in order to support the economic and social needs as well as quality of life and place in the city.
- 3.9 Given this, the Council is not suggesting a major change of direction in the strategy for student accommodation in the emerging Local Plan and considers that student accommodation can continue to be provided in a variety of ways, through allocations for student accommodation and through the delivery of windfall sites.
- 3.10 Proposed modifications include changes to Policy 3: Spatial location of residential development, Policy 46: Development of student housing, and allocations R17: Mount Pleasant House and U1: Old Press/Mill Lane. These modifications address the need to ensure that proposed residential allocations are developed for market and affordable housing, restriction of student accommodation to institutions with a known need, requirements to ensure that new student accommodation meets the specifications of the institutions, and provision of additional capacity for student accommodation on two allocations which are well-located to meet the needs of the universities.
- 3.11 The student accommodation study established that there is no consistent approach made to dealing with the counting of student accommodation towards the housing requirement. Given concerns about this approach and the expected Housing White Paper, it is advised that the Council does not count student accommodation towards the housing requirement for the time-being.
- 3.12 The study also includes recommendations for the next Local Plan, which is proposed to be a Local Plan covering the Greater Cambridge area. This would involve further consideration of student accommodation in the next Strategic Housing Market Assessment and the Council's Housing Strategy, which follows therefrom, and the potential to release market housing stock by further provision of student accommodation.

3.13 Prior to the emerging Local Plan being adopted and the development of new evidence base documents to support the next Local Plan, the Council will continue to receive applications for student accommodation development. There are a number of measures which can be undertaken to address current local concerns regarding student accommodation. These concerns include parking, enforcement of occupancy restrictions, monitoring of student accommodation, assessing the design, layout and affordability of student accommodation. Measures to address these issues are outlined in Section 9 of Appendix A to this report. The measures comprise:

**Parking** - Discussions between the City and County Councils to understand the programme for introduction of residents' parking schemes to restrict parking spaces available for student use. Discussions with the universities about proctorial control and parking enforcement.

**Enforcement of occupancy restrictions** - Assessment of existing legal agreements and planning conditions to scope any strengthening the wording of legal agreements/conditions for future development proposals. Where occupancy restrictions are not being complied with by developers/landowners, those will be the subject of investigation.

**Monitoring student accommodation and assessing design, layout and affordability** - the Council proposes that a working group is set up to assist in proactive monitoring and coordination of student accommodation issues. This working group would involve representatives of the University of Cambridge and its Colleges, and Anglia Ruskin University. This would allow an opportunity to work collaboratively to address known needs and address design, layout, affordability and maintenance of student accommodation developments. This working group could produce a design guide and checklist for speculative developers of student accommodation in order to ensure that student accommodation units meet the requirements of the two institutions with the greatest identified need for student accommodation. This working group could also produce up to date work on affordability of student accommodation across the city and address other issues with student accommodation as and when issues occur. The Council's Annual Monitoring Report will provide an opportunity to feedback issues which the working group

has dealt with over the monitoring year and will allow the Council to update the known needs of the institutions.

### **Gypsy and Traveller Accommodation Needs**

- 3.14 The emerging Local Plan includes Policy 49 regarding provision for Gypsies and Travellers. This policy has not been the subject of a hearing session as yet. It is anticipated that a joint hearing session with South Cambridgeshire District Council will be held to discuss policies on Gypsies and Travellers during 2017.
- 3.15 In August 2015, a new *Planning Policy for Traveller Sites (PPTS)* was published by the Government which sets out a new definition for Gypsies and Travellers and Travelling Showpeople. The key change that was made to both definitions was the removal of the term ‘persons ... who have ceased to travel permanently’, meaning that those Gypsies and Travellers and Travelling Showpeople who have ceased to travel permanently will not now fall under the definition of a “Gypsy and Traveller” for the purposes of national planning policy.
- 3.16 Reflecting the national policy changes, and also the need to update the previous 2011 study in light of national policy changes and appeal decisions across Cambridgeshire, a new Gypsy and Traveller Accommodation Assessment (GTAA) was commissioned in 2015 to provide up to date and robust evidence of need. The *Cambridgeshire, King’s Lynn and West Norfolk, Peterborough and West Suffolk Gypsy and Traveller Accommodation Assessment* (October 2016) is included as Appendix D of this report. The new GTAA has been produced by Opinion Research Services (ORS), a professional consultancy which undertakes this type of work for local authorities across England and Wales. The study was commissioned by a consortium of eight neighbouring local authorities, covering the administrative areas of Cambridge, South Cambridgeshire, East Cambridgeshire, Huntingdonshire, Peterborough, Kings Lynn and West Norfolk, Forest Heath and St Edmundsbury. It provides an up to date evidence base for the Local Plan and has been taken through the committee processes of a number of partner councils, including South Cambridgeshire District Council.
- 3.17 In Cambridge, there are currently no authorised Gypsy or Traveller sites and no authorised Travelling Showpeople yards. For Cambridge, there were only two Gypsy or Traveller households identified, both living on a mobile home park not conditioned for occupancy by Gypsies and Travellers. Neither household have any identified current or future accommodation needs. There were no

Travelling Showpeople households identified in Cambridge. As a result of this information, the GTAA did not identify any need for accommodation for Gypsies and Travellers and Travelling Showpeople in Cambridge.

- 3.18 Section 10 of Appendix A outlines the current position in relation to accommodation for Gypsies and Travellers. It also includes proposed modifications to Policy 49 and its supporting text. These modifications have been proposed to ensure that the Local Plan is aligned with the latest evidence on Gypsies and Travellers' accommodation needs and the *Planning policy for travellers sites*, which was issued by the Government in August 2015.

### **Accessibility standards for new housing**

- 3.19 In March 2015, the Government published a ministerial statement which stated that requirements for accessible dwellings should only be set in relation to the new national optional standards which have been introduced as Part M4(2) and Part M4(3) of the Building Regulations.
- 3.20 A dwelling built to Part M4(2) is one which makes 'reasonable provision for most people to access the dwelling and incorporates features that make it potentially suitable for a wide range of occupants including older people, those with reduced mobility and some wheelchair users'.
- 3.21 A dwelling built to Part M4(3) is one which makes 'reasonable provision, either at completion or at a point following completion, for a wheelchair user to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants'.
- 3.22 The National Planning Policy Framework (NPPF) states that 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, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own home' (paragraph 50). The NPPF also states that 'The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities' (paragraph 69).
- 3.23 The Planning Practice Guidance states that the following should be taken into account when identifying the need for accessible dwellings:

- The likely need for future housing for older and disabled people (including wheelchair user dwellings);
- Size, location, type and quality of dwellings needed (for example retirement homes, sheltered homes or care homes);
- The accessibility and adaptability of the existing housing stock;
- How needs vary across different housing tenures;
- The overall impact on viability.

3.24 To assist local planning authorities in taking the above into account, the Planning Practice Guidance also includes a data sheet which contains a number of useful data sources, some of which have been used in this analysis.

3.25 An appropriate requirement for Cambridge has been identified through consideration of a range of data. The evidence base document on accessible housing in Cambridge is provided as Appendix E to this report.

3.26 The National Planning Practice Guidance states that Local Plan policies for wheelchair accessible homes (M4 (3)) should only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. In the interests of creating mixed and balanced communities, the Council wishes to encourage developers to deliver wheelchair accessible market homes. Text to this effect has been included in the additional modifications to the supporting text of Policy 51.

3.27 It is proposed that Policy 51 is modified to reflect that the Lifetime Homes and Wheelchair Housing Design Standards have been replaced by optional standards M4(2) and M4(3). These optional standards can only be required through planning policy at a local level and then implemented via Building Regulations. In order to include the standards in Policy 51, assessment of need and viability has been undertaken.

### **Next Steps**

3.28 Following consideration of this report by Development Plan Scrutiny Sub Committee and agreement by the Executive Councillor for Planning Policy and Transport, the report will be presented at Full Council on 23 February 2017.

## **4. Implications**

### **(a) Financial Implications**

There are no direct financial implications arising from this report. The costs of preparing the Local Plan has already been budgeted for and included in the budget.

### **(b) Staffing Implications (if not covered in Consultations Section)**

There are no direct staffing implications arising from this report. The review of the Local Plan has already been included in existing work plans.

### **(c) Equality and Poverty Implications**

There are no direct equal opportunity implications arising from this report. The Local Plan has been subject to an Equalities Impact Assessment, which demonstrates how potential equalities issues have been, and will be addressed.

### **(d) Environmental Implications**

The new Local Plan for Cambridge will assist in the delivery of high quality and sustainable new development along with protecting and enhancing the built and natural environments in the city. While national policy changes have had some impact on the level of ambition that can be included in the plan in relation to the reduction of carbon emissions from new housing developments, wider policies in the plan related to climate change and sustainable development mean that the plan should still overall have a positive climate change impact.

### **(e) Procurement**

There are no direct procurement implications arising from this report.

### **(f) Consultation and communication**

The consultation and communication arrangements for the Local Plan are consistent with the agreed Consultation and Community Engagement Strategy for the Local Plan Review, 2012 Regulations and the Council's Code of Best Practice on Consultation and Community Engagement.

## (g) **Community Safety**

There are no direct community safety implications arising from this report.

## **5. Background papers**

The following background papers were used in the preparation of this report:

- National Planning Policy Framework:  
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- National Planning Practice Guidance:  
<https://www.gov.uk/government/collections/planning-practice-guidance>
- Cambridge Local Plan 2014: Proposed Submission:  
[https://www.cambridge.gov.uk/public/ldf/draft\\_submission/Full%20Plan/Full%20Draft%20Plan%20with%20title%20pages%20reduced%20size.pdf](https://www.cambridge.gov.uk/public/ldf/draft_submission/Full%20Plan/Full%20Draft%20Plan%20with%20title%20pages%20reduced%20size.pdf)
- Planning policy for travellers sites (CLG August 2015):  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457420/Final\\_planning\\_and\\_travellers\\_policy.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457420/Final_planning_and_travellers_policy.pdf)
- Written Ministerial Statement: Planning Update, 25 March 2015:  
<https://www.gov.uk/government/speeches/planning-update-march-2015>
- Building Regulations 2010: Access to and use of buildings (Part M) 2015 edition incorporating 2016 amendments:  
<https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m>

## **6. Appendices**

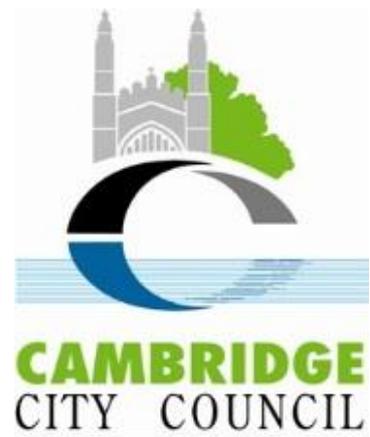
- Appendix A: Further Proposed Modifications to the emerging Cambridge Local Plan
- Appendix B: Sustainability Appraisal of Further Proposed Modifications;
- Appendix C: Assessment of Student Housing Demand and Supply for Cambridge City Council (January 2017);
- Appendix D: The Cambridgeshire, King's Lynn and West Norfolk, Peterborough and West Suffolk Gypsy and Traveller Accommodation Assessment (October 2016);
- Appendix E: Accessible Housing in Cambridge (January 2017).

## 7. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

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## **Further Proposed Modifications to the emerging Cambridge Local Plan**

### **Student Accommodation, Gypsies and Travellers, and Accessible Homes**

**January 2017**



## **Further Proposed Modifications to the emerging Cambridge Local Plan – Student Accommodation, Gypsies and Travellers, and Accessible Homes**

### **1. Introduction**

- 1.1 This report provides an overview and analysis of the issues relating to student accommodation, Gypsies and Travellers' accommodation needs, and accessible homes.
- 1.2 The report outlines proposed modifications in respect of these issues in the emerging Local Plan and provides an explanation as to why modifications are necessary.
- 1.3 Sections 2 to 9 of the report address student accommodation, while Section 10 covers Gypsies and Travellers' accommodation needs. Section 11 discusses accessible housing need.

### **2. Student Accommodation**

- 2.1 Cambridge City Council and Oxford City Council recently commissioned the Cambridge Centre for Housing and Planning Research to investigate issues relating to the provision of student accommodation in both cities. Although the assessment of institutions was undertaken using the same methodology, two separate reports have been produced for the Councils. The assessment work was identified as necessary by Cambridge City Council for the following reasons:
  1. Since the emerging Local Plan was submitted for examination in March 2014, a new element of the National Planning Practice Guidance was introduced in 2015 in respect of student accommodation;
  2. The Council has dealt with a significant appeal for student accommodation on an existing housing allocation (App/Q0505/W/15/303586) at 315 – 349 Mill Road; and
  3. An increasing number of applications have come forward for student accommodation, with a particular emphasis on the provision of studio units as part of sui generis student accommodation.

The data collection in Cambridge was undertaken between September and December 2016. The Cambridge Centre for Housing and Planning Research's Assessment of Student Housing Demand and Supply for Cambridge City Council is referred to in this report as the student accommodation study.

- 2.2 The student accommodation study includes a baseline analysis of the current structure of the student population, the current accommodation used by students, and the future plans of the different educational institutions. It analyses what the level of purpose built student accommodation (PBSA) could be if all current and potential future students were to be accommodated in PBSA, rather than, for example, in shared housing in the private rented market. The report also reviews

relevant planning policies adopted or proposed by other local authorities experiencing particular pressure from student numbers.

- 2.3 This report sets out the national context, the adopted and emerging Local Plan policy approach in respect of student accommodation, provides a summary of the issues identified in the student accommodation study regarding student numbers and the current and future potential levels of purpose built student accommodation in the city.
- 2.4 In addressing the issues raised in the student accommodation study, this report proposes modifications to policies and site allocations in the emerging Local Plan, including an analysis of the issues raised by the student accommodation study and the suggested approach to addressing these issues. The report also suggests some proactive changes in the current approach to development management matters, and puts forward some issues which may need to be addressed by the next Local Plan, which will include a review of the Council's Strategic Housing Market Assessment.

### **3. National Planning Policy Background**

- 3.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policy approach to achieving sustainable development. Whilst no specific reference is made to student accommodation within the NPPF, key policy principles set out in the document are relevant to informing any Local Plan policy approach. Paragraph 17 of the NPPF makes reference to every effort being made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. In particular, 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' (paragraph 50).
- 3.2 The NPPF confirms that local authorities should plan positively for the knowledge industries and the development of a strong and competitive economy. Supporting higher and further education organisations is compatible with national policy aims and the proposed economic vision for the city as a centre of excellence and world leader in higher education. In supporting to ongoing success of higher and further education in Cambridge, consideration needs to be given to the provision of sufficient student accommodation to meet the ongoing needs of a range of institutions, whilst addressing the potential for distortions in the local housing market as a result of the attractiveness to developers of providing student housing.
- 3.3 In terms of the Government's National Planning Policy Guidance (NPPG), which was published in March 2014 immediately prior to the Council submitting its Local Plan to the Secretary of State for examination on 28 March 2014, there are two references to the provision of student accommodation.
- 3.4 Paragraph 3-038-20140306 of the NPPG allows for student accommodation to be counted towards the housing requirement for a district, based upon the amount of accommodation it releases from the housing market:

*All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market. Notwithstanding, local authorities should take steps to avoid double-counting.*

- 3.5 Notwithstanding this advice within the NPPG, Cambridge City Council does not currently count new student accommodation towards the Council's housing requirement as there has been little evidential basis for a robust assumption that new purpose built student accommodation (PBSA) will result in existing shared accommodation being released into the housing market, given the large number of higher and further education institutions in Cambridge and the overall demand for student accommodation. The student accommodation study has provided more information on how to count student accommodation towards the housing requirement, but has not concluded whether counting student accommodation towards the housing requirement is an appropriate approach for Cambridge. This matter is discussed further in Section 7 of this report.
- 3.6 Additionally, the final bullet point of paragraph 2a-021-20160401 of the NPPG states that:

*Local planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Student housing provided by private landlords is often a lower-cost form of housing. Encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. Plan makers are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation. Plan makers should engage with universities and other higher educational establishments to better understand their student accommodation requirements.*

The student accommodation study provides information on the student accommodation requirements of a range of educational institutions in Cambridge and assists the Council in addressing this element of the NPPG.

#### **4. Cambridge Planning Policy Background**

- 4.1 The current Development Plan for Cambridge includes the following:

- Cambridge Local Plan (2006) and Proposals Map (2009);
- Cambridge East Area Action Plan (2008);
- North West Cambridge Area Action Plan (2009);
- Cambridgeshire and Peterborough Minerals and Waste Core Strategy, Minerals and Waste Site Specific Proposals Plan and Proposals Maps (2011/2012).

- 4.2 The Cambridge Local Plan 2006 contains a number of policies addressing the need to deliver student accommodation. Policy 7/7 deals with staff and student housing for the University of Cambridge and sets out criteria for assessing proposals.
- 4.3 Policy 7/9 of the adopted Local Plan 2006 addresses the student accommodation needs for Anglia Ruskin University, through sites allocated for this purpose in the proposals schedule. Policy 7/9 in the Local Plan 2006 is very supportive of the development of student hostels for Anglia Ruskin University. This includes a provision that if residential developments on a number of specific allocations provide 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 was successful in encouraging the provision of 251 student bed spaces at the former Cambridge Regional College Brunswick site (Site 7.11), in addition to specific allocations for student accommodation at Sedley School (Site 7.13).
- 4.4 Policy 7/10 of the adopted Local Plan 2006 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. Policy 7/10 restricts such speculative development by way of a Section 106 agreement to housing full-time students attending Anglia Ruskin University or the University of Cambridge. Concerns have been raised that this is unfair to other established education providers in Cambridge such as specialist schools. Local residents are also often concerned about a clearly identified institution being linked to any application as it allows issues like proctorial control of car parking to be addressed more effectively.
- 4.5 The Cambridge Local Plan 2006 also has a policy, which only deals with language schools. Existing Policy 7/11 does not allow for new permanent language schools to be set up in the city and regulates existing schools by virtue of a 10% tolerance control on new teaching floorspace provided. This policy has been in place for a considerable number of years and stems from concerns about possible impacts on the local housing market and previous Cambridgeshire and Peterborough Structure Plan policy towards selective management. However, language schools are only one type of specialist school, so future policies would need to extend to include all of the other types of independent specialist schools and possibly independent academies. The numbers of these have increased. 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. Others such as Cambridge Centre for Sixth Form Studies are educational charities and non-profit organisations more akin to a state registered schools catering for local students and boarders.
- 4.6 The Cambridge East Area Action Plan is supportive of student accommodation, but does not make any specific allocations for student accommodation. No applications for student accommodation have come forward within the Cambridge East area.
- 4.7 The North West Cambridge Area Action Plan has enabled the University of Cambridge to promote the development of its North West Cambridge site through an agreed policy framework, including Policy NW5: Housing Supply. This site is subject to outline planning permission (11/1114/OUT) granted in February 2013 which

includes 2,000 new student units for the University of Cambridge, 325 of which have reserved matters approval (13/1400/REM). Construction commenced in early 2015.

## **5. The emerging Cambridge Local Plan**

- 5.1 Cambridge City Council commenced the process of reviewing the Local Plan in 2011. After two issues and options stages of consultation in 2012 and 2013, the Cambridge Local Plan 2014: Proposed Submission was consulted upon from 19 July to 30 September 2013 and submitted to the Secretary of State on 28 March 2014. The Cambridge Local Plan 2014: Proposed Submission was submitted for examination on 28 March 2014 at the same time as South Cambridgeshire District Council submitted their Local Plan. Having held joint hearing sessions on issues relating to overall housing need, the development strategy, Green Belt, transport and housing delivery, the Inspectors wrote to advise the Councils of issues to be addressed (Inspectors' letter of 20 May 2015). The Councils produced a number of further evidence base documents and consulted on Proposed Modifications to both Local Plans. The hearing sessions recommenced in June 2016. The policy relating to the provision of student accommodation (Policy 46) has not yet been the subject of examination hearings. As yet, we have not had confirmation of hearing dates for this matter. Remaining matters for Cambridge only hearing sessions include student accommodation, affordable housing, accessible homes and residential space standards, and Cambridge only omission sites such as Emmanuel and Gonville and Caius playing fields off Wilberforce Road.
- 5.2 The NPPF (Paragraph 216) sets out the weight which can be given by decision-takers to relevant policies in emerging plans. Whilst the emerging Local Plan has weight in decision-making as it has been submitted for examination, there remain unresolved objections to the relevant policies and allocations in the plan.
- 5.3 Higher education and the provision of student accommodation have been considered as a key issue from the outset of the plan making process and are key themes running throughout the emerging Local Plan. The vision takes account of the aspirations identified in the Cambridge Local Plan 2006 and through an iterative process has reviewed them against the experience of delivering that vision, and the issues relevant to Cambridge today. It recognises that Cambridge is a world-class city in terms of its academic reputation and the knowledge-focused economy that has sprung from this.
- 5.4 The strategic objectives include reference to the need to promote and support economic growth in environmentally sustainable and accessible locations, facilitating innovation and supporting Cambridge's role as a world leader in higher education, research, and knowledge-based industries, while maintaining the quality of life and place that contribute to economic success.
- 5.5 Within Section 2 of the emerging Local Plan, paragraph 2.18 identifies that there are other needs (in addition to housing and employment need) that should be considered in the period to 2031. This is in keeping with paragraph 17 (bullet point 3) of the NPPF. The land requirements set out in Table 2.1 of the emerging Local Plan do not

necessarily mean specific land will need to be allocated for them. Additional floorspace/facilities will be provided primarily by intensification or extension of existing facilities/sites. In terms of the universities' student accommodation needs, Table 2.1 currently identifies that the University of Cambridge's growth requirements lead to further provision of 3,016 (net) bed spaces for undergraduates and postgraduates to 2031.

- 5.6 Provision of student accommodation is outlined through various policies and allocations. Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change is supportive of student accommodation provision within the area of major change given the proximity of the area to both universities and the city centre. However, any student accommodation proposals would also need to meet the criteria of Policy 46. Policy 20: Station Areas West and Clifton Road Areas of Major Change also makes reference to student accommodation (1,250 units), which has now been delivered on this site. Policy 25: Old Press/Mill Lane Opportunity Area also currently makes reference in the supporting text at paragraph 3.102 to the scope for provision of up to 200 student accommodation units on the site. Allocations are made for student accommodation at Site U3 Grange Farm (120 units) and at North West Cambridge (2,000 units) within the North West Cambridge Area Action Plan.
- 5.7 In addition, provision of some student accommodation is also expected to come through windfall sites. This is on the basis that a number of schemes for student accommodation have come forward on windfall sites through the adopted Local Plan 2006 and there is nothing to suggest that this would not continue alongside allocated sites. 1,516 bed spaces have come forward on windfall sites since 2011. Current planning applications and pre-application discussions indicate that windfall sites remain a strong source of student accommodation.
- 5.8 Policy 44: Specialist colleges and language schools within the emerging Local Plan requires any expansion of educational provision or new educational provision to be commensurate with student accommodation provision and social amenities. This policy is intended to address those institutions providing courses of less than one academic year.
- 5.9 The emerging Local Plan's Policy 46 specifically addresses provision of student accommodation for students on courses of one academic year or more. Policy 46: Development of student housing requires student accommodation to meet the identified needs of an existing educational institution providing housing for students on full-time courses of an academic year or more. This represents a step change from the existing policy position in the Cambridge Local Plan 2006 which restricts accommodation to the University of Cambridge and Anglia Ruskin University and allows student accommodation for Anglia Ruskin University to be delivered in lieu of affordable housing on specific allocated sites.
- 5.10 In relation the exemption in the Cambridge Local Plan 2006 (Policy 7/9) to deliver student accommodation for Anglia Ruskin University instead of affordable housing on specific allocations, this led to options 147 and 148 in the Issues and Options report (2012). These options set out the opportunity to retain (Option 147) or remove the exemption from affordable housing provision (Option 148). Whilst Anglia Ruskin

University does not have access to considerable levels of purpose-built student residential accommodation and remains highly dependent on houses acquired on short leases and on students living in HMO, its circumstances have improved with the delivery of purpose built student accommodation, including Sedley Court, Brunswick and Station Area student accommodation and a range of windfall sites which have delivered student accommodation for both universities. 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 takes all reasonable opportunities to provide new market housing and affordable housing. The Council is committed to supporting the University of Cambridge, the colleges, Anglia Ruskin University and other institutions, which contribute to the knowledge economy, and acknowledges the important role that they play locally, nationally and internationally. However, the importance of and need for student accommodation must be balanced with the need to deliver market and affordable housing. As such, it was proposed that the exemption is removed and that option 148 is pursued through the new Local Plan. Despite a continuing reliance on open market housing in the city, considerable progress has been made in delivering new purpose built student accommodation since 2006.

- 5.11 The change in approach in Policy 46 on the restriction to the University of Cambridge and Anglia Ruskin University resulted from two key issues. Firstly, restricting access to student accommodation only to the two universities in the emerging Local Plan was considered to have the potential to conflict with the NPPF's approach which requires local authorities to support the knowledge industries and the development of a strong and competitive economy. Secondly, when considering comparator policies, officers identified a similar approach in Oxford's Core Strategy (Policy CS25), which was overruled by the Inspector at the Examination in Public into the Council's Core Strategy on 21 December 2010. In the case of Oxford, the Inspector removed the embargo restricting occupation of student accommodation to students attending the two universities in Oxford on the basis that it was inequitable and was discriminating against non-university colleges.

## **6. Local Issues**

- 6.1 A number of issues have been raised locally in respect of planning applications coming forward for student accommodation development in Cambridge. These issues include:
- The number of (largely speculative) planning applications coming forward for student accommodation;
  - Affordability and appropriateness of studio units as part of student accommodation;
  - Delivery of affordable housing through student accommodation schemes;
  - Compliance with the occupancy restrictions on student accommodation;
  - Student car use and parking issues.

- 6.2 Taking the issue of the number of speculative planning applications which have come forward in recent years for student accommodation first, concerns have been raised through committees, petitions, response to planning applications and the local press about the amount of student accommodation coming forward in Cambridge for different institutions, including student accommodation applications on sites allocated for mainstream residential use.
- 6.3 In relation to the provision of student accommodation, Cambridge has seen significant provision of new student accommodation since 1 April 2011. In terms of completions and commitments of student bed spaces since 2011: between 1 April 2011 and 31 March 2016, 2,511 student bed spaces (net) were completed. At 31 March 2016, there were a further 1,281 student bed spaces (net) with planning permission, but not yet completed. Of these 1,281 rooms, some 950 rooms were under construction. There are therefore 3,792 student bed spaces which have been built out or have obtained planning permission since the start of the plan period for the emerging Local Plan through to 31 March 2016. Of the 3,792 student bed spaces with permission or built out since the start of the plan period, 2,144 bed spaces are on allocated sites and 132 are on an emerging allocation. This figure includes 325 bed spaces which have reserved matters permission at North West Cambridge and form part of the allocation provided by the North West Cambridge Area Action Plan. The remaining 1,516 bed spaces have come forward on windfall sites.
- 6.4 The policy approach in the emerging Local Plan, which allows a wider range of institutions to use student accommodation than the existing Local Plan approach, is proving to be a particular point of concern. Particular reference should be made to a recent appeal decision for 315 - 349 Mill Road, where an appeal was allowed for student accommodation on a housing allocation (App/Q0505/W/15/3035861). Paragraphs 14 and 15 of this appeal decision address the issue of how Anglia Ruskin University's (ARU) students are accommodated:
- Whilst it may well be possible to meet the intention of supplying dedicated rooms to all ARU first year students who require them, this appears to be a minimum objective: the Local Plan notes that the University wishes to house as many students as possible in purpose built accommodation, and more recent correspondence from ARU indicates that it is generally not possible to accommodate later years in University sponsored rooms. Similarly, data provided by the appellants indicates that ARU lies above national averages in both the proportion of students in private rented accommodation, and those travelling from remote locations.*
- It is recognised that this is a fluid situation, and that there is likely to be a continuing strong supply of new student housing in the City, prompted by the financial attractiveness of this form of development. However, in part this attractiveness arises out of the level of unsatisfied demand for such accommodation. At this stage, the evidence falls short of proving that there does not remain a need for purpose built student housing, especially to improve the choice and opportunities for ARU students.*
- 6.5 Notwithstanding the fact that Cambridge City Council has seen significant levels of student accommodation applications in recent years on both allocated sites and

through windfall development, the Council considered it appropriate to undertake a specific student accommodation study in order to understand whether there needs to be any changes to the emerging Local Plan at this point in time. This student accommodation study provides a greater level of detail on student numbers and type than has been available previously.

- 6.6 There is also a concern that, as a result of the growing market of wealthy overseas language students, the costs of purpose built accommodation is beyond the reach of 'ordinary' students. This is a particular issue in relation to the type of accommodation provided. Recent planning applications have included a high number of studio units, rather than cluster flats (where students have individual bedrooms and bathrooms, but share kitchen and living room space). Anglia Ruskin University, in particular, has stated that studio units are not as suitable for its students as cluster flats, given the higher prices charged for such accommodation and the layout of units not allowing for social interaction. Anglia Ruskin University has confirmed that there have been a number of instances where developers state that the accommodation is for Anglia Ruskin University students, but there is no formal link between the scheme and Anglia Ruskin University given the nature of the units proposed and the lack of affordability. This may mean that individual Anglia Ruskin University students occupy a small number of the units, but the other units are either void or let to other institutions. The current Cambridge Local Plan 2006 does not effectively cover the issue of studio units as the use of studio accommodation was not a common approach to the provision of student accommodation when the Local Plan was drafted. The issue cannot be addressed effectively by policies within the Cambridge Local Plan 2006 and the NPPF and NPPG do not assist significantly in this respect. Modifications are proposed to the emerging Local Plan to address this issue.
- 6.7 Councillors and local residents have also previously suggested that student accommodation schemes should only be allowed if they deliver affordable housing provision within the site. The Council consulted on an option (Option 95) at the Issues and Options stage of plan-making on requiring affordable housing from student development. On the basis of the results generated from analysis, the Council's viability consultants advised the Council in 2013 that the average surplus is too low to recommend confidently that the Council include a policy for the collection of financial contributions towards affordable housing from student accommodation at this stage. A notional very low charge could potentially be levied but this could mean that any financial contribution towards affordable housing could potentially reduce or even remove any buffering inherent within the Community Infrastructure Levy rate suggested for student accommodation. If the Council were to alter its approach towards affordable housing through student accommodation schemes, the Council would potentially need to reconsider its stance on the Community Infrastructure Levy, where the Council is currently looking to charge £125 per square metre in relation to student accommodation schemes and we would also need to update our viability work. In the event of a change of approach, this would require amendments to policies in the emerging Local Plan.
- 6.8 The student accommodation study also reviewed how other local planning authorities have addressed any policy provision for delivery of affordable housing through student accommodation developments. This is not an approach taken by other local

authorities and would have negative implications for the collection of Community Infrastructure Levy monies from student accommodation development. This could be revisited when developing the next Local Plan.

- 6.9 There is local concern regarding compliance with occupancy restrictions on existing purpose built student accommodation. This is of particular note in respect of speculative schemes, where the Council understands that developers may have had initial discussions with Anglia Ruskin University about the suitability of accommodation in terms of layout, type and affordability. Once the scheme has been submitted as a planning application, it is understood that the scheme often bears little resemblance to the initial scheme and does represent something that many Anglia Ruskin University students would sign up to. Affordability of accommodation and developers' commitment to maintenance and repairs are key issues for Anglia Ruskin University.
- 6.10 The issue of student car use and associated parking has also been raised by local residents. Existing and proposed planning policy discourages students from bringing cars to Cambridge, as do the universities. However, there are concerns that students are still using cars in Cambridge, with implications for the availability of on-street parking for residents.

## **7. Key Findings from the Assessment of Student Housing Demand and Supply for Cambridge**

- 7.1 The student accommodation study has identified current student numbers and projections of future student numbers (full-time) for the universities, and a large number of specialist colleges and language schools in Cambridge, and the types of courses that they are attending. This has included data collection from:
- University of Cambridge, including all 31 colleges;
  - Anglia Ruskin University;
  - Colleges of further education, specialist colleges and language schools, and affiliated organisations such as the colleges which form the Cambridge Theological Federation.
- 7.2 The data used in the analysis comes from two main sources:
- The first source is data extracted from the Higher Education Statistics Agency (HESA) returns made by the University of Cambridge and Anglia Ruskin University;
  - The second source of data is an online survey that was used to collect data from individual institutions about their student profile, current accommodation provision, and future planned provision. The University of Cambridge Colleges and wider University of Cambridge were included in the study, as was Anglia Ruskin University. The non-university institutions excluded the standard school sector but included the Further Education (FE) colleges e.g. Cambridge Regional College, language schools e.g. Bell Educational Services Ltd, performing arts colleges e.g. Cambridge School of

Visual and Performing Arts, theological colleges e.g. Wesley House, independent sixth forms e.g. Mander Portman Woodward and summer schools e.g. Reach Cambridge.

- 7.3 An important issue to highlight that came through the research is that student numbers can appear to vary, quite legitimately, depending on what source or definition is used. Counting students, even at individual institutions, is therefore quite difficult. There are discrepancies between the data provided through the online survey and extracted from the HESA returns. This relates in part to which students are included in the data. It also reflects the self-reported nature of the HESA data. A key issue identified is that the analysis suggests that some students who select 'Own permanent residence owned or rented by you' are in fact occupying shared houses.
- 7.4 For the purposes of study, part time students were excluded from the analysis of the HESA data based on the assumption that they are already housed for the duration of their part time studies.
- 7.5 The data analysis makes assumptions about the average number of students in a shared property. According to Cambridgeshire County Council's research team, one dwelling provides accommodation for 3.5 students, on average. However, the data collected from the University of Cambridge Colleges showed that shared houses that are rented for use by students in the open market accommodate an average of 5 students per property. The data analysis therefore estimates the number of shared houses based on the average of both 3.5 and 5 students per property and provides a range.
- 7.6 The analysis of the future potential for PBSA has a projection for 10 years to 2026. Although the Local Plan period runs to 2031, there is a considerable lack of certainty about potential future growth of the universities which means that 10 years is the maximum projection that can be made using realistic data.

### **Student Numbers**

- 7.7 The Council established the growth aspirations of the University of Cambridge and Anglia Ruskin University as part of preparing the emerging Local Plan. However, since the start of the plan period in 2011, there has been significant change in terms of the volume of applications coming forward for student accommodation, the type of student accommodation (e.g. studio flats rather than cluster flats), and the increased number of applications being made for accommodation for other institutions (not the University of Cambridge or Anglia Ruskin University).
- 7.8 Many university students live in halls of residence, either purpose built or university-owned accommodation, but there are not enough places in halls of residence to accommodate all students. Most students not living in halls of residence or purpose built student accommodation will be living in private rented accommodation. Anglia Ruskin University has a much smaller stock of its own purpose built student accommodation than the University of Cambridge and relies more heavily on head lease properties, student accommodation built by third parties, and housing its students in open market housing including Houses in Multiple Occupation (HMO). Locally, demand for student accommodation is considered to have placed pressure

on the local housing stock often resulting in perceived or actual harmful impacts on communities accommodating students, especially in areas close to Anglia Ruskin University.

- 7.9 The Census 2011 provides data on student numbers for all local authority areas across the country. The data for Cambridge showed that in 2011, the total number of full time students aged 18 and over was 24,506. This would not have included students at Cambridge-based educational institutions who live outside Cambridge.
- 7.10 The student accommodation study shows that the number of students at educational institutions in Cambridge with a need for some form of accommodation is estimated at 46,132 in 2015/16. Within the 46,132 students total, the student numbers per institution in 2015/16 are set out in Table 1 below.

**Table 1: Number of Students 2015/16 with a need for accommodation**

<b>Institution</b>	<b>Student Numbers</b>
University of Cambridge	21,227
Anglia Ruskin University	9,485
Other institutions	15,420
<b>Total</b>	<b>46,132</b>

- 7.11 There are an estimated 46,132 students in Cambridge with a need for some form of accommodation<sup>1</sup>. Within the 46,132 students total, the student numbers per type of accommodation in 2015/16 are set out in Table 2 below.

**Table 2: Type of Accommodation 2015/16**

<b>Type of Accommodation</b>	<b>Student Numbers</b>
Purpose built student accommodation	22,410
Shared housing	9,157
Existing family housing (parental home or homestay)	12,129
No information available	2,436
<b>Total</b>	<b>46,132</b>

- 7.12 Some 91% of undergraduates, and 55% of postgraduates at the University of Cambridge are in University or College maintained accommodation, compared to 11% of undergraduates and 15% of postgraduates at Anglia Ruskin University.
- 7.13 Anglia Ruskin University is therefore currently dependent upon housing 4,285 undergraduates and 785 postgraduates in shared housing, a total of 5,070 students, occupying at least 1,000 shared houses, assuming an average of 5 students to each shared house. The position is reversed for the University of Cambridge, where only 729 undergraduates are housed in shared existing housing, but 3,003 postgraduates are accommodated in shared existing housing, occupying at least 600 shared houses, again assuming an average of 5 students to each shared house.

<sup>1</sup> This could include students who commute into the city from other authorities.

- 7.14 The non-university institutions have very little directly owned accommodation (750 bed spaces among 15,420 students), but make extensive use of private halls (3,836 bed spaces, or 82% of all student accommodation in private halls). The non-university institutions house 4,390 students in 'homestay' accommodation, and a further 5,304 are living in the parental home (mainly Cambridge Regional College students). The non-university institutions make relatively little use of shared housing, with only 355 students accommodated in shared housing, or only 2% of the total number of non-university institution students. Many non-university institutions rely on use of PBSA during the vacation periods, especially to accommodate summer language course students. This includes PBSA provided by the Colleges of the University of Cambridge and speculative student accommodation where there are clauses in the legal agreements to allow use by non-university students outside term-time.
- 7.15 Excluding mature students who are less likely to be living in shared accommodation, there is an estimated current potential for 6,085 bed spaces in PBSA. The research then analysed the impact of the growth plans of the universities and asked about the potential impact of Brexit on those plans. Anglia Ruskin University is planning to remain at the same student numbers in Cambridge over the next five to ten years. The University of Cambridge's current planning framework envisages an expansion in undergraduate numbers of 0.5% each year for the next ten years, and in postgraduate numbers of 2% per annum, with some individual Colleges having higher expansion rates than others. This leads to an estimated future potential 2,874 additional student bed spaces to 2026. The other institutions have an anticipated growth rate of 230 students in total to 2026. This suggests that a total of 9,189 student rooms could be built in PBSA by 2026 to address both the current and the potential future levels of student numbers. As at 31 March 2016, there were 1,281 student bed spaces in the planning pipeline. Once completed, and provided they are occupied by students, this will reduce the current level of students outside PBSA from 6,085 to 4,804, and reduces the future potential level of students outside PBSA from 9,189 student bed spaces to 7,908.

**Table 3: Current and Future Potential Levels of PBSA**

Institution	Current potential level of PBSA	Future potential level	Total current and future potential level
Anglia Ruskin University	2,803	-	2,803
University of Cambridge	3,282	2,874	6,156
Other institutions	-	230	230
<b>Sub-Total</b>	<b>6,085</b>	<b>3,104</b>	<b>9,189</b>
<b>Total Minus Pipeline<sup>2</sup> of 1,281 bed spaces to 31 March 2016</b>	<b>4,804</b>	<b>-</b>	<b>7,908</b>

<sup>2</sup> Pipeline figures consist of student bed spaces which have planning permission, but are not yet built or are under construction and not yet occupied.

**Addressing the NPPG**

- 7.16 The NPPG confirms that encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. Plan makers are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation.
- 7.17 In the appeal decision on 315 – 349 Mill Road, the Inspector confirmed that:
- “It follows that increasing the availability of purpose built student housing in a location suitable for those students would either facilitate the return of private space to the general housing market, or help to meet an unsatisfied student demand, and thereby reduce the overall pressure.”*
- 7.18 In addition to establishing student numbers and the current and future needs for accommodation, the study was also commissioned to assess to what extent the Council can rely on the delivery of purpose-built student accommodation to release existing housing units back to the general market. The study investigated how other relevant local planning authorities have dealt with the accommodation needs of students and different institutions, including data on any policy restrictions on particular institutions and accommodation types. It also reviewed how other authorities are dealing with the allowance in the NPPG at Paragraph 3-038-20140306 which permits Councils to count student accommodation towards the housing requirement for a district, based upon the amount of accommodation it releases from the housing market.
- 7.19 It is possible that an increase in provision of PBSA could increase the number of houses available to non-student households. However, it is difficult to establish how many houses could be freed up by the development of PBSA. The student accommodation study made assumptions about the average number of students in a shared property. According to Cambridgeshire County Council’s research team, one dwelling provides accommodation for 3.5 students, on average. As such, every 3.5 additional student units provided in Cambridge could reduce the demand for use of market dwellings by students by one dwelling. The common assumption is that on average there are 3.5 students in a shared house. However, the data collected from the University of Cambridge’s Colleges showed that shared houses that are rented for use by students in the open market house an average of 5 students per property. The data analysis therefore estimates the number of shared houses based on the average of both 3.5 and 5 students per property and provides a range.
- 7.20 It should be noted that other local authorities are taking a range of figures to allow them to count dwellings as released back into the market by the provision of new student accommodation. This is dependent on the nature of the authority – there is no standard unit size. The average number used in Strategic Housing Market Assessments (SHMA) and Strategic Housing Land Availability Assessments (SHLAA) has varied due to the nature of properties available for letting in a given location. For example, the West Surrey SHMA allows for 4 students per household

based on discussions with Higher Education institutions. The Oxford SHLAA meanwhile has used an average of 5 students as many houses in Oxford are inter-war semi-detached properties or Victorian terraces with 3 bedrooms plus a living room/dining room often used as a fourth bedroom (thus accommodating 4 students). There are also many larger properties, in North Oxford in particular, which may house an average of 6 students each. The Oxford SHLAA therefore takes the midpoint of five, making the assumption that developing five student rooms would release the equivalent of one dwelling in the housing market.

- 7.21 The student accommodation study confirms that any development of PBSA is not guaranteed to release into the open market accommodation currently occupied by students, because there is no guarantee that the properties would not be purchased by private landlords and continue to operate as HMO for students. Few mechanisms exist to prevent released property from being bought by an investor and let as an HMO to single professionals (or any other group of single people). As one example of a possible mechanism, the Council may wish to consider whether there is a housing role in acquiring property, possibly in a joint venture vehicle, would then be let at market rents to single sharers such as contract research staff or other single professionals, thereby offering direct control over standards and allocation.
- 7.22 Furthermore, different authorities are taking different approaches towards discounting the number of units freed up. To provide a hypothetical example, it may be possible to average the number of students occupying housing to 4 students per house and accordingly work out that a scheme for 100 student units might free up 25 houses. However, this assumes that the houses are all freed up and that non-students will occupy them in the future. Some authorities have been cautious about this and have discounted the indicative figure of 25 housing units to indicate that a lesser number of housing units would actually be freed up and returned to the market/mainstream rental. Discounting does not necessarily appear to be based on any specific evidence though. The circumstances are further complicated by the recent Local Plans Expert Group Report (LPEG)<sup>3</sup>, which suggested that there should be specific exclusion of specialist types of accommodation as components of housing supply. A number of the recommendations from the LPEG Report have already been taken forward, but these recommendations have not included consideration of specialist housing. Further LPEG recommendations may be included in the Government's expected Housing White Paper.
- 7.23 The student accommodation study established that there is no consistent approach made to dealing with the counting of student accommodation towards the housing requirement. In light of this and given the Local Plan Expert Group's concerns about this approach and the expected Housing White Paper, it is advised that the Council does not count student accommodation towards the housing requirement for the time-being. Moving forward, a new SHMA could assist in any future counting of student accommodation provision as a component of housing supply as the overall

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<sup>3</sup> The Local Plans Expert Group was established by the Communities Secretary, Greg Clark and the Minister of Housing and Planning, Brandon Lewis MP, in September 2015, with a remit to consider how local plan making could be made more efficient and effective. Their [report](#) was issued in March 2016.

role of student accommodation within the wider housing market would be better understood and comparison of data would be more straightforward, reducing any risk of double-counting or not comparing like with like.

## **8. The Council's Approach – the emerging Local Plan and the next Local Plan**

### **The emerging Local Plan**

- 8.1 The study reports that if all current and potential future students were to be accommodated in purpose built student accommodation, there would need to be provision of 7,908 bed spaces, having taken into account student accommodation units already in the pipeline. Whilst the NPPF confirms at paragraph 17 that local authorities should consider development needs other than simply housing and employment, it should be noted that there is no part of national planning policy that says that all students are required to be provided for in purpose built student accommodation. The student accommodation study recognises that students have different needs and make different choices and that purpose built student accommodation will not be suitable for all students. The student accommodation study also notes that it has not been possible to set growth rates of the institutions beyond 2026. There is therefore no coverage of the last five years of the plan period. This is considered reasonable, given the uncertainties over forecasting beyond 2026 and ongoing concerns over the impacts of Brexit on the higher education sector.
- 8.2 In the absence of a national policy requirement to provide purpose built student accommodation, the ongoing uncertainty about needs beyond the next ten years, and the provision of student accommodation which continues to be made through both allocations and windfall sites, it is considered there is no justification to conclude that the Council's current approach in the emerging Local Plan is not reasonable.
- 8.3 The emerging Local Plan acknowledges the competing development pressures in Cambridge, including student accommodation, and it has always considered it important that a balanced approach is taken within the remit of sustainable development in order to support the economic and social needs as well as quality of life and place in the city.
- 8.4 Given this, the Council is not suggesting a major change of direction in the strategy for student accommodation in the emerging Local Plan and considers that student accommodation can continue to be provided in a variety of ways, through allocations for student accommodation and through the delivery of windfall sites.
- 8.5 The policy as anticipated is capable of delivering accommodation that would lead to an increase in provision to address the identified future growth aspirations of the institutions and to provide additional flexibility. The Council is not seeking through the Local Plan to provide PBSA for all of the existing resident student population. To do so will require a substantial modification to the development strategy for the current submitted Local Plan which it is not appropriate to introduce at this stage, nor is there any policy requirement to do so. The student accommodation study identifies that the University of Cambridge is looking to grow by a further 2,874 students to 2026. While Anglia Ruskin University has confirmed that it has no growth aspirations to 2026, a number of the other institutions in Cambridge have stated aspirations to

grow. These institutions have a total growth figure to 2026 of 230 students in total.<sup>4</sup> This gives rise to a total growth figure for the universities and the other institutions of 3,104. Taking into account student accommodation pipeline figures of 1,281 student units under construction or with planning permission, allocations in the emerging Local Plan (as modified) providing 740 student units and the remaining allocation at North West Cambridge for 1,675 student units, these sources of supply would address and go beyond the growth figure of 3,104. The additional 592 units provide an appropriate and prudent degree of flexibility in terms of delivery. Any provision over and above these sources of supply would need to be considered on its merits against the criteria in Policy 46 and having regard to the absence of any policy requirement at either national or local level for all students to be provided with purpose built student accommodation.

### **Proposed Modifications to the emerging Local Plan:**

Although the current approach is still considered largely appropriate, a number of modifications are suggested to the emerging Local Plan to reinforce the Council's approach and ensure that needs for market and affordable housing and student accommodation can be addressed. The proposed modifications are outlined in Appendix 1 of this report. The proposed modification include an explanation of the need for the modification in respect of soundness. A summary of the proposed modifications is included overleaf:

#### **1. Policy 3: Spatial strategy for the location of residential development**

This policy will be strengthened alongside Policy 46: Development of student housing to ensure that existing housing and housing allocations are not lost to student accommodation. This main modification is proposed to safeguard residential allocations which have been proposed in the emerging Local Plan in order to meet objectively assessed housing need. It is considered that the plan is positively prepared and justified in respect of meeting objectively assessed need for housing and that this modification confirms that these allocations should not be lost to other forms of development, including student accommodation. Without this modification, residential allocations continue to be at risk. The Council considers that this is particularly important in light of the recent Mill Road appeal decision on an existing housing allocation in the Cambridge Local Plan 2006.

#### **2. Policy 46: Development of student housing**

This policy will be strengthened to ensure that housing allocations are maintained alongside modifications to Policy 3: Spatial strategy for the location of residential development. It will also be amended to confirm that schemes are tied to particular institutions, which have specific need for accommodation. The type of accommodation will need to be suitable for the institution in terms of type and layout, affordability and maintenance regime.

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<sup>4</sup> Wesley House (96 students), Woolf Institute (13 students), Cambridge School of Visual and Performing Arts (18 students), Reach (18 students), Bell (80 students), St Andrew's (5 students).

This main modification is proposed to safeguard residential allocations which have been proposed in the emerging Local Plan in order to meet objectively assessed housing need. It is considered that the plan is positively prepared and justified in respect of meeting objectively assessed need for housing and that this modification confirms that these allocations should not be lost to other forms of development, including student accommodation. Without this modification, residential allocations continue to be at risk. The Council considers that this is particularly important in light of the recent Mill Road appeal decision on an existing housing allocation in the Cambridge Local Plan 2006.

The main modification requiring an institution to be committed to the proposed scheme, through a formal agreement, will support the effectiveness of the plan in ensuring that the accommodation proposed reflects the student accommodation requirements of specific institutions such as Anglia Ruskin University and the University of Cambridge. This formal agreement with the institution will confirm that the accommodation will be occupied by students of the institution undertaking full-time courses of one academic year or more. When planning permission is granted for new student accommodation, a planning agreement will be used to robustly secure that use. This policy only applies in instances where planning permission is required for schemes housing more than six students (*sui generis*). By requiring a specific institution to be tied to a planning permission, the institution will need to have confirmed to the Council that the type, layout, affordability and maintenance regime of the accommodation is suitable for their students. Without this modification, there is a significant risk that the development proposals coming forward for student accommodation will not meet the needs of the institutions identified in the student accommodation study.

There are a number of additional modifications throughout the Plan which reflect the proposed modifications on student accommodation and the findings of the student accommodation study.

### **3. Conversion of two existing residential allocations (Sites R17: Mount Pleasant House and U1: Old Press/Mill Lane) to allocations for student accommodation**

These main modifications are proposed as a result of discussions with the landowners to bring forward development on the Mount Pleasant House site (Site R17) and Old Press/Mill Lane site (Site U1). Both landowners have confirmed that mainstream residential accommodation will not be deliverable on these sites and that student accommodation is being pursued.

These main modifications are in keeping with the requirements for plan-making in that they are positively prepared, justified and effective. These allocations are deliverable for student accommodation. On the information which has now been provided, the allocations are not deliverable as mainstream housing. As such, the modifications seek to provide allocations which, on all of the information presently available, are deliverable on the sites.

Residential allocations within Cambridge remain vitally important in meeting the city's objectively assessed need for homes. However, the two sites proposed for a change in allocation from residential to student accommodation have very specific circumstances. Both sites are very well located to meet the known student accommodation needs of at least seven Colleges of the University of Cambridge. They lie in close proximity to existing main College sites which provide a range of services to their students. By balancing the retention of the significant majority of residential allocations in the Local Plan, while allowing two allocations to change to student accommodation, this addresses both objectively assessed need for homes and the known needs for student accommodation.

### **The next Local Plan**

- 8.6 The study also includes recommendations for the next Local Plan, which is proposed to be a Local Plan covering the Greater Cambridge area. This would involve further consideration of student accommodation in the next Strategic Housing Market Assessment and the Council's Housing Strategy, which follows therefrom, and the potential to release market housing stock by further provision of student accommodation.
- 8.7 Additionally, as part of drawing up the next Local Plan, consideration needs to be given to the scope for the introduction of an Article 4 direction to restrict the change of use from dwellinghouse (C3) to small House in Multiple Occupation (HMO) (C4). A small HMO (C4) is described as accommodating between 3 and 6 unrelated people, while a large HMO (Sui Generis) is occupied by more than 6 unrelated people. Large HMO always require planning permission as they are not with a defined planning use class and there are no permitted development rights associated with them. An Article 4 Direction would need to be introduced in tandem with a more restrictive policy approach to the provision of new HMO in the next Local Plan.
- 8.9 Article 4 Directions are a means by which a local planning authority can bring within planning control certain types of development, or changes of use, which would normally be permitted development (i.e. not require an application for planning permission). The purpose of the introduction of an Article 4 Direction would be to allow the Council to have greater control over shared houses in the city. An Article 4 Direction could be introduced on a city-wide basis or could be applied to specific wards where there is a large concentration of HMO. Introducing a direction on a ward-specific basis could however have the unintended consequence of displacing the issue into other wards where HMO have not traditionally been concentrated.
- 8.10 The introduction of a direction would also require analysis of up to date data on the distribution of HMO across the city in order to confirm where the highest concentrations of current HMO are, and to assist in formulating a new planning policy, which may involve a limit on HMO numbers in a given area.

## 9. Addressing Current Issues

- 9.1 Prior to the emerging Local Plan being adopted and the development of new evidence base documents to support the next Local Plan, the Council will continue to receive applications for student accommodation development. There are a number of measures which can be undertaken to address current local concerns regarding student accommodation. These concerns include parking, enforcement of occupancy restrictions, monitoring of student accommodation, assessing the design, layout and affordability of student accommodation.
- 9.2 As an interim measure, in order to address the local concerns raised with regard to both parking and enforcement of occupancy restrictions, the Council will investigate opportunities within the current development management processes to address both parking issues and compliance with occupancy restrictions in the case of existing student accommodation developments.
- 9.3 **Parking** - Discussions should take place between the City and County Councils to understand the programme for introduction of residents' parking schemes across the city as this could assist in restricting parking spaces available for student use. Discussions with the universities about proctorial control and parking enforcement should also be undertaken.
- 9.4 **Enforcement of occupancy restrictions** - This will involve assessment of existing legal agreements and planning conditions to see whether there is any scope for strengthening the wording of legal agreements/conditions for future development proposals. Additionally, where occupancy restrictions are not being complied with by developers/landowners, those will be the subject of investigation.
- 9.5 **Monitoring student accommodation and assessing design, layout and affordability** - While the adopted Cambridge Local Plan 2006 and national planning policy documents do not assist the Council specifically in dealing with the issues of studio units, the emerging Cambridge Local Plan will address this issue. By requiring a specific institution to be tied to a planning permission, the institution will need to have confirmed to the Council that the type and layout of accommodation is suitable for their students.

In the meantime, the Council proposes that a working group is set up to assist in proactive monitoring and coordination of student accommodation issues. It is proposed that Council officers (Housing and Planning) hold a regular working group with representatives of the University of Cambridge and its Colleges, and Anglia Ruskin University. This would allow an opportunity to work collaboratively to address known needs. In addressing the design, layout, affordability and maintenance of student accommodation developments, this working group could produce a design guide and checklist for speculative developers of student accommodation in order to ensure that student accommodation units meet the requirements of the two institutions with the greatest identified need for student accommodation. This working group could also produce up to date work on affordability of student accommodation across the city and address other issues with student accommodation as and when issues occur. The Council's Annual Monitoring Report

will provide an opportunity to feedback issues which the working group has dealt with over the monitoring year and will allow the Council to update the known needs of the institutions.

## **10. Gypsy and Traveller Accommodation Needs**

- 10.1 The emerging Local Plan includes Policy 49 regarding provision for Gypsies and Travellers. This policy has not been the subject of a hearing session as yet. It is anticipated that a joint hearing session with South Cambridgeshire District Council will be held to discuss policies on Gypsies and Travellers during 2017.
- 10.2 In August 2015, a new Planning Policy for Traveller Sites (PPTS) was published by the Government which sets out a new definition for Gypsies and Travellers and Travelling Showpeople. The key change that was made to both definitions was the removal of the term '*persons ... who have ceased to travel permanently*', meaning that those Gypsies and Travellers and Travelling Showpeople who have ceased to travel permanently will not now fall under the definition of a "Gypsy and Traveller" for the purposes of national planning policy.
- 10.3 Reflecting the national policy changes, and also the need to update the previous 2011 study in light of national policy changes and appeal decisions across Cambridgeshire, a new Gypsy and Traveller Accommodation Assessment for Cambridgeshire, King's Lynn and West Norfolk, Peterborough and West Suffolk (GTAA) was commissioned in 2015 and completed in 2016 to provide up to date and robust evidence of need. The new GTAA has been produced by Opinion Research Services (ORS), a professional consultancy which undertakes this type of work for local authorities across England and Wales. The study was commissioned by a consortium of eight neighbouring local authorities, covering the administrative areas of Cambridge, South Cambridgeshire, East Cambridgeshire, Huntingdonshire, Peterborough, Kings Lynn and West Norfolk, Forest Heath and St Edmundsbury. It provides an up to date evidence base for the Local Plan.
- 10.4 The GTAA sought to establish the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. ORS used the results from the survey of travelling communities to identify current need by identifying households on unauthorised developments, those in concealed or overcrowded households, those wishing to move sites, or households on waiting lists for public sites.
- 10.5 In response to the change in definition in national planning policy, the GTAA sets out three sub-groups of Gypsies and Travellers derived from the survey work and identifies their accommodation needs:

- Households who meet the “Traveller” definition for the purposes of planning;
- Unknown Households;
- Households which do not meet the definition.

- 10.6 In Cambridge, there are currently no authorised Gypsy or Traveller sites and no authorised Travelling Showpeople yards. For Cambridge, there were only two Gypsy or Traveller households identified, both living on a mobile home park not conditioned for occupancy by Gypsies and Travellers. Neither household have any identified current or future accommodation needs. There were no Travelling Showpeople households identified in Cambridge. As a result of this information, the GTAA did not identify any need for accommodation for Gypsies and Travellers and Travelling Showpeople in Cambridge.
- 10.7 The Council will need to propose modifications to the Inspectors examining the Local Plan to reflect the changes to Government guidance and the findings of the new GTAA. As a result of these findings, a main modification is proposed to the emerging Policy 49 to update the policy in the light of the new GTAA. A number of additional modifications are proposed to the supporting text to the policy to reflect the new GTAA and PPTS. Proposed Modifications have been identified in Appendix 1 and are summarised below:

#### **Proposed Modifications**

Policy 49 is modified to indicate that there is no identified need for accommodation for Gypsies and Travellers in Cambridge and that no specific provision for Gypsies and Travellers is made. This proposed modification is considered to be positively prepared, effective, justified and consistent with national policy. The Council has worked with other neighbouring authorities to undertake a new local assessment of need for Gypsy and Traveller pitches (Cambridgeshire, King’s Lynn and West Norfolk, Peterborough and West Suffolk Gypsy and Traveller Accommodation Assessment (October 2016)) and to address any need for pitches which may arise. This work has been undertaken in compliance with the PPTS and also represents consistent and robust engagement with other authorities under the Duty to Cooperate. Without this modification, the policy would not reflect up to date evidence.

Policy 49 is also modified to clarify how applications for sites for Gypsies and Travellers within the Green Belt should be treated consistent with the PPTS.

The supporting text for Policy 49 is subject to a number of additional modifications to update the supporting text in line with the proposed main modification to the policy.

- 10.8 In terms of transit needs across the study area, the GTAA concluded that there is no identified need to allocate Gypsy and Traveller transit sites at this time. The consultants suggest that a review of the evidence base relating to unauthorised encampments should be undertaken once there is a new three year evidence base following the changes to the PPTS in August 2015 including attempts to try and identify whether households on encampments meet the new definition. This will

establish whether there is a need for investment in more formal transit sites or emergency stopping places.

- 10.9 The PPTS requires the Council to maintain a five year land supply of deliverable sites to meet the needs of those meeting the planning definition of Gypsies and Travellers and Travelling Showpeople, and identify sites for years 6 to 10, and where possible for years 11 to 15. The lack of identified need for Gypsies and Traveller and Travelling Showpeople sites in Cambridge means that identifying a supply of Gypsy and Traveller and Travelling Showpeople sites is not required, and does not warrant specific land allocations in the Local Plan.
- 10.10 It is considered that the criteria based policy approach set out in Policy 49 is a reasonable and proportionate response to the current situation for the Local Plan, as it can provide an appropriate response to any proposals received during the plan period.
- 10.11 The assessment acknowledges that it was not possible to determine the travelling status of a number of households of both Gypsies and Travellers and Travelling Showpeople who did not or refused to participate in the survey process, and a proportion of these may meet the definitions provided in the PPTS. The Local Plan's Policy 49 will guide consideration of any planning application proposals for Gypsy and Traveller sites to meet 'unidentified' potential need which may arise during the plan period. With regard to those who do not meet the PPTS definition, proposals for development would be considered against the wider policies of the development plan similar to other forms of residential development.

## **11. Accessible Homes**

- 11.1 In March 2015, the Government published a written ministerial statement<sup>5</sup> which stated that requirements for accessible dwellings should only be set in relation to the new national optional standards which have been introduced as Part M4(2) and Part M4(3) of the Building Regulations.
- 11.2 A dwelling built to Part M4(2) is one which makes 'reasonable provision for most people to access the dwelling and incorporates features that make it potentially suitable for a wide range of occupants including older people, those with reduced mobility and some wheelchair users'. This is similar to the standard for Lifetime Homes.
- 11.3 A dwelling built to Part M4(3) is one which makes 'reasonable provision, either at completion or at a point following completion, for a wheelchair user to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants'. This is similar to the Wheelchair Housing Design Standards.

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<sup>5</sup> • Written Ministerial Statement: Planning Update, 25 March 2015:  
<https://www.gov.uk/government/speeches/planning-update-march-2015>

- 11.4 The National Planning Policy Framework (NPPF) states that 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, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own home’ (paragraph 50). The NPPF also states that ‘The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities’ (paragraph 69).
- 11.5 In order to use the optional standards, it is necessary for a local planning authority to gather evidence to determine whether there is a need for additional standards in their area, and justify setting appropriate policies in their Local Plan. The Council has completed a report ‘Accessible Housing in Cambridge’ to determine need for additional standards. The National Planning Practice Guidance states that the following should be taken into account when identifying the need for accessible dwellings:
- The likely need for future housing for older and disabled people (including wheelchair user dwellings);
  - Size, location, type and quality of dwellings needed (for example retirement homes, sheltered homes or care homes);
  - The accessibility and adaptability of the existing housing stock;
  - How needs vary across different housing tenures;
  - The overall impact on viability
- 11.6 An appropriate requirement for Cambridge for accessible homes has been identified through consideration of a range of data.
- 11.7 The Council has reviewed Policy 51 and believes it prudent to apply optional requirement M4(2) to all new build homes and optional requirement M4(3) to 5% of all affordable housing developments of 20 units or more.
- 11.8 The recommendation to require 100% of all new homes to be built to optional regulation M4(2): *Accessible and adaptable dwellings* is based on the following evidence provided within the Accessible Housing in Cambridge evidence document:
- It is estimated that only 7% of homes (3,270 households) currently meet the equivalent of M4(2). 5,170 households in Cambridge would require minor work to meet this standard and 19,593 would require moderate work. The remaining 18,681 homes would require major work or are unable to be adapted.
  - There is a potential unmet need for 6,539 accessible and adaptable homes. This implies that before even taking into account future need for accessible and adaptable homes, 48% of new planned homes between 2011/12 and 2031/31 would be required to be fully accessible and adaptable to meet existing need. As 3,744 homes have already been built within the plan period

(2011/12 to 2015/16), this unmet need could rise to up to 67% of all remaining homes to be built to 2031.

- The lack of accessible and adaptable homes is spread across all tenures.
  - Cambridge's population is expected to rise to 154,200 by 2031. The proportion of people over 65 years is also expected to rise from 11.8% in 2011 to 15.4% by 2031. This illustrates an aging population, as the older population increases, so does the need for accessible and adaptable housing.
  - It is estimated that 4,985 people aged 65 and over will be in need of specialist care or in-house adaptations to improve their mobility and quality of life within their home. Likewise 8,755 people over 65 years are estimated to be unable to manage a self-care activity on their own. Predicted falls in the Cambridge residents over 65 years are estimated to reach 6,755 by 2031. Hospital admissions and further care as a result of trips and falls in the home also put a further strain on the NHS.
  - Article 19 of The Care Act 2014 directs local authorities towards the implementation of preventative action through housing i.e. the provision of accessible and adaptable homes.
  - The number of people with long-term health issues or disability is not restricted to a particular tenure.
  - An estimated 7,073 people aged 18 to 64 years in Cambridge will be living with a moderate disability in 2031 and 1,959 with a serious disability.
  - As the 18 to 64 years population ages, it is possible that some of their in-home needs may increase over time and homes may be required to be sufficiently adaptable to provide additional aids to meet these needs.
- 11.9 The recommendation to require that optional requirement M4(3): Wheelchair user dwellings be applied to 5% of all affordable housing developments of 20 units or more and to encourage the application of wheelchair accessible dwellings in Market Housing is based on evidence provided within the Accessible Housing in Cambridge evidence document. It is estimated that unmet and future wheelchair user household need to 2031 will be 354.89 households. This is equivalent to 10.74% of all affordable housing completions to 2031. Long-term health issues or disability is more prevalent in Housing Association or Council housing. It is therefore considered conservative to require 5% wheelchair accessible housing through the application of optional building regulation M4(3): Wheelchair user dwellings to affordable housing.
- 11.10 The National Planning Practice Guidance states that Local Plan policies for M4(3) wheelchair accessible homes should only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. In the interests of creating mixed and balanced communities, the Council wishes to encourage developers of market housing to deliver wheelchair accessible market homes. Text to this effect has been included in the additional modifications to the supporting text of Policy 51. The proposed modifications to address the need for accessible homes are summarised below and are set out in Appendix 1.

**Proposed Modifications**

It is proposed that Policy 51 is modified to reflect that the Lifetime Homes and Wheelchair Housing Design Standards have been replaced by optional standards M4(2) and M4(3). These optional standards can only be required through planning policy at a local level and then implemented via Building Regulations. In order to include the standards in Policy 51, assessment of need and viability has been undertaken. The main modification proposed to Policy 51 and the additional modifications proposed to the supporting text to the policy are necessary in order to be consistent with national planning policy and to be effective and justified in meeting the identified need for accessible homes to meet the changing needs of Cambridge's population.

### Appendix 1: Further Proposed Modifications

The modifications set out below relate to a number of policies and their supporting text, and site allocations in the Cambridge Local Plan 2014: Proposed Submission. The changes are expressed either in the conventional form of strikethrough for deletions and underlining for additions of text, or by specifying the modification in words in *italics*.

The page numbers and paragraph numbering below refer to the Cambridge Local Plan, and do not take account of the deletion or addition of text.

Page	Policy/Paragraph	Modification	Reason for proposed modification
6	Paragraph 1.8	Although Cambridge is a small city in size, its international stature and the extent of the facilities it offers are much greater than one would expect. The population of Cambridge was 123,900 in 2011. It is predicted that by 2031 the population will reach 150,000. Cambridge also has to consider the needs of its academic population. The city hosts a large student population from the University of Cambridge and Anglia Ruskin University. In 2012, the student population <u>of the University of Cambridge and Anglia Ruskin University</u> was estimated at 29,087.	This additional modification is proposed as this clarifies the origin of the student numbers estimated in 2012.
18 – 19	Table 2.1: Summary of other needs during the plan period, first row	Both universities require land for student <del>hostels</del> <u>accommodation</u> . <del>The University of Cambridge has identified a need to find space for 3,016 (net) rooms for undergraduates and postgraduates to 2031.</del>	This additional modification is proposed for clarity in order to use the same description of student accommodation consistently throughout the Local Plan. The term 'student hostel' was used in the adopted Cambridge Local Plan

Page	Policy/Paragraph	Modification	Reason for proposed modification
			<p>2006, but is no longer considered to appropriately represent the nature of modern student accommodation.</p> <p>The figure of 3,016 (net) rooms has been removed as the <i>Assessment of Student Housing Demand and Supply for Cambridge City Council</i> has provided up to date information on this matter. The <i>Assessment of Student Housing Demand and Supply for Cambridge City Council</i> has been referred to in one place in the plan: Policy 46 and its supporting text.</p>
24 -25	Policy 3: Spatial strategy for the location of residential development	<p>The overall development strategy is to focus the majority of new development in and around the urban area of Cambridge, creating strong, sustainable, cohesive and inclusive mixed-use communities, making the most effective use of previously developed land, and enabling the maximum number of people to access services and facilities locally</p> <p>Provision will be made for the development of not less than 14,000 additional dwellings within Cambridge City Council's administrative boundary over the period from April 2011 to March 2031 to meet the objectively assessed need for homes in Cambridge. This will enable</p>	<p>This main modification is proposed to safeguard residential allocations which have been proposed in the emerging Local Plan in order to meet objectively assessed housing need. It is consider that the plan is positively prepared and justified in respect of meeting objectively assessed need for housing and that this modification confirms that these allocations should not be lost</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>continuous delivery of housing for at least 15 years from the anticipated date of adoption of this local plan. This provision includes two small sites to be released from the Cambridge Green Belt at Worts' Causeway, which will deliver up to 430 dwellings.</p> <p>In order to maintain housing provision, planning permission to change housing or land in housing use to other uses will only be supported in exceptional circumstances. <u>Other uses include the provision of student accommodation, where planning permission would usually be required for change of use.</u></p> <p>A full schedule of sites allocated for development in order to meet the headline housing targets is set out in Appendix B and illustrated on the policies map. <u>Permanent purpose built student accommodation will not be supported on sites allocated for housing or with either an extant planning permission for residential development or sites identified as potential housing sites within the Council's Strategic Housing Land Availability Assessment.</u></p>	to other forms of development, including student accommodation.
45	Paragraph 3.8	The table within the policy identifies those uses that the Council thinks are appropriate at ground floor level in the PSA. The NPPF identifies office and residential uses as town centre uses. While the value of these uses in centres is recognised, these are only appropriate in upper floors in the primary and secondary frontages in Cambridge. These uses would not provide active frontages. The Cambridge Retail and Leisure Study Update 2013 identifies a significant capacity for additional comparison shopping, and the best location for this is within the City Centre at the top of the retail hierarchy. Therefore, ground floor units should not be lost to offices or residential use, including	This additional modification is proposed for clarity in order to use the same description of student accommodation consistently throughout the Local Plan. The term 'student hostel' was used in the adopted Cambridge Local Plan 2006, but is no longer considered to appropriately represent the nature of modern student

Page	Policy/Paragraph	Modification	Reason for proposed modification						
		<p>student <del>hostels</del> <u>accommodation</u>, and any applications for such a change of use would have to provide evidence of marketing and show there were exceptional circumstances why a unit could not be used for a centre use.</p>	<p>accommodation.</p>						
92	Paragraph 3.102	<p>In 2008, the council and the University of Cambridge undertook a viability assessment for development of the site in producing the Old Press/Mill Lane SPD (January 2010), which led to this indicative capacity being reached<sup>6</sup>. <u>Since this work was undertaken, further work has been undertaken by the University of Cambridge and it is now clear that the site is likely to deliver student accommodation rather than housing:</u></p> <table border="1" data-bbox="752 821 1556 1294"> <thead> <tr> <th data-bbox="752 821 994 863">Land use</th> <th data-bbox="994 821 1556 863">Indicative floorspace/units</th> </tr> </thead> <tbody> <tr> <td data-bbox="752 863 994 1177"> <p><del>Residential</del> <u>Student Accommodation</u></p> </td> <td data-bbox="994 863 1556 1177"> <p><del>Student accommodation: Indicative capacity of 350 student rooms*</del> Up to 150 units Note: <del>If student residential is provided, there is the potential for up to 200 student residential units or the equivalent square metreage in student accommodation</del></p> </td> </tr> <tr> <td data-bbox="752 1177 994 1294"> <p>Commercial (excluding retail)</p> </td> <td data-bbox="994 1177 1556 1294"> <p>Up to 6,000 sq m</p> </td> </tr> </tbody> </table>	Land use	Indicative floorspace/units	<p><del>Residential</del> <u>Student Accommodation</u></p>	<p><del>Student accommodation: Indicative capacity of 350 student rooms*</del> Up to 150 units Note: <del>If student residential is provided, there is the potential for up to 200 student residential units or the equivalent square metreage in student accommodation</del></p>	<p>Commercial (excluding retail)</p>	<p>Up to 6,000 sq m</p>	<p>This main modification is proposed as a result of discussions with the University of Cambridge to bring forward development on the Old Press/Mill Lane site. The University of Cambridge has confirmed that mainstream residential accommodation will not be deliverable on this site and that student accommodation is being pursued for the site. This is not incompatible with the aspirations of the adopted Old Press/Mill Lane SPD which allows for up to 200 student units.</p> <p>This main modification is in keeping with the requirements for plan-making in that it is positively prepared, justified and effective. This allocation is deliverable for</p>
Land use	Indicative floorspace/units								
<p><del>Residential</del> <u>Student Accommodation</u></p>	<p><del>Student accommodation: Indicative capacity of 350 student rooms*</del> Up to 150 units Note: <del>If student residential is provided, there is the potential for up to 200 student residential units or the equivalent square metreage in student accommodation</del></p>								
<p>Commercial (excluding retail)</p>	<p>Up to 6,000 sq m</p>								

<sup>6</sup> Old Press/Mill Lane SPD Option Appraisal: Summary Report (February 2009) and Old Press/ Mill Lane SPD (January 2010).

Page	Policy/Paragraph	Modification	Reason for proposed modification				
		<table border="1" data-bbox="754 272 1559 432"> <tr> <td data-bbox="754 272 994 312">Hotel</td> <td data-bbox="994 272 1559 312">Up to 75 bedrooms</td> </tr> <tr> <td data-bbox="754 312 994 432">Other (excluding retail)</td> <td data-bbox="994 312 1559 432">Up to 1,000 sq m</td> </tr> </table> <p data-bbox="640 501 1559 600">* <u>The indicative capacity of this site is subject to detailed testing, including consideration of the site's constraints, particularly the historic environment.</u></p> <p data-bbox="640 635 1559 1098"><b>Note for the Inspectors: The Council has been working with the University of Cambridge to progress pre-application discussions on this site. Since the Old Press/Mill Lane Supplementary Planning Document was adopted in January 2010, the circumstances of a number of the existing buildings on the site have changed, and there is now additional potential for student accommodation. This has resulted from changes in the usage of buildings owned by the University of Cambridge. This indicative figure of 350 student rooms could increase as pre-application discussions progress. As such, the Council and the University of Cambridge would provide an update to the examination at the appropriate time.</b></p>	Hotel	Up to 75 bedrooms	Other (excluding retail)	Up to 1,000 sq m	<p data-bbox="1581 272 2051 616">student accommodation. On the information which has now been provided, the allocation is not deliverable as mainstream housing. As such, the modification seeks to provide an allocation which, on all of the information presently available is deliverable on the site.</p>
Hotel	Up to 75 bedrooms						
Other (excluding retail)	Up to 1,000 sq m						
143	Policy 44: Specialist colleges and language schools	The development of existing and new specialist <u>colleges and/or language</u> schools will not be permitted unless they provide residential accommodation, social and amenity facilities for all non-local students (students arriving to study from outside Cambridge and the Cambridge sub-region), with controls in place to ensure that the provision of accommodation is in step with the expansion of student places. <u>The</u>	<p data-bbox="1581 1129 2051 1281">This additional modification to the terminology for specialist colleges and language schools is proposed for clarity and consistency.</p> <p data-bbox="1581 1313 2051 1388">This additional modification was proposed in Matter CC4 to</p>				

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p><u>use of family dwellinghouses to accommodate students of specialist colleges and/or language schools only is not appropriate.</u></p>	<p>strengthen the wording already included in the supporting text, that it will not be appropriate to use family dwellinghouses to accommodate specialist college and/or language school students only.</p>
143	Paragraphs 5.28 – 5.31	<p>There are a growing number of specialist <del>schools</del> <u>colleges</u> in Cambridge, including secretarial and tutorial colleges, pre-university foundation courses and crammer schools. These <del>schools</del> <u>colleges</u> concentrate on GCSE and A level qualifications and pre-university foundation courses. They attract a large number of students and contribute significantly to the local economy.</p> <p>Cambridge is also an important centre for the study of English as a foreign language. For more than 50 years, overseas students have been coming to Cambridge to study English in language schools (<del>another form of specialist college</del>). The city has <del>22</del> <u>a large number of permanent and temporary</u> foreign language schools <del>and a fluctuating number of around 30 temporary schools,</del> which set up in temporary premises over the summer months. <del>Currently, the annual student load at these centres is thought to be around 31,000, although the average stay is only five weeks.</del></p> <p>The industry has matured in recent years and more and more courses are being run throughout the year and are being focused at a much broader range of students, including people working in business as</p>	<p>This additional modification to the terminology for specialist colleges and language schools is proposed for clarity and consistency.</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>well as the more traditional younger students.</p> <p>The Cambridge Cluster Study recognised the increasing contribution these establishments make to the local economy and has suggested a review in the policy approach, as <del>the schools between them</del> <u>they</u> contribute £78m per annum to the local economy. The National Planning Policy Framework (NPPF) supports a policy approach that seeks to take advantage of this benefit. <del>Therefore the</del> <u>The</u> Council considers it appropriate <del>to support the growth of that</del> such colleges and schools where they <del>also seek to</del> manage the impacts of their growth.</p>	
144	Paragraphs 5.32 – 5.33	<p><u>Specialist colleges and</u> <del>L</del>Language schools can place additional burdens on the housing market. This policy seeks to ensure that when specialist <u>colleges and language</u> schools seek to grow, those burdens are mitigated. The applicant will need to demonstrate how many additional students will be generated by the proposal. This will allow the Council to judge the residential, social and amenity impact generated. The Council will <del>be flexible in considering any</del> <u>require a</u> robust method of calculating the additional number of students arising from any proposal, and will consider a range of mechanisms to agree an upper limit to the number of additional students. The range of mechanisms considered may include, but not be limited to, controlling the hours of operation, the number of desk spaces and the number of students. This will ensure that a proposal will generate a specific level of growth that can be measured and mitigated. Student accommodation is dealt with under Policy 46 in Section Six.</p> <p>The housing market in Cambridge is already under significant</p>	<p>This additional modification to the terminology for specialist colleges and language schools is proposed for clarity and consistency.</p> <p>This additional modification on methodology was proposed in Matter CC4 and in the Schedule of Proposed Changes following Proposed Submission Consultation (March 2014) as PM/5/008 for clarity.</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>pressure. The growth of specialist colleges and language schools should not worsen this situation. Appropriate residential accommodation can take the form of home-stay (with resident families in the area) or the use of existing accommodation outside term time, and the use of purpose-built student accommodation within the curtilage of the <u>college/school</u>. Use of family dwelling houses to accommodate students only is not appropriate, as this will put additional pressure on the housing market. Promoters of language school and specialist college development will be expected to submit evidence to demonstrate how this issue is being addressed as a part of their planning application.</p>	
151	<p>Policy 46: Development of student housing, criterion e</p>	<p>Proposals for new student accommodation will be permitted if they meet identified needs of an existing educational institution within the city of Cambridge in providing housing for students attending full-time courses of one academic year or more. <u>Schemes should demonstrate that they have entered into a formal agreement with the University of Cambridge or Anglia Ruskin University or other existing educational establishments within Cambridge providing full-time courses of one academic year or more. This formal agreement will confirm that the proposed accommodation is suitable in type, layout, affordability and maintenance regime for the relevant institution. The council will seek appropriate controls to ensure that approved schemes are occupied solely as student accommodation for an identified institution and managed effectively.</u> Applications will be permitted subject to:</p> <p>a. there being a proven need for student accommodation to serve the</p>	<p>This main modification is proposed to safeguard residential allocations which have been proposed in the emerging Local Plan in order to meet objectively assessed housing need. It is considered that the plan is positively prepared and justified in respect of meeting objectively assessed need for housing and that this modification confirms that these allocations should not be lost to other forms of development, including student accommodation.</p> <p>The requirement for an institution to be committed to the proposed</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>institution;</p> <p>b. the development not resulting in the loss of existing market housing and affordable housing;</p> <p>c. it being in an appropriate location for the institution served;</p> <p>d. the location being well served by sustainable transport modes;</p> <p>e. having appropriate management arrangements in place to <del>ensure students do not keep cars in Cambridge</del> <u>discourage students from keeping cars in Cambridge</u>;</p> <p>f. rooms and facilities being of an appropriate size for living and studying; and</p> <p>g. <u>minimising</u> <del>if appropriate, being warden-controlled to minimise</del> any potential for antisocial behaviour <u>and, if appropriate, being warden-controlled</u>.</p> <p>The loss of existing student accommodation will be resisted unless adequate replacement accommodation is provided or it is demonstrated that the facility no longer caters for current or future needs.</p> <p>In the instance of institutions where students do not attend full-time courses of one academic year or more these institutions will be expected to provide residential accommodation for their students within their own sites; make effective use of existing student accommodation</p>	<p>scheme, through a formal agreement, will support the effectiveness of the plan in ensuring that the accommodation proposed reflects the student accommodation requirements of specific institutions such as Anglia Ruskin University and the University of Cambridge.</p> <p>The additional modification to criterion e was proposed as Modification PM/6/004 in the Addendum to Cambridge Local Plan 2014: Proposed Submission document - Schedule of Proposed Changes following Proposed Submission Consultation, March 2014 (RD/Sub/C/050) to respond to representation 28138 and as it is not enforceable in planning terms.</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>within the city outside term time; or use home-stay accommodation.</p> <p><u>Permanent purpose built student accommodation will not be supported on sites allocated for housing or with either an extant planning permission for residential development or sites identified as potential housing sites within the Council's Strategic Housing Land Availability Assessment.</u></p>	
152	Paragraph 6.11	<p>The presence of two large universities <u>and a number of other educational institutions</u> has a significant impact on Cambridge's demography and on its housing market, <del>with one in four of its residents studying at one of the universities.</del> The student communities, including undergraduates and postgraduates, contribute significantly to the local economy, and to the vibrancy and diversity of the city. Out of term time and throughout the year, the city is also a temporary home to conference delegates and other students attending pre-university courses <u>and short courses</u> at specialist <del>schools and</del> colleges, or studying English as a foreign language at one the city's language schools.</p>	This additional modification to the terminology is proposed for clarity and consistency.
152	Paragraph 6.14	<p><i>Amend to read:</i></p> <p><u>The Council commissioned a study<sup>7</sup> to identify the demand for and supply of student accommodation within the city. This study provides information on the potential level of purpose built student accommodation to address current and future student numbers (to</u></p>	This main modification is proposed to make reference to the Council's recent study on the demand for and supply of student accommodation in Cambridge. This ensures that the plan is

<sup>7</sup> Assessment of Student Housing Demand and Supply for Cambridge City Council, Cambridge Centre for Housing and Planning Research, January 2017.

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p><u>2026) if all students were to be accommodated in purpose built student accommodation. Having considered the findings of the study, the Council recognises that student accommodation can be provided in a variety of ways, including through allocations for student accommodation and through windfall sites. The Plan, including policy 46, is intended to deliver accommodation to address the identified future growth aspirations of the institutions and to provide additional flexibility. The City Council is not seeking through the Local Plan to provide purpose built student accommodation for all of the existing resident student population. The student accommodation study identifies that the University of Cambridge is looking to grow by a further 2,874 students to 2026. While Anglia Ruskin University has confirmed that it has no growth aspirations to 2026, a number of the other institutions in Cambridge have stated aspirations to grow. These institutions have a total growth figure to 2026 of 230 students. This gives rise to a total growth figure for the universities and the other institutions of 3,104 to 2026. Taking into account student accommodation units under construction or with planning permission, allocations in the Local Plan and the remaining allocation at North West Cambridge, these sources of supply would address and go beyond the growth figure of 3,104 and would provide flexibility. Any provision over and above these sources of supply would need to be considered on its merits against the criteria in Policy 46 and having regard to the absence of any policy requirement at either national or local level for all students to be provided with purpose built student accommodation.</u></p> <p><u>In order to show that the known needs of specific institutions are being met, E</u>evidence must be provided as a part of the application to show</p>	<p>justified and positively prepared.</p> <p>This paragraph includes a main modification PM/CC/6/B in Cambridge Local Plan Proposed Modifications (March 2016) (RD/MC/140). Justification for this modification can be found in RD/MC/140.</p> <p>Part of this modification was suggested in response to a representation and to ensure clarity and was proposed as modification PM/6/005 as part of the Addendum to the Cambridge Local Plan 2014: Proposed Submission document – Schedule of Proposed Changes following Proposed Submission Consultation (RD/Sub/C/050).</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>a linkage with at least one higher or further education institution. <u>This will need to comprise a formal agreement with the institution which confirms that the accommodation will be occupied by students of the institution undertaking full-time courses of one academic year or more. When planning permission is granted for new student accommodation, a planning agreement will be used to robustly secure that use and the link to the particular institution for whom the accommodation is to be provided. This policy only applies in instances where planning permission is required for development housing more than six students (sui generis). It is accepted that, due to the relatively short lifespan of tenancies and the lifestyle of student occupants, different amenity standards should apply from those for permanent accommodation. However, student accommodation should still be well designed, providing appropriate space standards and facilities. Student accommodation should be well designed, providing appropriate internal and/or amenity space standards and facilities. The provision of amenity space will need to reflect the location and scale of the proposal. Provision should be made for disabled students. The ability to accommodate disabled students should be fully integrated into any student housing development, in keeping with the requirements of Policy 51.</u></p>	
155 - 156	Policy 49: Provision for Gypsies and Travellers	<p>The Council, working with neighbouring authorities, will maintain a local assessment of need for pitches for Gypsies and Travellers and plots for Travelling Showpeople. The outcome of <del>these</del> <u>this</u> assessments will assist the Council in determining planning applications. The latest published evidence (<del>December 2014</del><u>2016</u>) indicates there is a <u>no identified need for just one pitches or plots in Cambridge</u> between <u>2014</u><u>2016</u> and 2031. This local plan therefore</p>	<p>This main modification was made to reflect the updated evidence base on Gypsies and Travellers in the form of the Cambridgeshire, King's Lynn and West Norfolk, Peterborough and West Suffolk Gypsy and Traveller</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>makes no <u>specific</u> provision for new sites in Cambridge. Proposals for permanent, transit and emergency stopping provision for Gypsies and Travellers will only be permitted where:</p> <ol style="list-style-type: none"> <li>a. the applicant or updated council evidence has adequately demonstrated a clear need for the site in the city, and the number, type and tenure of pitches/plots proposed, which cannot be met by a lawful existing or available allocated site;</li> <li>b. the site is accessible to local shops, services and community facilities by public transport, on foot or by cycle;</li> <li>c. the site has safe and convenient vehicular, pedestrian and cycle access for the type of vehicles that could reasonably be expected to use or access the site;</li> <li>d. the site is capable of being provided with essential utilities, including mains water, electricity, sewerage, drainage and waste disposal;</li> <li>e. the site will provide an acceptable living environment and the health and safety of the site's residents should not be put at risk. Factors to be taken into account include flood risk, site contamination, air quality and noise;</li> <li>f. the site will not have 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;</li> <li>g. the site will allow the needs of the residents of the site to be met without putting undue pressure on local services; and</li> <li>h. the site provides adequate space for vehicle parking, turning and</li> </ol>	<p>Accommodation Assessment (October 2016).</p> <p>The Council considers that this modification is positively prepared, effective and justified. The Council has worked with other neighbouring authorities to undertake a local assessment of need for Gypsy and Traveller pitches and to address any need for pitches which may arise. This work has been undertaken in compliance with the national <i>Planning policy on travellers sites</i> (August 2015) and also represents consistent and robust engagement with other authorities under the Duty to Cooperate.</p> <p>The modification is consistent with national policy. National <i>Planning policy on traveller sites</i> was produced in August 2015 and provides a new definition for Gypsies and Travellers. Policy 49 has been updated to reflect findings of the Cambridgeshire,</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>servicing of large vehicles, storage, play and residential amenity.</p> <p>Should up to date needs assessment indicate there is a need, then opportunities to deliver sites for Gypsies and Travellers will be sought as part of significant major development sites. The location of site provision will be identified through the masterplanning and design process. <del>Sites in the Green Belt would not be appropriate, unless exceptional circumstances can be demonstrated at the masterplanning and planning application stage.</del> <u>Gypsy and Traveller sites are inappropriate development in the Green Belt. Any proposals in the Green Belt would also have to demonstrate compliance with national and local policy regarding development in the Green Belt.</u> Sites will not be located in identified areas of green separation. Sites provided will meet the following criterion in addition to the above criteria (a– h):</p> <p>i. sites will be well-related to the major development, enabling good access to the services and facilities, and providing safe access on foot, cycle and public transport. Access should not rely on minor residential roads.</p>	<p>King's Lynn and West Norfolk, Peterborough and West Suffolk Gypsy and Traveller Accommodation Assessment (October 2016) which was produced to address the change in national policy.</p>
157	Paragraph 6.23	<p><i>Replace paragraph 6.23 with the following text:</i></p> <p><u>The Government's Planning Policy for Traveller Sites requires that local planning authorities set targets for the provision of Gypsy and Traveller pitches and Travelling Showpeople plots which address the likely site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities. The</u></p>	<p>This additional modification was made to reflect the national <i>Planning policy on traveller sites</i>, which was produced in August 2015.</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p><u>Government's policy approach requires Councils to maintain a five year land supply of Traveller sites, in a similar way to housing, and identify deliverable sites to meet the needs identified for the first five years. This planning guidance was revised in 2015, in particular revising the definition of Gypsies and Travellers for the purposes of planning. Applicants will need to demonstrate that they meet the definitions provided by the Government's Planning Policy for Traveller Sites.</u></p> <p><del>The Government's Planning Policy for Traveller Sites requires local planning authorities to:</del></p> <ul style="list-style-type: none"> <li><del>• set out targets for the provision of pitches for Gypsies and Travellers and plots for Travelling Showpeople;</del></li> <li><del>• to maintain a five-year land supply of sites;</del></li> <li><del>• to identify and update annually deliverable sites to meet the accommodation needs of Travellers within their area within the first five years;</del></li> <li><del>• identify a supply of sites or broad locations for growth in later years of the plan period;</del></li> <li><del>• work collaboratively with neighbouring authorities to provide flexibility in identifying sites.</del></li> </ul>	
157	Paragraph 6.24	<p><i>Split paragraph 6.24 into two paragraphs and amend to read:</i></p> <p>These requirements necessitate collaborative working with neighbouring authorities on both assessment of need and ongoing</p>	<p>This additional modification was made to reflect the national <i>Planning policy on traveller sites</i>, which was produced in August 2015, and which led to the</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>provision. In informing debate on need, a number of Cambridgeshire, Norfolk and Suffolk authorities commissioned the Gypsy and Traveller Accommodation <del>Needs Assessment 2014-2016</del> (GTANA) to cover the period <del>2014-2031</del> <u>2016-2036</u>. This assessment concluded that <u>there was no identified Cambridge's need in Cambridge was for one for permanent pitches for Gypsies and Travellers or plots for Travelling Showpeople between <del>2024</del>2016 and <del>2026</del>2031. The Local Plan does not propose any allocations. There was no identified need for plots<sup>8</sup> for Travelling Showpeople within Cambridge's administrative area. The assessment acknowledges that it was not possible to determine the travelling status of existing households who did not participate in surveys carried out for the purpose of the assessment. These households may or may not include individuals who meet the definition provided in the Planning Policy for Traveller Sites and therefore give rise to some need for pitch provision. However, the extent of such need (if any) cannot be identified. Any proposals for sites will be considered according to Policy 49: Provision for Gypsies and Travellers.</u></p> <p>The GTANA refers to need for transit/emergency stopping place provision, but it was not possible to determine precise demand for such temporary accommodation in any one local authority area, particularly in light of changes to the Planning Policy for Traveller Sites potentially leading to more households travelling. <del>The GTANA notes that beyond the immediate need, assessments of growth are based on modelling, and the best information available. There will be a need to monitor and review the plan, as necessary, to take account of up to</del></p>	<p>Councils producing updated evidence base in the form of the Cambridgeshire, King's Lynn and West Norfolk, Peterborough and West Suffolk Gypsy and Traveller Accommodation Assessment (October 2016).</p>

<sup>8</sup> Where there is sufficient space for living accommodation and the storage of equipment.

Page	Policy/Paragraph	Modification	Reason for proposed modification
		date evidence.	
157	Paragraph 6.25	<p><i>Amend paragraph 6.25 to read:</i></p> <p>The Government's Planning Policy for Traveller Sites requires plans to identify specific sites or broad locations, where need will be met within the plan period. The Council considers that significant major developments provide an opportunity to deliver provision to meet any longer-term needs. This would allow the delivery of pitches as an integral part of the development, in sustainable locations close to services and facilities. <u>Given the significant education, health and disability-related inequalities experienced by many Gypsies and Travellers, the provision of pitches within sustainable, major developments could help to address these issues. Additionally, as</u> stated in The Road Ahead: Final Report of the Independent Task Group on Site Provision and Enforcement for Gypsies and Travellers, published by the Department for Communities and Local Government in December 2007, the approach of integrating the provision of accommodation for Gypsies and Travellers as part of new development helps to erode misconceptions and distrust.</p>	This additional modification was made to reflect the concerns of the Council's Gypsy and Traveller Working Group in respect of the inequalities faced by the Gypsy and Traveller community.
158	Insert new paragraph after paragraph 6.26	<p><i>Insert new paragraph after paragraph 6.26 to read:</i></p> <p><u>When applications for planning permission or reserved matters approval come forward for large scale new communities or significant major development sites, consideration will be given to whether there is a current need for Gypsy and Traveller site provision, and the opportunity to deliver appropriately a site or sites within that phase of the development will be reviewed.</u></p>	This additional modification was made to reflect the text of the South Cambridgeshire Local Plan in respect of the needs of Gypsies and Travellers to ensure that cross-boundary sites are dealt with consistently and effectively.

Page	Policy/Paragraph	Modification	Reason for proposed modification
161	Policy 51: Lifetime Homes and Lifetime Neighbourhoods	<p>Policy 51: <del>Lifetime Homes and Lifetime Neighbourhoods Accessible Homes</del></p> <p>In order to create <del>Lifetime Homes and Neighbourhoods accessible homes</del>:</p> <ol style="list-style-type: none"> <li>a. all housing development should be of a size, configuration and internal layout to enable <del>the Lifetime Homes Standard</del> <u>Building Regulations requirement M4 (2) 'accessible and adaptable dwellings'</u> to be met; and</li> <li>b. 5 per cent<sup>9</sup> of <u>the affordable housing component of every housing schemes development</u> providing or capable of acceptably providing 20 or more self-contained <u>affordable homes</u><sup>10</sup>, <del>including conversions and student housing,</del> should <u>meet Building Regulations requirement M4 (3) 'wheelchair user dwellings' to be wheelchair accessible either meet Wheelchair Housing Design Standards, or be easily adapted to meet them for residents who are wheelchair users.</u></li> </ol> <p>Compliance with the criteria should be demonstrated in the design and access statement submitted with the planning application.</p>	<p>This main modification is made to reflect a change in national policy.</p> <p>On 25 March 2015, the Government introduced a Written Ministerial Statement in respect of accessibility. This statement introduced optional standards which would be brought forward via Part M of Building Regulations and would replace Lifetime Homes Standard with the M4 (2) optional standard for accessible and adaptable homes, and replace the Wheelchair Housing Design Standard with the M4 (3) option standard for wheelchair user housing. This change to Building Regulations came into force in October 2015.</p> <p>This modification supersedes Modification PM/6/007 in the Addendum to Cambridge Local</p>

<sup>9</sup> Rounded up to the nearest whole unit.

<sup>10</sup> Part M of the Building Regulations generally does not apply to dwellings resulting from a conversion or a change of use. Additional guidance on the applicable requirements of the Building Regulations (amended 2015) can be found in: Approved Document M Access to and use of buildings Volume 1: Dwellings.

Page	Policy/Paragraph	Modification	Reason for proposed modification
			Plan 2014: Proposed Submission document - Schedule of Proposed Changes following Proposed Submission.
161	Paragraph 6.32	This plan throughout adopts the principle of inclusive design: "The design of mainstream products and/or services that are accessible to, and usable by, as many people as reasonably possible ... without the need for special adaptation or specialised design" (BSI 2005). This principle applied to housing has resulted in the concept of Lifetime Homes and indeed goes wider to the concept of Lifetime Neighbourhoods, which enable an increasingly aging society to get out and about in the areas in which they live – both physically and virtually – and connect with other people and services in the immediate neighbourhood and beyond. <u>The Lifetime Homes and Wheelchair Housing Design Standards have now been superseded by optional housing standards on accessibility introduced by the Government through Part M of Building Regulations in 2015.</u>	This additional modification is made to support the change to Policy 51 (see above) to reflect the change in national policy in respect of optional accessibility standards which replaced Lifetime Homes and the Wheelchair Housing Design Standard.
161	Paragraph 6.33	<u>An accessible home</u> <del>Lifetime Home</del> (see <del>Figure 6.1</del> ) supports changing needs of residents from raising children through to mobility issues faced in old age or through disability. This essentially allows people to live in their home for as much of their life as possible. Such homes have design features that have been tailored to foster accessible living, helping to accommodate old age, injury, disability, pregnancy and pushchairs or enable future adaptation to accommodate this diversity of use.	This additional modification is made to support the change to Policy 51 (see above) to reflect the change in national policy in respect of optional accessibility standards which replaced Lifetime Homes and the Wheelchair Housing Design Standard.
161	Paragraph 6.34	The standards for <u>housing to meet Building Regulations requirements M4 (2) and M4 (3)</u> <del>Lifetime Homes and wheelchair accessibility</del> relate	This additional modification is made to support the change to

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>primarily to the layout of self-contained homes for permanent occupancy. <u>Meeting Building Regulations requirements M4 (2) and M4 (3) will normally be controlled through the use of a planning condition to ensure that the relevant homes are delivered to meet the standards. The National Planning Practice Guidance states that Local Plan policies for wheelchair accessible homes (M4 (3)) should only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. In the interest of mixed and balanced communities, the Council would also encourage developers to build wheelchair accessible market homes.</u></p> <p><del>As occupants of student housing will only stay for a limited period, student housing is not expected to meet Lifetime Homes standards. However, 5 per cent of student flats or study bedrooms (together with supporting communal spaces) should be built to meet the needs of disabled people. Within the required percentage, half of the units should be designed and built out for wheelchair users and at least one unit should be delivered in accordance with the guidance in BS 8300 (2009) concerning access for carers (i.e. adjoining room with a through door). Of the other half, these should show specific adaptation to meet the needs of other disabled people, either with sensory impairments, whether sight, hearing or both, autism, being of certain statures etc.</del></p>	<p>Policy 51 (see above) to reflect the change in national policy in respect of optional accessibility standards which replaced Lifetime Homes and the Wheelchair Housing Design Standard. As it is for Building Regulations to assess the compliance of the developer with the requirements of the optional standards M4 (2) and M4 (3), it is necessary to inform the relevant Building Control provider that the standards are in place within the local authority area. To this end, a planning condition will be added to the decision notice to confirm the requirement.</p> <p>While the Council can no longer require market housing to meet the requirements of M4 (3) due to the limitation set out in the National Planning Practice Guidance at Paragraph 56-009-20150327, the Council would still wish to encourage developers of market housing to deliver wheelchair housing as this is beneficial in creating mixed and balanced</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
			<p>communities.</p> <p>In relation to student accommodation, this form of accommodation is considered under Volume 2 of Part M: Access to and use of buildings other than dwellings. Student accommodation is viewed as hotel/motel accommodation in Building Regulations and as such the new technical standard for accessibility contained within Volume 1 of Part M cannot be applied to this type of unit. The additional modification proposed to the end of paragraph 6.34 reflects this change in Building Regulations.</p>
162	Paragraphs 6.35 and 6.36	<i>Delete paragraphs 6.35 and 6.36.</i>	<p>This additional modification is made to support the change to Policy 51 (see above) to reflect the change in national policy in respect of optional accessibility standards which replaced Lifetime Homes and the Wheelchair Housing Design Standard. The optional standards do not allow for flexibility</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
			in application to conversions of existing buildings.
162	Figure 6.1	<i>Delete Figure 6.1: Indicative diagram of a Lifetime Home.</i>	This additional modification is made to support the change to Policy 51 (see above) to reflect the change in national policy in respect of optional accessibility standards which replaced Lifetime Homes and the Wheelchair Housing Design Standard. This diagram is now out of date.
245	Site R17, Mount Pleasant House, Mount Pleasant, Appendix B: Proposals Schedule	Capacity: <del>50 dwellings</del> <del>88 dph</del> <u>270 student rooms</u>	This main modification is proposed as a result of discussions with the landowner of Mount Pleasant House to bring forward development on the site. The landowner has confirmed that mainstream residential accommodation will not be deliverable on this site, primarily due to viability issues, and that student accommodation is being pursued and is the subject of a current planning application (Reference 16/1389/FUL).  This main modification is in keeping with the requirements for

Page	Policy/Paragraph	Modification	Reason for proposed modification
			<p>plan-making in that it is positively prepared, justified and effective. This allocation is deliverable for student accommodation. On the information which has now been provided, the allocation is not deliverable as mainstream housing. As such, the modification seeks to provide an allocation which, on all of the information presently available, is deliverable on the site.</p>
253	<p>Site U1 Old Press/Mill Lane, Appendix B: Proposals Schedule</p>	<p>Capacity:</p> <p><del>Up to 150 dwellings,</del> <u>Student accommodation: Indicative capacity of 350 student rooms*</u></p> <p>up to 6,000 sq m commercial use,</p> <p>up to 75 bedroom hotel and up to 1,000 sq m other uses</p> <p>* The indicative capacity of this site is subject to detailed testing, including consideration of the site's constraints, particularly the historic environment.</p> <p><b>Note for the Inspectors: The Council has been working with the University of Cambridge to progress pre-application discussions on this site. Since the Old Press/Mill Lane Supplementary Planning Document was adopted in January 2010, the</b></p>	<p>This main modification is proposed as a result of discussions with the University of Cambridge to bring forward development on the Old Press/Mill Lane site. The University of Cambridge has confirmed that mainstream residential accommodation will not be deliverable on this site and that student accommodation is being pursued. This is not incompatible with the aspirations of the adopted Old Press/Mill Lane SPD.</p> <p>This main modification is in keeping with the requirements for</p>

Page	Policy/Paragraph	Modification	Reason for proposed modification
		<p>circumstances of a number of the existing buildings on the site have changed, and there is now additional potential for student accommodation. This has resulted from changes in the usage of buildings owned by the University of Cambridge. This indicative figure of 350 student rooms could increase as pre-application discussions progress. As such, the Council and the University of Cambridge would provide an update to the examination at the appropriate time.</p>	<p>plan-making in that it is positively prepared, justified and effective. This allocation is deliverable for student accommodation. On the information which has now been provided, the allocation is not deliverable as mainstream housing. As such, the modification seeks to provide an allocation which, on all of the information presently available, is deliverable on the site.</p>

Intended for  
**Cambridge City Council**

Date  
**January, 2017**

Project Number  
**UK15-23997**

# **CAMBRIDGE CITY COUNCIL PROPOSED MODIFICATIONS TO THE CAMBRIDGE LOCAL PLAN – SUSTAINABILITY APPRAISAL SCREENING**

**CAMBRIDGE CITY COUNCIL  
PROPOSED MODIFICATIONS TO THE CAMBRIDGE  
LOCAL PLAN – SUSTAINABILITY APPRAISAL  
SCREENING**

Project No. **UK15-23997**  
Issue No. **3**  
Date **17/01/2017**  
Made by **Emma Jones**  
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Made by:	
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**Version Control Log**

Revi- sion	Date	Made by	Checked by	Approved by	Description
A	09/01/17	EJ			Internal draft
1	11/01/17	EJ	BM	BM	Draft report to client
2	12/01/17	EJ	BM	BM	Second draft report to client
3	17/01/17	EJ	BM	BM	Final report to client

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## APPENDICES

<b>Appendix 1</b> UPDATED SITE ASSESSMENT PRO-FORMAS
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## 1. INTRODUCTION

This Screening Report forms part of the Sustainability Appraisal (SA) for the Cambridge Local Plan.

In January 2017 Cambridge City Council (the Council) identified a number of proposed modifications to policies in the submitted Cambridge Local Plan. These proposed modifications relate mainly to policies regarding student accommodation, gypsy and traveller and travelling showpeople site provision and accessibility / lifetime homes.

The Cambridge Local Plan has been subject to SA at each stage of its preparation. Available reports are listed below (references refer to the Local Plan Examination filing system – available to view at <https://www.cambridge.gov.uk/local-plan-core-documents-library>):

- Cambridge Local Plan Interim SA of the Issues and Options Report (URS Limited, May 2012) **(Ref: RD/LP/220)**
- Issues and Options 2: Part 1 Interim Sustainability Appraisal, (includes SA of the Development Strategy and sites on the edge of Cambridge). Carried out by officers from Cambridge City Council and South Cambridgeshire District Council (January 2013) **(Ref: RD/LP/160)**
- Interim SA Report 2. Issues and Options 2 Part 2 Site Options (URS Limited, January 2013) **(Ref: RD/LP/280)**
- Sustainability Appraisal of the Cambridge Local Plan 2014 – Proposed Submission (URS Limited, July 2013) **(Ref: RD/LP/290)**
- Sustainability Appraisal of the Cambridge Local Plan 2014. Final Appraisal for Submission to the Secretary of State ((URS Limited, March 2014) **(Ref: RD/Sub/C/030 – Part 1 and RD/Sub/C/040 – Part 2)**
- Further Joint Sustainability Appraisal of the Development Strategy. Carried out by officers from Cambridge City Council and South Cambridgeshire District Council and reviewed by independent consultants ENVIRON, contained within the report “Reviewing the Sustainable Development Strategy for the Cambridge Area (May 2014) **(Ref: RD/LP/180)**
- Sustainability Appraisal Addendum Report (Ramboll Environ, December 2015) **(Ref: RD/MC/020)**
- Updated Sustainability Appraisal Addendum Report (Ramboll Environ, Revised March 2016) **(Ref: RD/MC/021)**

This Screening Report provides a screening of each of the proposed modifications, to consider whether they would impact on the results of the SA, including on the likely significant cumulative effects of the Local Plan.

## 2. SCREENING THE EFFECTS OF THE PROPOSED CHANGES

Planning Practice Guidance (<https://www.gov.uk/government/collections/planning-practice-guidance>) states that it is up to the local planning authority to decide whether SA reports should be amended following proposed modifications. In order to make this decision, a screening exercise has been undertaken of the modifications proposed and updated conclusions drawn where necessary. Screening of the changes is shown in Table 2.1 below.

Assessment of alternatives is an important aspect of SA and it is important that reasonable alternatives (if reasonable alternatives exist) are tested throughout the Local Plan process (including at the modifications stage).

The majority of the modifications that have been made are minor changes which clarify the way that policies will be implemented or are being implemented as a result of new government policy or updated evidence so it is not felt that there are reasonable alternatives available that will lead to different sustainability effects to the modifications.

One area where the approach to alternatives have been considered is in relation to student accommodation. Two allocations (R17 and U1) have been subject to a change of proposed use from residential development to student accommodation. Residential allocations within Cambridge remain vitally important in meeting the city's objectively assessed need for homes. The two sites proposed for a change in allocation from residential to student accommodation have very specific circumstances. Both sites are very well located to meet the known student accommodation needs of up to seven Colleges of the University of Cambridge. They lie in close proximity to existing main College sites which provide a range of services to their students. The allocation of the sites for student accommodation would have positive effects on the use of the local highway network as students are not normally permitted to keep cars in Cambridge. Both sites lie in conservation areas and offer opportunities for significant improvements to the public realm and private spaces visible from the highway. One way in which these improvements will be delivered is through a reduction in the number of surface parking spaces on both sites. In terms of reasonable alternatives for development of these sites, the Council is aware that the landowners of both sites are not going to bring the sites forward for residential development as it is considered that such development is not deliverable. By balancing the retention of the significant majority of residential allocations in the Local Plan, while allowing two allocations to change to student accommodation, this addresses both objectively assessed need for homes and the known needs for increases in accommodation for growth in the future resident student population, which can otherwise impact on the wider housing market. As such, it is considered that there are no other reasonable alternatives.

**Table 2.1: Screening the Proposed Changes –Cambridge Local Plan**

Please note that modifications are shown as ~~cross through~~ and new text.

Screening the Proposed Changes – Cambridge Local Plan		
Policy or plan reference	Proposed Change	SA screening
Paragraph 1.8	Although Cambridge is a small city in size, its international stature and the extent of the facilities it offers are much greater than one would expect. The population of Cambridge was 123,900 in 2011. It is predicted that by 2031 the population will reach 150,000. Cambridge also has to consider the needs of its academic population. The city hosts a large student population from the University of Cambridge and Anglia Ruskin University. In 2012, the student population <u>of the University of Cambridge and Anglia Ruskin University</u> was estimated at 29,087.	This is a minor change to supporting text which would not change the sustainability performance of the plan. <b>Screening conclusion: no change to the results of the SA.</b>
Table 2.1: Summary of other needs during the plan period, first row	Both universities require land for student <del>hostels accommodation. The University of Cambridge has identified a need to find space for 3,016 (net) rooms for undergraduates and postgraduates to 2031.</del> <u>hostels accommodation.</u>	The identified figure of 3,016 (net) rooms has now been updated as part of the following study: <i>Assessment of Student Housing Demand and Supply for Cambridge City Council (January 2017)</i> . However, because it is likely that studies on student accommodation will be updated frequently, a new figure has not been included.  Student accommodation can be provided through allocations for student accommodation and through windfall sites. Therefore, the way that the SA has assessed this need is through assessing the impact of sites that are allocated for student accommodation (as it is not possible to assess windfall sites as by their nature their locations are unknown). However, the deletion of this figure in itself is seen as a minor change which would not affect the sustainability performance of the Plan.  <b>Screening conclusion: no change to the results of the SA.</b>

Screening the Proposed Changes – Cambridge Local Plan		
<p>Policy 3: Spatial strategy for the location of residential development</p>	<p>The overall development strategy is to focus the majority of new development in and around the urban area of Cambridge, creating strong, sustainable, cohesive and inclusive mixed-use communities, making the most effective use of previously developed land, and enabling the maximum number of people to access services and facilities locally.</p> <p>Provision will be made for the development of not less than 14,000 additional dwellings within Cambridge City Council's administrative boundary over the period from April 2011 to March 2031 to meet the objectively assessed need for homes in Cambridge. This will enable continuous delivery of housing for at least 15 years from the anticipated date of adoption of this local plan. This provision includes two small sites to be released from the Cambridge Green Belt at Worts' Causeway, which will deliver up to 430 dwellings.</p> <p>In order to maintain housing provision, planning permission to change housing or land in housing use to other uses will only be supported in exceptional circumstances. <u>Other uses include the provision of student accommodation, where planning permission would usually be required for change of use.</u></p> <p>A full schedule of sites allocated for development in order to meet the headline housing targets is set out in Appendix B and illustrated on the policies map. <u>Permanent purpose built student accommodation will not be supported on sites allocated for housing or with either an extant planning permission for residential development or sites identified as potential housing sites within the Council's Strategic Housing Land Availability Assessment.</u></p>	<p>This policy was subject to SA and this is outlined in the following report: Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 1: Final Appraisal for Submission to the Secretary of State (March 2014). The SA states that Policy 3 would lead to significant positive effects in terms of ensuring housing delivery (para. 4.6.97) and would also have positive effects on the economy (para 4.6.25) and transport (para. 4.6.56) and potential negative effects on water resources (para 4.6.86). . The modifications (which safeguard housing sites and prevent them being developed for student accommodation) do not change these conclusions.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>
<p>Paragraph 3.8</p>	<p>The table within the policy identifies those uses that the Council thinks are appropriate at ground floor level in the PSA. The NPPF identifies office and residential uses as town centre uses. While the value of these uses in centres is recognised, these are only appropriate in upper floors in the primary and secondary frontages in Cambridge. These uses would not provide active frontages. The Cambridge Retail and Leisure Study Update 2013 identifies a</p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

Screening the Proposed Changes – Cambridge Local Plan												
	<p>significant capacity for additional comparison shopping, and the best location for this is within the City Centre at the top of the retail hierarchy. Therefore, ground floor units should not be lost to offices or residential use, including student <del>hostels</del> <u>accommodation</u>, and any applications for such a change of use would have to provide evidence of marketing and show there were exceptional circumstances why a unit could not be used for a centre use.</p>											
Paragraph 3.102	<p>In 2008, the council and the University of Cambridge undertook a viability assessment for development of the site in producing the Old Press/Mill Lane SPD (January 2010), which led to this indicative capacity being reached<sup>1</sup>. <u>Since this work was undertaken, further work has been undertaken by the University of Cambridge and it is now clear that the site is likely to deliver student accommodation rather than housing:</u></p> <table border="1"> <thead> <tr> <th>Land use</th> <th>Indicative floorspace/units</th> </tr> </thead> <tbody> <tr> <td>Residential Student Accommodation</td> <td>Student accommodation: Indicative capacity of 350 student rooms* <del>Up to 150 units</del> Note: If student residential is provided, there is the potential for up to 200 student residential units or the equivalent square metreage in student accommodation</td> </tr> <tr> <td>Commercial (excluding retail)</td> <td>Up to 6,000 sq m</td> </tr> <tr> <td>Hotel</td> <td>Up to 75 bedrooms</td> </tr> <tr> <td>Other (excluding retail)</td> <td>Up to 1,000 sq m</td> </tr> </tbody> </table> <p>* The indicative capacity of this site is subject to detailed testing, including consideration of the site's constraints, particularly the historic environment.</p>	Land use	Indicative floorspace/units	Residential Student Accommodation	Student accommodation: Indicative capacity of 350 student rooms* <del>Up to 150 units</del> Note: If student residential is provided, there is the potential for up to 200 student residential units or the equivalent square metreage in student accommodation	Commercial (excluding retail)	Up to 6,000 sq m	Hotel	Up to 75 bedrooms	Other (excluding retail)	Up to 1,000 sq m	<p>Please see the final line on this table for Site U1: Old Press /Mill Lane which addresses this site.</p>
Land use	Indicative floorspace/units											
Residential Student Accommodation	Student accommodation: Indicative capacity of 350 student rooms* <del>Up to 150 units</del> Note: If student residential is provided, there is the potential for up to 200 student residential units or the equivalent square metreage in student accommodation											
Commercial (excluding retail)	Up to 6,000 sq m											
Hotel	Up to 75 bedrooms											
Other (excluding retail)	Up to 1,000 sq m											

<sup>1</sup> Old Press/Mill Lane SPD Option Appraisal: Summary Report (February 2009) and Old Press/ Mill Lane SPD (January 2010).

Screening the Proposed Changes – Cambridge Local Plan		
	<p><b>Note for the Inspectors: The Council has been working with the University of Cambridge to progress pre-application discussions on this site. Since the Old Press/Mill Lane Supplementary Planning Document was adopted in January 2010, the circumstances of a number of the existing buildings on the site have changed, and there is now additional potential for student accommodation. This has resulted from changes in the usage of buildings owned by the University of Cambridge. This indicative figure of 350 student rooms could increase as pre-application discussions progress. As such, the Council and the University of Cambridge would provide an update to the examination at the appropriate time.</b></p>	
<p>Policy 44: Specialist colleges and language schools</p>	<p>The development of existing and new specialist <u>colleges and/or language schools</u> will not be permitted unless they provide residential accommodation, social and amenity facilities for all non-local students (students arriving to study from outside Cambridge and the Cambridge sub-region), with controls in place to ensure that the provision of accommodation is in step with the expansion of student places. <u>The use of family dwellinghouses to accommodate students of specialist colleges and/or language schools only is not appropriate.</u></p>	<p>This policy was subject to SA and this is outlined in the following report: Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 1: Final Appraisal for Submission to the Secretary of State (March 2014). The SA found that this policy (in association with Policy 46) would lead to significant positive effects in terms of economic growth at the Universities and specialist schools (Para. 4.6.18) and likely positive effects on community and wellbeing because of the requirement to provide residential accommodation, social and amenity facilities (para. 4.6.114). The modifications proposed strengthen the policy intent to provide residential accommodation when developing existing and new language schools and specialist colleges and to reflect the wider intent of the Local Plan to safeguard and bring forward accommodation for market and affordable housing. The modifications proposed do not change these conclusions.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>
<p>Paragraphs 5.28 – 5.31</p>	<p>There are a growing number of specialist <del>schools</del> <u>colleges</u> in Cambridge, including secretarial and tutorial colleges, pre-university foundation courses and crammer schools. These <del>schools</del> <u>colleges</u> concentrate on GCSE and A</p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

Screening the Proposed Changes – Cambridge Local Plan		
	<p>level qualifications and pre-university foundation courses. They attract a large number of students and contribute significantly to the local economy.</p> <p>Cambridge is also an important centre for the study of English as a foreign language. For more than 50 years, overseas students have been coming to Cambridge to study English in language schools (<del>another form of specialist college</del>). The city has <del>22 a large number of</del> permanent <u>and temporary</u> foreign language schools <del>and a fluctuating number of around 30 temporary schools</del>, which set up in temporary premises over the summer months. <del>Currently, the annual student load at these centres is thought to be around 31,000, although the average stay is only five weeks.</del></p> <p>The industry has matured in recent years and more and more courses are being run throughout the year and are being focused at a much broader range of students, including people working in business as well as the more traditional younger students.</p> <p>The Cambridge Cluster Study recognised the increasing contribution these establishments make to the local economy and has suggested a review in the policy approach, as <del>the schools between them</del> <u>they</u> contribute £78m per annum to the local economy. The National Planning Policy Framework (NPPF) supports a policy approach that seeks to take advantage of this benefit. <del>Therefore the</del> <u>The</u> Council considers it appropriate <del>to support the growth of that</del> such colleges and schools where they <del>also seek to</del> manage the impacts of their growth.</p>	
Paragraphs 5.32 – 5.33	<p><del>Specialist colleges and</del> language schools can place additional burdens on the housing market. This policy seeks to ensure that when specialist <u>colleges and language</u> schools seek to grow, those burdens are mitigated. The applicant will need to demonstrate how many additional students will be generated by the proposal. This will allow the Council to judge the residential, social and amenity impact generated. The Council will <del>be flexible in considering any</del> <u>require a</u> robust method of calculating the additional number of students arising from any proposal, and will consider a range of mechanisms</p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

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	<p>to agree an upper limit to the number of additional students. The range of mechanisms considered may include, but not be limited to, controlling the hours of operation, the number of desk spaces and the number of students. This will ensure that a proposal will generate a specific level of growth that can be measured and mitigated. Student accommodation is dealt with under Policy 46 in Section Six.</p> <p>The housing market in Cambridge is already under significant pressure. The growth of specialist colleges and language schools should not worsen this situation. Appropriate residential accommodation can take the form of home-stay (with resident families in the area) or the use of existing accommodation outside term time, and the use of purpose-built student accommodation within the curtilage of the <u>college/school</u>. Use of family dwelling houses to accommodate students only is not appropriate, as this will put additional pressure on the housing market. Promoters of language school and specialist college development will be expected to submit evidence to demonstrate how this issue is being addressed as a part of their planning application.</p>	
<p>Policy 46: Development of student housing, criterion e</p>	<p>Proposals for new student accommodation will be permitted if they meet identified needs of an existing educational institution within the city of Cambridge in providing housing for students attending full-time courses of one academic year or more. <u>Schemes should demonstrate that they have entered into a formal agreement with the University of Cambridge or Anglia Ruskin University or other existing educational establishments within Cambridge providing full-time courses of one academic year or more. This formal agreement will confirm that the proposed accommodation is suitable in type, layout, affordability and maintenance regime for the relevant institution. The council will seek appropriate controls to ensure that approved schemes are occupied solely as student accommodation for an identified institution and managed effectively.</u> Applications will be permitted subject to:</p>	<p>This policy was subject to SA and this is outlined in the following report: Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 1: Final Appraisal for Submission to the Secretary of State (March 2014). The SA found that this policy (in association with Policy 44) would lead to significant positive effects in terms of economic growth at the Universities and specialist schools (Para. 4.6.18), a potential positive effect on sustainable transport (para. 4.6.58) and likely positive effects on community and wellbeing because proposals will not be allowed to result in the loss of existing marketing or affordable housing (para. 4.6.114). The modifications proposed strengthen the policy intent in relation to sites allocated for market or affordable housing, and therefore do not change these conclusions. The requirement for a formal agreement with a named institution is positive as it will help ensure that the units provided are</p>

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- a. there being a proven need for student accommodation to serve the institution;
- b. the development not resulting in the loss of existing market housing and affordable housing;
- c. it being in an appropriate location for the institution served;
- d. the location being well served by sustainable transport modes;
- e. having appropriate management arrangements in place to ~~ensure students do not keep cars in Cambridge~~ discourage students from keeping cars in Cambridge;
- f. rooms and facilities being of an appropriate size for living and studying; and
- g. ~~minimising if appropriate, being warden-controlled to minimise any potential for antisocial behaviour and, if appropriate, being warden-controlled.~~

The loss of existing student accommodation will be resisted unless adequate replacement accommodation is provided or it is demonstrated that the facility no longer caters for current or future needs.

In the instance of institutions where students do not attend full-time courses of one academic year or more these institutions will be expected to provide residential accommodation for their students within their own sites; make effective use of existing student accommodation within the city outside term time; or use home-stay accommodation.

Permanent purpose built student accommodation will not be supported on sites allocated for housing or with either an extant planning permission for

delivered in an appropriate form to meet the requirements of specific institutions. This assists the Council in meeting other known development needs in the city. The policy on car ownership has been amended to reflect the enforceability of the requirement, but it is still felt that this would have a positive effect as students are still being discouraged from keeping cars in Cambridge.

**Screening conclusion: no change to the results of the SA.**

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	<u>residential development or sites identified as potential housing sites within the Council's Strategic Housing Land Availability Assessment.</u>	
Paragraph 6.11	<p>The presence of two large universities <u>and a number of other educational institutions</u> has a significant impact on Cambridge's demography and on its housing market, <del>with one in four of its residents studying at one of the universities.</del> The student communities, including undergraduates and postgraduates, contribute significantly to the local economy, and to the vibrancy and diversity of the city. Out of term time and throughout the year, the city is also a temporary home to conference delegates and other students attending pre-university courses <u>and short courses</u> at specialist <del>schools and</del> colleges, or studying English as a foreign language at one the city's language schools.</p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>
Paragraph 6.14	<p><i>Amend to read:</i></p> <p><u>The Council commissioned a study<sup>2</sup> to identify the demand for and supply of student accommodation within the city. This study provides information on the potential level of purpose built student accommodation to address current and future student numbers (to 2026) if all students were to be accommodated in purpose built student accommodation. Having considered the findings of the study, the Council recognises that student accommodation can be provided in a variety of ways, including through allocations for student accommodation and through windfall sites. The Plan, including policy 46, is intended to deliver accommodation to address the identified future growth aspirations of the institutions and to provide additional flexibility. The City Council is not seeking through the Local Plan to provide purpose built student accommodation for all of the existing resident student population. The student accommodation study identifies that the University of Cambridge is looking to grow by a further 2,874 students to 2026. While Anglia Ruskin University has confirmed that it has no growth aspirations to 2026.</u></p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

<sup>2</sup> Assessment of Student Housing Demand and Supply for Cambridge City Council, Cambridge Centre for Housing and Planning Research, December 2016.

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a number of the other institutions in Cambridge have stated aspirations to grow. These institutions have a total growth figure to 2026 of 230 students. This gives rise to a total growth figure for the universities and the other institutions of 3,104 to 2026. Taking into account student accommodation units under construction or with planning permission, allocations in the Local Plan and the remaining allocation at North West Cambridge, these sources of supply would address and go beyond the growth figure of 3,104 and would provide flexibility. Any provision over and above these sources of supply would need to be considered on its merits against the criteria in Policy 46 and having regard to the absence of any policy requirement at either national or local level for all students to be provided with purpose built student accommodation.

In order to show that the known needs of specific institutions are being met, Evidence must be provided as a part of the application to show a linkage with at least one higher or further education institution. This will need to comprise a formal agreement with the institution which confirms that the accommodation will be occupied by students of the institution undertaking full-time courses of one academic year or more. When planning permission is granted for new student accommodation, a planning agreement will be used to robustly secure that use and the link to the particular institution for whom the accommodation is to be provided. This policy only applies in instances where planning permission is required for development housing more than six students (sui generis). It is accepted that, due to the relatively short lifespan of tenancies and the lifestyle of student occupants, different amenity standards should apply from those for permanent accommodation. However, student accommodation should still be well designed, providing appropriate space standards and facilities. Student accommodation should be well designed, providing appropriate internal and/or amenity space standards and facilities. The provision of amenity space will need to

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	<p><del>reflect the location and scale of the proposal. Provision should be made for disabled students. The ability to accommodate disabled students should be fully integrated into any student housing development, in keeping with the requirements of Policy 51.</del></p>	
<p>Policy 49: Provision for Gypsies and Travellers</p>	<p>The Council, working with neighbouring authorities, will maintain a local assessment of need for pitches for Gypsies and Travellers and plots for Travelling Showpeople. The outcome of <del>these</del> <u>this</u> assessments will assist the Council in determining planning applications. The latest published evidence (<del>December 2011</del><u>2016</u>) indicates there is a <u>no identified need</u> for <del>just one</del> <u>no identified need</u> pitches or plots in Cambridge between <del>2011</del><u>2016</u> and 2031. This local plan therefore makes no <u>specific</u> provision for new sites in Cambridge. Proposals for permanent, transit and emergency stopping provision for Gypsies and Travellers will only be permitted where:</p> <ol style="list-style-type: none"> <li>the applicant or updated council evidence has adequately demonstrated a clear need for the site in the city, and the number, type and tenure of pitches/<u>plots</u> proposed, which cannot be met by a lawful existing or available allocated site;</li> <li>the site is accessible to local shops, services and community facilities by public transport, on foot or by cycle;</li> <li>the site has safe and convenient vehicular, pedestrian and cycle access for the type of vehicles that could reasonably be expected to use or access the site;</li> <li>the site is capable of being provided with essential utilities, including mains water, electricity, sewerage, drainage and waste disposal;</li> <li>the site will provide an acceptable living environment and the health and safety of the site's residents should not be put at risk. Factors to be taken into account include flood risk, site contamination, air quality and noise;</li> <li>the site will not have 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;</li> <li>the site will allow the needs of the residents of the site to be met without putting undue pressure on local services; and</li> </ol>	<p>This policy was subject to SA and this is outlined in the following report: Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 1: Final Appraisal for Submission to the Secretary of State (March 2014). The SA found that this policy should result in positive effects on the health and wellbeing of gypsies and travellers. The modifications do not change these conclusions as the provision and the policy is based on the latest data on need and the latest national policy requirements and the policy is clear regarding what action is needed if a need is identified. The modifications related to Green Belt are clarifications on how Green Belt should be treated in line with the national Planning policy for travellers sites and would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

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	<p>h. the site provides adequate space for vehicle parking, turning and servicing of large vehicles, storage, play and residential amenity.</p> <p>Should up to date needs assessment indicate there is a need, then opportunities to deliver sites for Gypsies and Travellers will be sought as part of significant major development sites. The location of site provision will be identified through the masterplanning and design process. <del>Sites in the Green Belt would not be appropriate, unless exceptional circumstances can be demonstrated at the masterplanning and planning application stage. Gypsy and Traveller sites are inappropriate development in the Green Belt. Any proposals in the Green Belt would also have to demonstrate compliance with national and local policy regarding development in the Green Belt.</del> Sites will not be located in identified areas of green separation. Sites provided will meet the following criterion in addition to the above criteria (a– h):</p> <p>i. sites will be well-related to the major development, enabling good access to <del>the</del> services and facilities, and providing safe access on foot, cycle and public transport. Access should not rely on minor residential roads.</p>	
<p>Paragraph 6.23</p>	<p><i>Replace paragraph 6.23 with the following text:</i></p> <p><u>The Government’s Planning Policy for Traveller Sites requires that local planning authorities set targets for the provision of Gypsy and Traveller pitches and Travelling Showpeople plots which address the likely site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities. The Government’s policy approach requires Councils to maintain a five year land supply of Traveller sites, in a similar way to housing, and identify deliverable sites to meet the needs identified for the first five years. This planning guidance was revised in 2015, in particular revising the definition of Gypsies and Travellers for the purposes</u></p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

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	<p><u>of planning. Applicants will need to demonstrate that they meet the definitions provided by the Government's Planning Policy for Traveller Sites.</u></p> <p><del>The Government's Planning Policy for Traveller Sites requires local planning authorities to:</del></p> <ul style="list-style-type: none"> <li><del>• set out targets for the provision of pitches for Gypsies and Travellers and plots for Travelling Showpeople;</del></li> <li><del>• to maintain a five-year land supply of sites;</del></li> <li><del>• to identify and update annually deliverable sites to meet the accommodation needs of Travellers within their area within the first five years;</del></li> <li><del>• identify a supply of sites or broad locations for growth in later years of the plan period;</del></li> </ul> <p><del>work collaboratively with neighbouring authorities to provide flexibility in identifying sites.</del></p>	
Paragraph 6.24	<p><i>Split paragraph 6.24 into two paragraphs and amend to read:</i></p> <p>These requirements necessitate collaborative working with neighbouring authorities on both assessment of need and ongoing provision. In informing debate on need, a number of Cambridgeshire, Norfolk and Suffolk authorities commissioned the Gypsy and Traveller Accommodation Needs Assessment <del>2011-2031</del> <u>2016-2036</u> (GTANA) to cover the period <del>2011-2031</del> <u>2016-2036</u>. This assessment concluded that <u>there was no identified Cambridge's need in Cambridge was for one for permanent pitches for Gypsies and Travellers or plots for Travelling Showpeople between 2021-2016 and 2026-2031.</u> <u>The Local Plan does not propose any allocations. There was no identified need for plots<sup>3</sup> for Travelling Showpeople within Cambridge's administrative area. The assessment acknowledges that it was not possible to determine the travelling status of existing households who did not participate in surveys carried out for the purpose of the assessment. These households may or may not include</u></p>	<p>The implications of this have been assessed as part of Policy 49 (see above).</p> <p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

<sup>3</sup> Where there is sufficient space for living accommodation and the storage of equipment.

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	<p><u>individuals who meet the definition provided in the Planning Policy for Traveller Sites and therefore give rise to some need for pitch provision. However, the extent of such need (if any) cannot be identified. Any proposals for sites will be considered according to Policy 49: Provision for Gypsies and Travellers.</u></p> <p>The GTANA refers to need for transit/emergency stopping place provision, but it was not possible to determine precise demand for such temporary accommodation in any one local authority area, <u>particularly in light of changes to the Planning Policy for Traveller Sites potentially leading to more households travelling.</u> <del>The GTANA notes that beyond the immediate need, assessments of growth are based on modelling, and the best information available.</del> There will be a need to monitor and review the plan, as necessary, to take account of up to date evidence.</p>	
<p>Paragraph 6.25</p>	<p><i>Amend paragraph 6.25 to read:</i></p> <p>The Government’s Planning Policy for Traveller Sites requires plans to identify specific sites or broad locations, where need will be met within the plan period. The Council considers that significant major developments provide an opportunity to deliver provision to meet any longer-term needs. This would allow the delivery of pitches as an integral part of the development, in sustainable locations close to services and facilities. <u>Given the significant education, health and disability-related inequalities experienced by many Gypsies and Travellers, the provision of pitches within sustainable, major developments could help to address these issues.</u> <del>Additionally, as stated in The Road Ahead: Final Report of the Independent Task Group on Site Provision and Enforcement for Gypsies and Travellers, published by the Department for Communities and Local Government in December 2007, the approach of integrating the provision of accommodation for Gypsies and</del></p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

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	Travellers as part of new development helps to erode misconceptions and distrust.	
Insert new paragraph after paragraph 6.26	<p><i>Insert new paragraph after paragraph 6.26 to read:</i></p> <p><u>When applications for planning permission or reserved matters approval come forward for large scale new communities or significant major development sites, consideration will be given to whether there is a current need for Gypsy and Traveller site provision, and the opportunity to deliver appropriately a site or sites within that phase of the development will be reviewed.</u></p>	<p>This is a change to the supporting text which would not change the sustainability performance of the plan. The plan already included the requirement to consider whether there is a need to deliver sites for Gypsies and Travellers as part of significant major development sites (see Policy 49).</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>
Policy 51: Lifetime Homes and Lifetime Neighbourhoods	<p>Policy 51: <del>Lifetime Homes and Lifetime Neighbourhoods</del> <u>Accessible Homes</u></p> <p>In order to create <del>Lifetime Homes and Neighbourhoods</del> <u>accessible homes</u>:</p> <ol style="list-style-type: none"> <li>a. all housing development should be of a size, configuration and internal layout to enable <del>the Lifetime Homes Standard</del> <u>Building Regulations requirement M4 (2) 'accessible and adaptable dwellings'</u> to be met; and</li> <li>b. 5 per cent<sup>4</sup> of <u>the affordable housing component of every housing schemes development</u> providing or capable of acceptably providing 20 or more self-contained <u>affordable homes</u><sup>5</sup>, <del>including conversions and student housing,</del> <u>should meet Building Regulations requirement M4 (3) 'wheelchair user dwellings' to be wheelchair accessible either meet Wheelchair Housing Design Standards, or be easily adapted to meet them for residents who are wheelchair users.</u></li> </ol> <p>Compliance with the criteria should be demonstrated in the design and access statement submitted with the planning application.</p>	<p>This policy was subject to SA and this is outlined in the following report: Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 1: Final Appraisal for Submission to the Secretary of State (March 2014). The SA found that Policy 51 is likely to lead to positive effects on health and wellbeing as it requires that all housing development should adopt the Lifetime Homes Standard and that a percentage of homes should meet the Wheelchair Housing Design Standard (para. 4.6.112).</p> <p>The modifications to Policy 51 do not (in themselves) change these conclusions as the policy now requires Building Regulations requirement M4 (2) 'accessible and adaptable dwellings' requirement M4 (3) 'wheelchair user dwellings' to be implemented. However, changes to the supporting text of this policy remove the requirement for 5 per cent of student flats or study-bedrooms to be built to meet the needs of disabled people and also now limits the application of the wheelchair accessible homes standard to dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. Both of these changes result from changes to Government policy and the Government's requirements for</p>

<sup>4</sup> Rounded up to the nearest whole unit.

<sup>5</sup> Part M of the Building Regulations generally does not apply to dwellings resulting from a conversion or a change of use. Additional guidance on the applicable requirements of the Building Regulations (amended 2015) can be found in: Approved Document M Access to and use of buildings Volume 1: Dwellings.

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		<p>application of Building Regulations (Part M). Student accommodation is not considered under Volume 1 of Part M, which addresses dwellings, and no optional standard can therefore be imposed on student accommodation. Furthermore, the National Planning Practice Guidance confirms that councils can only apply the optional standard M4 (3) to dwellings where the Council has nomination rights or owns the dwelling. The Council is still seeking to encourage developers to deliver market units to M4 (3) standard to widen the range of dwellings available to the city's residents. On balance, it is still felt that Policy 51 and its supporting text would still have positive effects on health and wellbeing because the Plan does include encouragement for developers to build wheelchair accessible <i>market</i> homes and is still seeking to use the optional accessibility standards.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>
Paragraph 6.32	<p>This plan throughout adopts the principle of inclusive design: "The design of mainstream products and/or services that are accessible to, and usable by, as many people as reasonably possible ... without the need for special adaptation or specialised design" (BSI 2005). This principle applied to housing has resulted in the concept of Lifetime Homes and indeed goes wider to the concept of Lifetime Neighbourhoods, which enable an increasingly aging society to get out and about in the areas in which they live – both physically and virtually – and connect with other people and services in the immediate neighbourhood and beyond. <u>The Lifetime Homes and Wheelchair Housing Design Standards have now been superseded by optional housing standards on accessibility introduced by the Government through Part M of Building Regulations in 2015.</u></p>	<p>The implications of this have been assessed as part of Policy 51 (see above).</p> <p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>
Paragraph 6.33	<p><u>An accessible home</u> <del>Lifetime Home</del> (see Figure 6.1) supports changing needs of residents from raising children through to mobility issues faced in old age or through disability. This essentially allows people to live in their</p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>

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	<p>home for as much of their life as possible. Such homes have design features that have been tailored to foster accessible living, helping to accommodate old age, injury, disability, pregnancy and pushchairs or enable future adaptation to accommodate this diversity of use.</p>	
<p>Paragraph 6.34</p>	<p>The standards for <u>housing to meet Building Regulations requirements M4 (2) and M4 (3)-Lifetime Homes and wheelchair accessibility</u> relate primarily to the layout of self-contained homes for permanent occupancy. <u>Meeting Building Regulations requirements M4 (2) and M4 (3) will normally be controlled through the use of a planning condition to ensure that the relevant homes are delivered to meet the standards. The National Planning Practice Guidance states that Local Plan policies for wheelchair accessible homes (M4 (3)) should only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. In the interest of mixed and balanced communities, the Council would also encourage developers to build wheelchair accessible market homes. As occupants of student housing will only stay for a limited period, student housing is not expected to meet Lifetime Homes standards. However, 5 per cent of student flats or study bedrooms (together with supporting communal spaces) should be built to meet the needs of disabled people. Within the required percentage, half of the units should be designed and built out for wheelchair users and at least one unit should be delivered in accordance with the guidance in BS 8300 (2009) concerning access for carers (i.e. adjoining room with a through door). Of the other half, these should show specific adaptation to meet the needs of other disabled people, either with sensory impairments, whether sight, hearing or both, autism, being of certain statures etc.</u></p>	<p>The implications of this have been assessed as part of Policy 51 (see above).</p> <p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>
<p>Paragraphs 6.35 and 6.36</p>	<p><i>Delete paragraphs 6.35 and 6.36:</i></p>	<p>The implications of this have been assessed as part of Policy 51 (see above).</p> <p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p>

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	<p>The Lifetime Homes standard will be applied to all developments of self-contained housing, including flat conversions, where reasonable and practical. It is acknowledged that the design or nature of some existing properties and proposed development sites means that it will not be possible to meet every element of the Lifetime Homes standard, for example in listed buildings or on very constrained urban sites, but it is considered that each scheme should achieve as many features as possible.</p> <p>Where proposals involve re-use of an existing building (particularly a listed building), the wheelchair percentage will be applied flexibly, taking into account any constraints on the provision of entrances and circulation spaces that are sufficiently level and wide for a wheelchair user.</p>	<p><b>Screening conclusion: no change to the results of the SA.</b></p>
Figure 6.1	<p><i>Delete Figure 6.1: Indicative diagram of a Lifetime Home.</i></p>	<p>This is a minor change to supporting text which would not change the sustainability performance of the plan.</p> <p><b>Screening conclusion: no change to the results of the SA.</b></p>
Site R17, Mount Pleasant House, Mount Pleasant, Appendix B: Proposals Schedule	<p>Capacity:</p> <p><del>50 dwellings</del></p> <p><del>88 dph</del></p> <p><u>270 student rooms</u></p>	<p>The latest assessment of this site is that contained in the report Cambridge and South Cambridgeshire Local Plans SA Addendum Report Annex 1 Site Assessment Proformas &amp; Summary Results (March 2016). The site assessment made the assumption that the site was to be developed for residential accommodation. The site's proposed use has now changed to student accommodation and a new site assessment proforma has been completed taking this change into account. This is contained in Appendix 1 of this report. The assessment has not changed significantly. The main change is that the distance to play and educational facilities and employment centres is not applicable for student accommodation. This means that the site performs slightly more positively as school capacity in the area is not sufficient meaning that mitigation would be required if the site were developed for residential development. The site lies in close proximity to a number of Colleges of the University of Cambridge. Its potential use for student accommodation is positive, given the locational</p>

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		<p>benefits for existing Colleges. This would have less negative effects on the level of use of the local highway network than residential accommodation and supports an important sector of the local economy. This allocation assists the Council in meeting other known development needs in the city.</p> <p><b>Screening conclusion: insignificant changes to the site performance due to the fact that the site use has changed. Please see Appendix 1.</b></p>
<p>Site U1 Old Press/Mill Lane, Appendix B: Proposals Schedule</p>	<p>Capacity:</p> <p><del>Up to 150 dwellings,</del> <u>Student accommodation: Indicative capacity of 350 student rooms*</u></p> <p>up to 6,000 sq m commercial use,</p> <p>up to 75 bedroom hotel and up to 1,000 sq m other uses</p> <p>* The indicative capacity of this site is subject to detailed testing, including consideration of the site's constraints, particularly the historic environment.</p> <p><b>Note for the Inspectors: The Council has been working with the University of Cambridge to progress pre-application discussions on this site. Since the Old Press/Mill Lane Supplementary Planning Document was adopted in January 2010, the circumstances of a number of the existing buildings on the site have changed, and there is now additional potential for student accommodation. This has resulted from changes in the usage of buildings owned by the University of Cambridge. This indicative figure of 350 student rooms could increase as pre-application discussions progress. As such, the Council and the University of Cambridge would provide an update to the examination at the appropriate time.</b></p>	<p>The latest assessment of this site is that contained in the report Cambridge and South Cambridgeshire Local Plans SA Addendum Report Annex 1 Site Assessment Proformas &amp; Summary Results (March 2016). The site assessment made the assumption that the site was to be developed for university uses. The site's proposed use has now changed to student accommodation, and to clarify the commercial use, hotel use and other uses for the site so a new site assessment proforma has been completed taking this change into account. This is contained in Appendix 1 of this report. The assessment has not changed significantly. The main change is a more positive score for employment as the site will now provide commercial uses. The site lies in close proximity to a number of Colleges of the University of Cambridge. Its potential use for student accommodation is positive, given the locational benefits for existing Colleges. This would have less negative effects on the level of use of the local highway network than residential accommodation and supports an important sector of the local economy. This allocation assists the Council in meeting other known development needs in the city.</p> <p><b>Screening conclusion: insignificant changes to the site performance due to the fact that the site use has changed. Please see Appendix 1.</b></p>



### 3. LIKELY SIGNIFICANT CUMULATIVE EFFECTS

Cumulative effects are considered in two ways in SA:

- Cumulative effects considering the potential effects of other programmes and plans in combination with the effects of the Local Plan; and
- Cumulative effects of the policies / proposals within the plan and how they interact with each other.

The cumulative effects of the plans have already been assessed in the following sections of the Submission Draft SA reports:

- Sustainability Appraisal of the Cambridge Local Plan 2014. Final Appraisal for Submission to the Secretary of State (March 2014) – from page 490 onwards; and
- Updated Sustainability Appraisal Addendum Report (Revised March 2016), see *Table 10.4: Overall performance of the Cambridge Local Plan*.

These assessment have been validated as part of this work to review whether the assessment has changed. It is confirmed that the cumulative assessment has not significantly changed in response to the proposed modifications. This is due to the fact that the proposed modifications are relatively minor and will not lead to changes in the results of the SA either individually, collectively or in combination with other plans and programmes.

**Screening conclusion: no change to the results of the SA.**

**APPENDIX 1**  
**UPDATED SITE ASSESSMENT PRO-FORMA**

Please note that amendments are shown as ~~cross through~~ and new text.

<b>Site Information</b>	
<b>Development Sequence</b>	Cambridge urban area
<b>Site reference number(s):</b> R17 (SHLAA Site CC919)	
<b>Consultation Reference numbers:</b> R17	
<b>Site name/address:</b> Mount Pleasant House	
<b>Map:</b>	
<p><b>Site description:</b> This site relates to a large, four storey office building and associated car park located on the south side of the road junction of Huntingdon Road, Histon Road and Victoria Road. The immediate context is mixed in character with a number of residential properties, offices, college buildings and a public house in the locality.</p>	
<b>Current use(s):</b> Office block	
<b>Proposed use(s):</b> <del>Residential</del> <u>Student accommodation</u>	
<b>Site size (ha):</b> South Cambridgeshire: 0 Cambridge: 0.57	
<b>Potential residential capacity:</b> <del>50</del> <u>270 student rooms</u>	

Please note that amendments are shown as ~~cross through~~ and new text.

LAND			
PDL	Would development make use of previously developed land?		GREEN = Entirely on PDL
Agricultural Land	Would development lead to the loss of		GREEN = Neutral. Development would not affect grade 1 and 2 land.

	the best and most versatile agricultural land?		
Minerals	Will it avoid the sterilisation of economic mineral reserves?		GREEN = Site is not within an allocated or safeguarded area.
<b>POLLUTION</b>			
Air Quality	Would the development of the sites result in an adverse impact/worsening of air quality?		AMBER = Site lies near source of air pollution, or development could impact on air quality adverse impacts.
AQMA	Is the site within or near to an AQMA, the M11 or the A14?		SUB INDICATOR: Is the site within or near to an AQMA, the M11 or the A14? RED = Within or adjacent to an AQMA, M11 or A14
Pollution	Are there potential odour, light, noise and vibration problems if the site is developed, as a receptor or generator (including compatibility with neighbouring uses)?		AMBER = Adverse impacts capable of adequate mitigation  Potential impacts from noise and vibration due to very heavy traffic in the area. Noise survey and design and/or mitigation will be required.
Contamination	Is there possible contamination on the site?		AMBER = Site partially within or adjacent to an area with a history of contamination, or capable of remediation appropriate to proposed development (potential to achieve benefits subject to appropriate mitigation)  <del>May not be suitable for houses with gardens.</del> Developable but will require full condition.
Water	Will it protect and where possible enhance the quality of the water environment?		GREEN = No impact / Capable of full mitigation
<b>BIODIVERSITY</b>			
Designated Sites	Will it conserve protected species and protect sites designated for nature conservation interest, and geodiversity? (Including International and locally designated sites)		GREEN = Does not contain, is not adjacent to designated for nature conservation or recognised as containing protected species, or local area will be developed as greenspace. No or negligible impacts

Biodiversity	Would development reduce habitat fragmentation, enhance native species, and help deliver habitat restoration (helping to achieve Biodiversity Action Plan targets, and maintain connectivity between green infrastructure)?		GREEN = Development could have a positive impact by enhancing existing features and adding new features or network links
TPO	Are there trees on site or immediately adjacent protected by a Tree Preservation Order (TPO)?		AMBER = Any adverse impact on protected trees capable of appropriate mitigation  There are 31 TPOs onsite and 1 TPO on the boundary.
Green Infrastructure	Will it improve access to wildlife and green spaces, through delivery of and access to green infrastructure?		AMBER = No significant opportunities or loss of existing green infrastructure capable of appropriate mitigation
<b>LANDSCAPE, TOWNSCAPE AND CULTURAL HERITAGE</b>			
Landscape	Will it maintain and enhance the diversity and distinctiveness of landscape character?		GREEN = No impact (generally compatible, or capable of being made compatible with local landscape character, or provide minor improvements)
Townscape	Will it maintain and enhance the diversity and distinctiveness of townscape character, including through appropriate design and scale of development?		GREEN = No impact (generally compatible, or capable of being made compatible with local townscape character, or provide minor improvements)
Green Belt	What effect would the development of this site have on Green Belt purposes?		GREEN = No impact or Minor positive impact on Green Belt purposes  Site not in the Green Belt.
Heritage	Will it protect or enhance sites, features or areas of historical, archaeological, or cultural interest (including conservation areas, listed buildings, registered parks and gardens and scheduled monuments)?		AMBER = Site contains, is adjacent to, or within the setting of such sites, buildings and features, with potential for negative impacts capable of appropriate mitigation  Site is located in the West Cambridge conservation area and is adjacent to a BLI (18 Mount Pleasant House).  Archaeology: NGR: 544280

			<p>259350. Significant location: at the gate to Durolipons (MCB6364) Roman town and within the heart of the Iron Age oppida (MCB10226).</p> <p>Urban Roman and Medieval evidence was found in small scale excavations in the 1960s (MCB6367). Roman inhumations known to south in St Edmund's College grounds (MCB15881).</p> <p>Foundation/basement impacts of Mount Pleasant House on archaeology is unknown</p>
<b>CLIMATE CHANGE</b>			
Renewables	Will it support the use of renewable energy resources?		AMBER = Standard requirements for renewables would apply
Flood Risk	Will it minimise risk to people and property from flooding, and account for all costs of flooding (including the economic, environmental and social costs)?		<p>AMBER = Flood Zone 2 / medium risk</p> <p>Fairly significant amount of surface water flooding towards the west of the site. Careful mitigation required which could impact on achievable site densities as greater level of green infrastructure required.</p>
<b>HUMAN HEALTH AND WELL BEING</b>			
Open Space	Will it increase the quantity and quality of publically accessible open space?		<p>GREEN = Assumes minimum on-site provision to adopted plan standards is provided onsite</p> <p>No obvious constraints that prevent the site providing minimum on-site provision.</p>
Distance: Outdoor Sport Facilities	How far is the nearest outdoor sports facilities?		<p>GREEN = &lt; 1km; or allocation is not housing</p> <p>Site is within 1km of 3 outdoor sports facilities including those at Chesterton Community College.</p>
Distance: Play Facilities	How far is the nearest play space for children and teenagers?		<p><del>GREEN = &lt; 400m</del></p> <p><del>Site is within 400m of Albion Yard Children's Play Area.</del></p> <p><u>Not applicable for student accommodation</u></p>
Gypsy & Traveller	Will it provide for the accommodation needs of Gypsies and Travellers and Travelling Showpeople?		AMBER = No Impact
Distance: District or Local Centre	How far is the site from the nearest District or Local centre?		<p>A = 400 - 800m</p> <p>Site is within 800m of both Histon Road and Victoria Road local centres.</p>
Distance: City Centre	How far is the site from edge of defined		A = 400 - 800m

	Cambridge City Centre?		Half of the site is within 400m of the edge of the city centre, with the remainder beyond 400m.
Distance: GP Service	How far is the nearest health centre or GP service?		G = < 400m Site is within 400m of The Surgery, 1 Huntingdon Road, CN3 0DB
Key Local Facilities	Will it improve quality and range of key local services and facilities including health, education and leisure (shops, post offices, pubs etc?)		AMBER = No impact on facilities (or satisfactory mitigation proposed).
Community Facilities	Will it encourage and enable engagement in community activities?		GREEN = Development would not lead to the loss of any community facilities or replacement /appropriate mitigation possible
Integration with Existing Communities	How well would the development on the site integrate with existing communities?		GREEN = Good scope for integration with existing communities / of sufficient scale to create a new community.
<b>ECONOMY</b>			
Deprivation (Cambridge)	Does it address pockets of income and employment deprivation particularly in Abbey Ward and Kings Hedges? Would allocation result in development in deprived wards of Cambridge?		AMBER = Not within or adjacent to the 40% most deprived Super Output Areas within Cambridge according to the Index of Multiple Deprivation 2010. Site is in Castle LSOA 7958: 9.25
Shopping	Will it protect the shopping hierarchy, supporting the vitality and viability of Cambridge, town, district and local centres?		GREEN = No effect or would support the vitality and viability of existing centres
Employment - Accessibility	How far is the nearest main employment centre?		How far is the nearest main employment centre? GREEN = < 1km or allocation is for or includes a significant element of employment or is for another non-residential use <u>Not applicable for student accommodation</u>
Employment - Land	Would development result in the loss of employment land, or		R = Significant loss of employment land and job opportunities not mitigated by alternative allocation in the area (> 50%)

	deliver new employment land?		
Utilities	Will it improve the level of investment in key community services and infrastructure, including communications infrastructure and broadband?		GREEN = Existing infrastructure likely to be sufficient
Education Capacity	Is there sufficient education capacity?		<p>AMBER – School capacity not sufficient, constraints can be appropriately mitigated</p> <p>The implications of development locations for education provision will need to be considered as part of taking the Plan forward. The scale and location of development will be important in terms of current education capacity and how any issues can be met. This will include capacity of the development itself to support new primary and secondary schools where there is a shortfall. The current review of school catchments will have a bearing on this issue.</p> <p>Not applicable for student accommodation</p>
Distance: Primary School	How far is the nearest primary school?		<p>A = 400-800m</p> <p>Site is between 400 and 800m from St Luke's Church Of England Primary School, French's Road, CB4 3JZ and Park Street Primary School, Lower Park Street, CB5 8AR</p> <p>Not applicable for student accommodation</p>
Distance: Secondary School	How far is the nearest secondary school?		<p>G = Within 1km (or site large enough to provide new)</p> <p>Site is within 1km of Chesterton Community College.</p> <p>Not applicable for student accommodation</p>
<b>TRANSPORT</b>			
Cycle Routes	What type of cycle routes are accessible near to the site?		<p>RED = No cycling provision or a cycle lane less than 1.5m width with medium volume of traffic. <u>Having to cross a busy junction with high cycle accident rate to access local facilities/school. Students will need to cross a busy junction with a high cycle accident rate to access local services and facilities.</u> Poor quality off road path.</p> <p>Site is located on a very busy junction.</p>
HQPT	Is there High Quality Public Transport (at edge of site)?		GREEN = High quality public transport service
Sustainable Transport Score (SCDC)	Scoring mechanism has been developed to consider access to and quality of public		DARK GREEN = Score 19-25

	transport, and cycling. Scores determined by the four criteria below.		
Distance: bus stop / rail station			GG = Within 400m (6)
Frequency of Public Transport			GG = 10 minute frequency or better (6)
Public transport journey time to City Centre			GG = 20 minutes or less (6)
Distance for cycling to City Centre			GG = Up to 5km (6)
Distance: Railway Station	How far is the site from an existing or proposed train station?		R = >800m
Access	Will it provide safe access to the highway network, where there is available capacity?		AMBER = Insufficient capacity / access. Negative effects capable of appropriate mitigation. <u>However, this is less critical for student accommodation meaning that the site with this use will have less negative effects on the level of use of the local highway network than residential accommodation.</u>
Non-Car Facilities	Will it make the transport network safer for public transport, walking or cycling facilities?		AMBER = No impacts

<b>Site Information</b>	
<b>Development Sequence</b>	<b>Cambridge urban area</b>
<b>Site reference number(s):</b> U1 (Local Plan 2006 Allocation for part of the site (for University and mixed uses - Site 7.10))	
<b>Consultation Reference numbers:</b> U1	
<b>Site name/address:</b> Old Press, Mill Lane	
<b>Map:</b>	
<p><b>Site description:</b> The site lies on the eastern bank of the River Cam, and is bounded by Silver Street to the north, Little St Mary's Lane to the south, and is dissected by Mill Lane. It provides a range of accommodation for the University of Cambridge's academic and administrative facilities.</p> <p>The Old Press/Mill Lane SPD put forward a vision that the site provides an opportunity to create an area with distinctive character that combines high quality buildings, streets and spaces, and responds well to its context through sensitive enhancement. It could contain a mix of uses that complement the City's historic core and its riverside location. Development could support the creation of a more attractive, accessible, safe and sustainable environment.</p>	
<b>Current use(s):</b> Student accommodation, academic and administrative offices	
<p><b>Proposed use(s):</b> University related uses</p> <p><u>Student accommodation: Indicative capacity of 350 student rooms, up to 6,000 sq m commercial use, up to 75 bedroom hotel and up to 1,000 sq m other uses</u></p>	
<b>Site size (ha):</b> South Cambridgeshire: 0 Cambridge: 2.004	
<b>Potential residential capacity:</b> n/a	

LAND

PDL	Would development make use of previously developed land?		GREEN = Entirely on PDL
Agricultural Land	Would development lead to the loss of the best and most versatile agricultural land?		GREEN = Neutral. Development would not affect grade 1 and 2 land.
Minerals	Will it avoid the sterilisation of economic mineral reserves?		GREEN = Site is not within an allocated or safeguarded area.
<b>POLLUTION</b>			
Air Quality	Would the development of the sites result in an adverse impact/worsening of air quality?		AMBER = Site lies near source of air pollution, or development could impact on air quality adverse impacts.
AQMA	Is the site within or near to an AQMA, the M11 or the A14?		SUB INDICATOR: Is the site within or near to an AQMA, the M11 or the A14? RED = Within or adjacent to an AQMA, M11 or A14  Site is within an AQMA
Pollution	Are there potential odour, light, noise and vibration problems if the site is developed, as a receptor or generator (including compatibility with neighbouring uses)?		AMBER = Adverse impacts capable of adequate mitigation  Potential noise and vibration issues with the site, capable of mitigation.
Contamination	Is there possible contamination on the site?		AMBER = Site partially within or adjacent to an area with a history of contamination, or capable of remediation appropriate to proposed development (potential to achieve benefits subject to appropriate mitigation)
Water	Will it protect and where possible enhance the quality of the water environment?		GREEN = No impact / Capable of full mitigation
<b>BIODIVERSITY</b>			
Designated Sites	Will it conserve protected species and protect sites designated for nature conservation inter-		GREEN = Does not contain, is not adjacent to designated for nature conservation or recognised as containing protected species, or local area will be developed as greenspace. No or negligible impacts

	est, and geodiversity? (Including International and locally designated sites)		
Biodiversity	Would development reduce habitat fragmentation, enhance native species, and help deliver habitat restoration (helping to achieve Biodiversity Action Plan targets, and maintain connectivity between green infrastructure)?		GREEN = Development could have a positive impact by enhancing existing features and adding new features or network links
TPO	Are there trees on site or immediately adjacent protected by a Tree Preservation Order (TPO)?		AMBER = Any adverse impact on protected trees capable of appropriate mitigation  There is one protected tree onsite.
Green Infrastructure	Will it improve access to wildlife and green spaces, through delivery of and access to green infrastructure?		AMBER = No significant opportunities or loss of existing green infrastructure capable of appropriate mitigation
<b>LANDSCAPE, TOWNSCAPE AND CULTURAL HERITAGE</b>			
Landscape	Will it maintain and enhance the diversity and distinctiveness of landscape character?		GREEN = No impact (generally compatible, or capable of being made compatible with local landscape character, or provide minor improvements)
Townscape	Will it maintain and enhance the diversity and distinctiveness of townscape character, including through appropriate design and scale of development?		GREEN = No impact (generally compatible, or capable of being made compatible with local townscape character, or provide minor improvements)
Green Belt	What effect would the development of this site have on Green Belt purposes?		GREEN = No impact or Minor positive impact on Green Belt purposes  Site is not in the Green Belt.
Heritage	Will it protect or enhance sites, features or areas of historical, archaeological, or cultural interest		AMBER = Site contains, is adjacent to, or within the setting of such sites, buildings and features, with potential for negative impacts capable of appropriate mitigation

	<p>(including conservation areas, listed buildings, registered parks and gardens and scheduled monuments)?</p>		<p>The site is located in the Central Conservation Area and contains a number of listed buildings with potential for negative impacts capable of mitigation.</p> <p>Archaeology = red: This is a significant block within the historic core of Cambridge, host to numerous listed buildings including the significant site of the 19<sup>th</sup> century Pitt Press (47314) of CUP. The line of the 13<sup>th</sup> century town ditch, the King's Ditch, traverses this plot - believed to be beneath the current route of Mill Lane, or close by. This demarcates a zone of enclosed town and the suburban land beyond, which was also a settlement zone during that period. The south gate into Cambridge lay just south of the Mill Lane/Trumpington Street cross road (MCB5537), itself a focus for settlement, alms giving and opportunistic trade. Medieval and Roman finds (MCBs 5882-3, 5492) relating to contemporary and earlier settlement evidence (the river being the focus of settlement in the Roman period) were found during the building works for the Pitt Press in the 19<sup>th</sup> century. Owing to the historic and archaeological significance of the plot a programme of pre-determination evaluation will be required ahead of any planning determination. This should include an impact assessment of the current buildings and an appraisal of the known depths of archaeological evidence in the area, and to establish greater detail on the depth of the archaeological sequence through an array of controlled trial pits in areas that will be subject to new ground works.</p>
<b>CLIMATE CHANGE</b>			
Renewables	Will it support the use of renewable energy resources?		<p>GREEN = Development would create additional opportunities for renewable energy.</p> <p>Site is in an area that shows potential for district heating networks.</p>
Flood Risk	Will it minimise risk to people and property from flooding, and account for all costs of flooding (including the economic, environmental and social costs)?		<p>AMBER = Flood Zone 2 / medium risk</p> <p>Flood zone 1, lowest risk of fluvial flooding. Adjacent to Flood zone 3, highest risk of fluvial flooding. Fairly significant amount of surface water flooding towards the centre of the site. Careful mitigation required which could impact on achievable site layout.</p>
<b>HUMAN HEALTH AND WELL BEING</b>			

Open Space	Will it increase the quantity and quality of publically accessible open space?		GREEN = Assumes minimum on-site provision to adopted plan standards is provided onsite  No obvious constraints that prevent the site from providing minimum onsite provision.
Distance: Outdoor Sport Facilities	How far is the nearest outdoor sports facilities?		GREEN = <1km; or allocation is not housing  Site is within 1km of Newnham Croft primary schools outdoor sports facilities and the sports grounds of a number of Colleges.
Distance: Play Facilities	How far is the nearest play space for children and teenagers?		<del>AMBER = 400 – 800m</del>  <u>Not applicable for student accommodation.</u>
Gypsy & Traveller	Will it provide for the accommodation needs of Gypsies and Travellers and Travelling Showpeople?		AMBER = No Impact
Distance: District or Local Centre	How far is the site from the nearest District or Local centre?		G = <400m  Site is in the city centre
Distance: City Centre	How far is the site from edge of defined Cambridge City Centre?		G = <400m  Site is in the city centre
Distance: GP Service	How far is the nearest health centre or GP service?		G = <400m  Site is within 400m of Trumpington Street Medical Practice, 56 Trumpington Street.
Key Local Facilities	Will it improve quality and range of key local services and facilities including health, education and leisure (shops, post offices, pubs etc?)		AMBER = No impact on facilities (or satisfactory mitigation proposed).
Community Facilities	Will it encourage and enable engagement in community activities?		GREEN = Development would not lead to the loss of any community facilities or replacement /appropriate mitigation possible
Integration with Existing Communities	How well would the development on the site integrate with existing communities?		GREEN = Good scope for integration with existing communities / of sufficient scale to create a new community.  Site does not include housing.
<b>ECONOMY</b>			

Deprivation (Cambridge)	Does it address pockets of income and employment deprivation particularly in Abbey Ward and Kings Hedges? Would allocation result in development in deprived wards of Cambridge?		AMBER = Not within or adjacent to the 40% most deprived Super Output Areas within Cambridge according to the Index of Multiple Deprivation 2010.  Site is in Market LSOA 7981: 10.34
Shopping	Will it protect the shopping hierarchy, supporting the vitality and viability of Cambridge, town, district and local centres?		GREEN = No effect or would support the vitality and viability of existing centres
Employment - Accessibility	How far is the nearest main employment centre?		How far is the nearest main employment centre? GREEN = <1km or allocation is for or includes a significant element of employment or is for another non-residential use
Employment - Land	Would development result in the loss of employment land, or deliver new employment land?		<del>A = Some loss of employment land and job opportunities mitigated by alternative allocation in the area (&lt;=50%)-</del> GREEN = No loss of employment land / Minor new provision The site would include up to 6,000 sq m commercial use and up to 75 bedroom hotel
Utilities	Will it improve the level of investment in key community services and infrastructure, including communications infrastructure and broadband?		AMBER = Significant upgrades likely to be required, constraints capable of appropriate mitigation
Education Capacity	Is there sufficient education capacity?		GREEN= Non-residential development / surplus school places  Site is not a housing allocation.
Distance: Primary School	How far is the nearest primary school?		G = <400m  Allocation is for University related development. Site is not a housing allocation.
Distance: Secondary School	How far is the nearest secondary school?		G = Within 1km (or site large enough to provide new)

			Allocation is for University related development. Site is not a housing allocation.
<b>TRANSPORT</b>			
Cycle Routes	What type of cycle routes are accessible near to the site?		AMBER = Medium quality off-road path.  Silver Street is narrow and busy at peak times though a good link when only one way.
HQPT	Is there High Quality Public Transport (at edge of site)?		RED = Service does not meet the requirements of a high quality public transport (HQPT)
Sustainable Transport Score (SCDC)	Scoring mechanism has been developed to consider access to and quality of public transport, and cycling. Scores determined by the four criteria below.		DARK GREEN = Score 19-25
Distance: bus stop / rail station			GG = Within 400m (6)
Frequency of Public Transport			G = 20 minute frequency (4)
Public transport journey time to City Centre			GG = 20 minutes or less (6)
Distance for cycling to City Centre			GG = Up to 5km (6)
Distance: Railway Station	How far is the site from an existing or proposed train station?		R = >800m
Access	Will it provide safe access to the highway network, where there is available capacity?		AMBER = Insufficient capacity / access. Negative effects capable of appropriate mitigation. <u>However, this is less critical for student accommodation meaning that the site with this use will have less negative effects on the level of use of the local highway network than residential accommodation.</u>
Non-Car Facilities	Will it make the transport network safer for public transport, walking or cycling facilities?		AMBER = No impacts



**Cambridge** Centre  
for Housing &  
Planning Research

# **Assessment of Student Housing Demand and Supply for Cambridge City Council**

## **Report to Cambridge City Council**

January 2017

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## 1 Executive summary

- 1.1 Cambridge City Council commissioned this study to help to inform planning policy with regard to the provision of student accommodation and its impact upon housing need. The aim is to provide evidence to inform discussions about the need for, and supply of, student accommodation in relation to the emerging Local Plan.
- 1.2 The report includes a baseline analysis of the current structure of the student population, the current accommodation of students, and the future plans of the different educational institutions. It analyses what the level of purpose-built student accommodation (PBSA) could be if all current and potential future students were to be accommodated in PBSA, rather than, for example, in shared housing in the private rented market. The report also reviews relevant planning policies adopted or proposed by other local authorities experiencing particular pressure from student numbers.

### The sources of data

- 1.3 The data used in the analysis comes from two main sources. The first source is the Higher Education Statistics Agency (HESA) returns made by the University of Cambridge and Anglia Ruskin University. For the purposes of this research, part-time students are excluded from the analysis of the HESA data based on the assumption that they are already housed for the duration of their part-time studies.
- 1.4 The second source of data is an online survey that was used to collect data from individual institutions about their student profile, current accommodation provision, and future planned provision. The University of Cambridge Colleges and wider University of Cambridge were included in the study, as was Anglia Ruskin University. The non-university institutions excluded the standard school sector but included the Further Education (FE) colleges (e.g. Cambridge Regional College), language schools (e.g. Bell Educational Services Ltd), performing arts colleges (e.g. Cambridge School of Visual and Performing Arts), theological colleges (e.g. Wesley House), independent sixth forms (e.g. Mander Portman Woodward) and summer schools (e.g. Reach Cambridge).

### Counting the number of students is not straightforward

- 1.5 One issue that needs highlighting is that student numbers can appear to vary, quite legitimately, depending on what source or definition is used. Counting students, even for institutions, is quite difficult. There are discrepancies between the data provided through the online survey and the data extracted from the HESA returns. This relates in part to which students are included in the data. It also reflects the self-reported nature of the HESA data. A key issue identified is that the analysis suggests that some students who select 'Own permanent residence owned or rented by you' are in fact occupying shared houses.

## Key assumptions and projections

- 1.6 The data analysis made assumptions about the average number of students in a shared property. According to Cambridgeshire County Council's research team, one dwelling provides accommodation for 3.5 students, on average. However, the data collected from the University of Cambridge Colleges showed that shared houses that are rented for use by students in the open market house an average of 5 students per property. The data analysis therefore estimates the number of shared houses based on the average of both 3.5 and 5 students per property, and provides a range.
- 1.7 The analysis of the future potential for PBSA has a projection for 10 years to 2026. Although the Local Plan period runs to 2031, there is a considerable lack of certainty about potential future growth in the universities which means that 10 years is the maximum projection that can be made using realistic data.
- 1.8 **The current and future potential for PBSA is the amount of PBSA that would be needed to accommodate all of the students who are not currently housed by their educational institution or living in existing family housing, and those students generated by the future growth proposals of the institutions.**

## Full-time and part-time students

- 1.9 A quarter of all the students in Cambridge, 12,714 out of a total of 49,426, are studying on part-time courses, defined as ones that last for less than an academic year (Table 1).
- 1.10 These cover a very wide range of courses, from apprentices on day release at Cambridge Regional College to managers studying for an Executive MBA and in Cambridge for a number of long weekends spread over a two-year period.
- 1.11 In nearly all cases, part-time students will be living in either their parental home or their own home, in homestay accommodation, or accommodated in existing PBSA during the vacation periods.
- 1.12 This report assumes that part-time students do not therefore create any demand for accommodation in excess of that provided for full-time students. Part-time students at the two universities are therefore not included in any of the analysis of the current and future potential for PBSA later in this report. Part-time students at the other educational institutions are included in Table 2, and discussed in detail in the report, because their accommodation is more diverse than that of the university student population.

<b>All full time and part time students</b>				
	Full time		Part time	
	Undergraduate	Postgraduate	Undergraduate	Postgraduate
University of Cambridge	11,815	9,412	310	1,549
Anglia Ruskin University	8,153	1,332	574	861
Subtotal	19,968	10,744	884	2,410
Other educational institutions	6,000		9,420	
<b>Total</b>	<b>36,712</b>		<b>12,714</b>	
<b>Overall total</b>	<b>49,426</b>			

Table 1: All full-time and part-time students

## Current student housing profile

- 1.13 The table overleaf (Table 2) summarises the data for each of the two universities (based on HESA returns), the total position for the two universities together, the data for the non-university educational institutions (based on the online survey conducted for this research), and overall totals for the student population in Cambridge.
- 1.14 The table classifies the seven types of accommodation used for HESA returns, plus a category for 'homestay' students, into four broad groups:
- PBSA, which includes University/College maintained accommodation and private halls.
  - Shared existing housing, which includes both 'Own permanent residence either owned or rented by you' and 'Other rented accommodation (shared with others on a temporary basis)'.
  - Existing family housing, which includes the parental home and 'homestay'.
  - No information, which includes the 'other' and 'not known' categories in the HESA data.

Baseline: 2015/16 student accommodation: numbers of students										
		Purpose Built Student Accommodation		Shared existing housing		Existing family housing		No information		
		University/College maintained	Private halls	Other rented	Own home	Parental/guardian home	Homestay	Other	Not known	Total
<b>University of Cambridge</b>	Undergraduate	10745	44	503	226	22		13	262	<b>11815</b>
	Postgraduate (1 year)	2240	59	212	220	68		26	277	<b>3102</b>
	Postgraduate (2+ years)	2890	241	1278	1293	78		105	425	<b>6310</b>
	<b>Subtotal</b>	<b>15875</b>	<b>344</b>	<b>1993</b>	<b>1739</b>	<b>168</b>		<b>144</b>	<b>964</b>	<b>21227</b>
<b>Anglia Ruskin University</b>	Undergraduate	901	435	2090	2195	2091		347	94	<b>8153</b>
	Postgraduate (1 year)	156	50	295	219	131		41	28	<b>920</b>
	Postgraduate (2+ years)	45	18	132	139	45		27	6	<b>412</b>
	<b>Subtotal</b>	<b>1102</b>	<b>503</b>	<b>2517</b>	<b>2553</b>	<b>2267</b>		<b>415</b>	<b>128</b>	<b>9485</b>
<b>Total Universities</b>	Undergraduate	11646	479	2593	2421	2113		360	356	19968
	Postgraduate (1 year)	2396	109	507	439	199		67	305	4022
	Postgraduate (2+ years)	2935	259	1410	1432	123		132	431	6722
	<b>Total Universities</b>	<b>16977</b>	<b>847</b>	<b>4510</b>	<b>4292</b>	<b>2435</b>		<b>559</b>	<b>1092</b>	<b>30712</b>
<b>Non-university institutions</b>		750	3836	355	0	5304	4390	0	785	15420
	<b>Total all institutions</b>	<b>17727</b>	<b>4683</b>	<b>4865</b>	<b>4292</b>	<b>7739</b>	<b>4390</b>	<b>559</b>	<b>1877</b>	<b>46132</b>

Table 2: Number of students and accommodation in Cambridge 2015/16

1.15 The table below (Table 3) shows a summary of the overall student numbers by the four broad categories of accommodation type.

Baseline: 2015/16 student accommodation: numbers of students by broad category of accommodation					
	Purpose Built Student Accommodation	Shared existing housing	Existing family housing	No information	Total
University undergraduate	12125	5014	2113	716	19968
Postgraduate (1 year)	2505	946	199	372	4022
Postgraduate (2+ years)	3194	2842	123	372	6531
<b>Total university</b>	<b>17824</b>	<b>8802</b>	<b>2435</b>	<b>1651</b>	<b>30712</b>
Non-university institutions	4586	355	9694	785	15420
<b>Total all institutions</b>	<b>22410</b>	<b>9157</b>	<b>12129</b>	<b>2436</b>	<b>46132</b>

Table 3: Number of students by accommodation type in Cambridge 2015/16

1.16 Key points:

- a. **There are an estimated 46,132 students in Cambridge with a need for some form of accommodation.** Of these, 22,410 are housed in PBSA, an estimated 9,157 are in shared housing, 12,129 are in existing family housing (either in the parental home or 'homestays'), and there is no information for 2,436 students.
- b. 91% of undergraduates and 55% of postgraduates at the University of Cambridge are in University or College maintained accommodation, compared to 11% of undergraduates and 15% of postgraduates at Anglia Ruskin University.
- c. **Anglia Ruskin University is therefore currently dependent upon housing 4,285 undergraduates and 785 postgraduates in shared housing,** a total of 5,070 students, occupying at least 1,000 shared houses, assuming an average of 5 students to each shared house.
- d. The position is reversed for **the University of Cambridge, where only 729 undergraduates are housed in shared existing housing, but 3,003 postgraduates are accommodated in shared existing housing,** occupying at least 600 shared houses, again assuming an average of 5 students to each shared house.
- e. The non-university institutions have very little directly owned accommodation (750 bed spaces among 15,420 students), but make extensive use of private halls (3,836 bed spaces, or 82% of all student accommodation in private halls).
- f. **The non-university institutions also house 4,390 students in 'homestay' accommodation,** and a further 5,304 are living in the parental home (mainly Cambridge Regional College students).
- g. **The non-university institutions also make relatively little use of shared housing,** with only 355 students accommodated in shared housing, or only 2% of the total number of non-university institution students.

## Existing and future projections for PBSA

1.17 This section of the study discusses the amount of PBSA that could be needed to accommodate all of the students who are not currently housed by their educational institution or living in existing family housing.

1.18 The table below (Table 4) summarises the overall position for university student accommodation in the city. It presents an estimate of the level of PBSA that, if built, could absorb all students currently living in shared houses in the city (including in this category both 'other rented' and 'own home'). The estimate is calculated by deducting from the total number of students:

- All those already living in PBSA.
- All those currently living in the parental home.
- All those for whom there is no information.

1.19 This would result in 8,802 bed spaces, which if provided in PBSA could allow the return of all shared houses currently occupied by students to the open market.

Two universities: summary of existing accommodation and potential for PBSA									
	Total	Purpose Built Student Accommodation		Estimated number of houses currently shared		Existing family housing	No information		PBSA level
		University / College	Private halls	Other rented	Own home	Parental home and homestay			
Undergraduate	19968	11646	479	2593	2421	2113	360	356	<b>5014</b>
Postgraduate (1 year)	4022	2396	109	507	439	199	67	305	<b>946</b>
Postgraduate (2+ years)	6722	2935	259	1410	1432	123	132	431	<b>2842</b>
<b>Total Universities</b>	<b>30712</b>	<b>16977</b>	<b>847</b>	<b>4510</b>	<b>4292</b>	<b>2435</b>	<b>559</b>	<b>1092</b>	<b>8802</b>

Table 4: Maximum potential level of PBSA to address current student numbers for the university sector

## Taking account of the increasing diversity of the student population

1.20 The estimate in the table above is clearly a 'maximum' position, which assumes that all students, irrespective of their age, type of course, or personal preferences, would choose to live in PBSA if it were available. It also assumes that the students who self-reported that they live in 'other rented' accommodation and their 'own home' currently share housing. The two universities have different characteristics, and the research developed estimates for Anglia Ruskin University and the University of Cambridge separately, based on their different student profiles and future growth plans.

1.21 This reduced the estimate of the level of PBSA, by excluding, for example, mature students who are less likely to be living in shared housing. **This resulted in a figure**

of 6,085 bed spaces, which if provided in PBSA could allow the return of all shared houses currently occupied by students to the open market.

## The implications of potential future growth in student numbers

1.22 The research then analysed the impact of the growth plans of the universities. Anglia Ruskin University is planning to remain at the same student numbers in Cambridge over the next five to ten years. The University of Cambridge's current planning framework envisages an expansion in undergraduate numbers of 0.5% per year for the next ten years, and in postgraduate numbers of 2% per year.

1.23 The table below (Table 5) summarises the current and future potential for PBSA for the university sector.

<b>Overall potential for PBSA in university student accommodation</b>		
	Potential level of PBSA to house current students @ 2016	Potential additional level of PBSA to house growth in students @ 2026
Anglia Ruskin University	2803	
University of Cambridge	3282	2874
Total	6085	2874

Table 5: Overall potential level of PBSA to address current and future potential student numbers for the university sector

1.24 Table 5 suggests that a total of **8,959 student rooms would need to be built in PBSA by 2026** if both the current and the future potential levels of student accommodation were to be met. This would accommodate all of the students who are not currently housed by their educational institution or living in existing family housing, and would allow the return of all shared houses currently occupied by students to the open market.

### The numbers of existing houses that could be returned to the open market

1.25 Meeting the current student numbers through provision of PBSA **might release between 1,200 (based on 5 students per shared house) and 1,700 houses (based on 3.5 students per shared house), currently occupied by students sharing, into the open market.**

1.26 **If PBSA is not available to meet future growth, then by 2026, between 656 (based on 5 students per shared house) and 821 (based on 3.5 students per shared house) additional existing houses would need to be converted into shared student accommodation in order to meet demand.**

- 1.27 As at the 31st of March 2016, there were 1,281 student bed spaces in the planning pipeline. Once completed, and provided they are occupied by students, this will reduce the current level of students outside PBSA from 6,085 to 4,804, and reduces the future potential level of students outside PBSA from 8,959 student bed spaces to 7,678.
- 1.28 These estimates are dependent upon the assumptions concerning: the numbers of students actually occupying 'Own permanent residence owned or rented by you'; the average numbers of students actually occupying shared houses; the actual growth rate of the universities, and the quality of the self-reported HESA data. Data were triangulated using different sources (e.g. HESA data, data from the online surveys and data from interviews). The estimates are as robust as possible based on the available data.

### Local authority review

- 1.29 The research conducted a review of the relevant planning policies adopted or proposed by local authorities that experience particular pressure from student numbers. However, the review shows that there are few existing consistent policy options in use by other local authorities that could be adopted by Cambridge City Council.
- 1.30 The most common area in which there is mention of student housing is policy around Houses in Multiple Occupation (HMO). Most local authorities have concerns about the impact of greater volumes of HMO and, in particular, concerns about the concentration of HMO in certain areas. Most local authorities want to actively manage the location of new HMO using Article 4 Directions. There are tensions around whether to allow/accept geographic concentrations of students or whether students should be dispersed across the whole residential market.

### Policy discussion

- 1.31 The research highlighted some key issues that should be considered in relation to determining a policy for student housing.

#### Student housing as a part of the wider housing market in the city

- 1.32 It is apparent that the number of students in the city is so large, and the universities in particular are so central to the city's economy, that **in future assessments of housing need, students should be treated more transparently as part of the overall housing need profile**. Land allocation needs to balance the competing demands of the different groups within the city's overall housing market.

#### The increasing diversity of student housing needs

- 1.33 The research shows that students are very diverse both within and across different institutions, as are their housing needs. There is an undergraduate population of students who reside in Cambridge during term time and who are likely to want some form of institutionally provided accommodation. However, there is a large postgraduate

population in Cambridge, some of whom will desire a more 'home-like' form of accommodation.

- 1.34 There is also a diverse student population using the non-university education institutions in the city. Many of these are accommodated in homestays, in existing accommodation facilities such as the University of Cambridge Colleges over the summer, and in some PBSA. It is clear that many of these students are only resident in the city outside of university term time (e.g. students at summer schools).

### **Student housing that meets the needs of the different institutions**

- 1.35 Policy 46 of the emerging Local Plan includes the requirement for student accommodation to meet the identified needs of an existing educational institution providing housing for students on full-time courses of an academic year or more. It expands the existing policy position, which restricts accommodation to the University of Cambridge and Anglia Ruskin University, to include other institutions. However, the current policy situation has led to problems, primarily in tying the accommodation to particular institutions. This has occurred where new student accommodation is proposed and is in theory for students at Anglia Ruskin University, for example, but is not developed in discussion with Anglia Ruskin University, does not meet the affordability needs of these students, and is subsequently occupied by single people who may not be students or may be students of other institutions.
- 1.36 The research suggests that the policy position should be **to require the proposed accommodation to be tied to a specific educational institution, or a group of institutions, through either a long-term lease or long-term nomination agreement**. The system seems to work well where the details of the development are specified in partnership with an education institution, and is further strengthened where applications are made jointly.

### **The location of new PBSA**

- 1.37 **The report estimates that some 6,000 rooms would have to be delivered in new PBSA if existing housing stock shared by students was to be returned to the open housing market.** There is an issue about the location of any new PBSA. There is a strong case for defining the areas in which new PBSA will be acceptable, rather than allowing speculative developments to become 'pepper potted' across the city. Having defined areas for housing students, within walking or cycling distance of teaching facilities, enables efficiencies in transport and service provision. This would enable greater control over issues such as car parking.

### **The role of HMO in the wider housing market in the city**

- 1.38 This would not necessarily mean that permission for new HMO should then be refused, because so many other groups are reliant on HMO for affordable housing in the city. It should also be borne in mind that some students will always prefer to live in shared housing rather than PBSA. Any development of PBSA is also not guaranteed to release into the open market accommodation currently occupied by students,

because there is no guarantee that the properties would not be purchased by private landlords and continue to operate as HMO.

**The policy challenge**

1.39 The Council needs to make a decision **about the extent to which the current and future student population should be housed in PBSA, rather than in shared housing**, and therefore which windfall sites should be granted permission and which sites should be allocated in the future for student housing.

## 2 Main report: introduction

- 2.1 Cambridge City Council and Oxford City Council have commissioned this study to help inform planning policy with regard to the provision of student accommodation, and its impact upon housing need, within the two cities.
- 2.2 This report relates to Cambridge. It includes a baseline analysis of the current structure of the student population, its current accommodation, and the future plans of the different educational institutions. It analyses what the existing and future potential provision is in terms of student accommodation for different institutions. The report also reviews relevant planning policies adopted or proposed by other local authorities experiencing particular pressure from student numbers. The aim is to provide evidence to inform discussions about the need for, and supply of, student accommodation in relation to the emerging Local Plan.
- 2.3 Background information for the study is contained in the specification for the research, issued by Cambridge City Council and Oxford City Council in June 2016, and is detailed in the shaded text below.

### **Specification for Assessment of Student Housing Demand and Supply for Cambridge City Council and Oxford City Council. June 2016. Appendix B: Councils' Specification**

#### **The national planning policy background**

The National Planning Policy Framework (NPPF) sets out the Government's planning policy approach to achieving sustainable development. Whilst no specific reference is made to student accommodation, key policy principles set out in the document are relevant to informing any Local Plan's policy approach. In particular, 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' (paragraph 50).

The NPPF does not refer directly to the higher education sector, or to the provision of student accommodation. The Planning Practice Guidance (PPG), which was published in March 2014 immediately prior to the Council submitting its Local Plan to the Secretary of State for examination on 28 March 2014, refers to the possibility of including student accommodation towards the local housing requirement:

"All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market. Notwithstanding, local authorities should take steps to avoid double-counting."<sup>1</sup>

<sup>1</sup> Reference ID: 3-038-20140306, Planning Practice Guidance

Notwithstanding this advice, Cambridge City Council does not currently count new student accommodation towards the Council's housing requirement as there is currently little evidential basis for the amount of accommodation released into the housing market, given the large number of higher and further education institutions in Cambridge. While initial versions of the PPG did not include any reference to provision for student accommodation in the methodology for assessing housing need, a revision to the PPG in March 2015 required that:

“Local planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Student housing provided by private landlords is often a lower-cost form of housing. Encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. Plan makers are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation. Plan makers should engage with universities and other higher educational establishments to better understand their student accommodation requirements.”<sup>2</sup>

This study is intended to support Cambridge City Council in addressing this element of the PPG.

### **The Cambridge policy context**

The current Development Plan for Cambridge includes the following:

- Cambridge Local Plan (2006) and Proposals Map (2009);
- Cambridge East Area Action Plan (2008);
- North West Cambridge Area Action Plan (2009);
- Cambridgeshire and Peterborough Minerals and Waste Core Strategy, Minerals and Waste Site Specific Proposals Plan and Proposals Maps (2011/2012).

The current Cambridge Local Plan 2006 confirms that it is important that the Local Plan makes adequate provision for College and University of Cambridge residential needs. Paragraphs 7.47 and 7.48 of the existing Local Plan also recognise that Anglia Ruskin University has limited student accommodation, creating a significant demand for private rented housing. The existing Local Plan supports Anglia Ruskin University's desire to house as many of its students as possible in purpose-built accommodation. The Proposals Schedule and Proposals Map allocate a number of sites for student accommodation for both universities. Provision for student accommodation has since been made on a number of these sites, including the Brunswick site (Site 7.11), the Sedley School site (Site 7.13), and the Station Area (Site 9.10). The existing Local Plan addresses student accommodation development for the University of Cambridge and Anglia Ruskin University specifically in Policies 7/7 and 7/9 and speculative student accommodation through Policy 7/10. Policy 7/10 also requires the accommodation to be for one or both of

<sup>2</sup> Reference ID: 2a-021-20160401, Planning Practice Guidance

the universities and is usually secured via a cascade mechanism in the Section 106 legal agreement for the relevant site.

In relation to the provision of student accommodation, Cambridge has seen significant provision of new student accommodation since 1 April 2011. 747 student units were completed in the 2015/16 monitoring year. At 1 April 2016, there were a further 331 student units with planning permission but not yet built and 950 student units under construction. Developments under construction at 1 April 2016 included: 1-8 St Clements Gardens, 1 Milton Road, units at North West Cambridge and Castle Court in Castle Park. Between 1 April 2011 and 31 March 2016, 2,511 student units were completed.

The Cambridge East Area Action Plan (adopted 2008) is supportive of student accommodation, but does not make any specific allocations for student accommodation. No applications for student accommodation have come forward within the Cambridge East area.

The North West Cambridge Area Action Plan (adopted 2009) has enabled the University of Cambridge to promote the development of its North West Cambridge site through an agreed policy framework (Policy NW5: Housing Supply). This site is subject to outline planning permission (11/1114/OUT) granted in February 2013, which includes 2,000 new student units for the University of Cambridge, 325 of which have reserved matters approval (13/1400/REM). Construction commenced on the delivery of 325 units in early 2015.

Cambridge City Council commenced the process of reviewing the Local Plan in 2011. After two issues and options stages of consultation, the Cambridge Local Plan 2014: Proposed Submission was consulted upon from 19 July to 30 September 2013 and submitted to the Secretary of State on 28 March 2014. The Cambridge Local Plan 2014: Proposed Submission was submitted for examination on 28 March 2014 at the same time as South Cambridgeshire District Council submitted their Local Plan. Having held hearing sessions on issues relating to overall housing need, the development strategy, Green Belt, transport and housing delivery, the Inspectors wrote to advise the Councils of issues to be addressed (Inspectors' letter of 20 May 2015). The Councils produced a number of further evidence base documents and consulted on Proposed Modifications to both Local Plans. The hearing sessions recommenced in June 2016. The policy relating to the provision of student accommodation (Policy 46) has not yet been the subject of examination hearings.

The NPPF (paragraph 216) sets out the weight which can be given by decision-takers to relevant policies in emerging plans. Whilst the emerging Local Plan has weight in decision-making as it has been submitted for examination, there remain unresolved objections to the relevant policies and allocations in the plan.

The Population, Housing and Employment Forecasts Technical Report which informs part of the evidence base for the Strategic Housing Market Assessment and the emerging Local Plan assumes that the population in communal establishments in the city will grow in line with the household population. The proportion of students living in communal establishments is roughly two thirds.

The population for Cambridge in 2011 was roughly 123,000, of which 16,000 were in communal establishments, of which 14,000 were students. The indicative population for 2031 for Cambridge is 150,000, of which 20,000 are in communal establishments, of which 17,500 are students. This means that of the population increase of 27,000 for Cambridge, 4,000 of that is for people living in communal establishments, of which 3,500 are students.

Policy 46: Development of student housing requires student accommodation to meet the identified needs of an existing educational institution providing housing for students on full-time courses of an academic year or more. This represents a step change from the existing policy position which restricts accommodation to the University of Cambridge and Anglia Ruskin University.

In developing the emerging policy, the Council considered the impact of maintaining the approach of the three existing policies within the Cambridge Local Plan 2006 relating to the delivery of student accommodation, which are either institution specific or relate to speculative student accommodation. In terms of restricting access to student accommodation only to the two universities in the emerging Local Plan, it was considered that this may be perceived to conflict with the NPPF's approach which requires local authorities to support the knowledge industries and the development of a strong and competitive economy. Additionally, when the Council considered whether to carry forward the existing policy approach in Cambridge and continue to restrict occupation of student accommodation to the two universities, officers identified a similar approach in Oxford's Core Strategy (Policy CS25), which was overruled by the Inspector at the Examination in Public into Oxford's Core Strategy on 21 December 2010. In the case of Oxford, the Inspector removed the embargo restricting occupation of student accommodation to students attending the two universities in Oxford on the basis that it was inequitable and was discriminating against non-university colleges.

Since the emerging Local Plan was submitted for examination, a number of issues have been raised locally in respect of planning applications coming forward for student accommodation development in Cambridge. Concerns have been raised through committees, petitions, response to planning applications and the local press about the amount of student accommodation coming forward in Cambridge for different institutions. Particular reference should be made to a recent appeal decision for 315-349 Mill Road, where an appeal was allowed for student accommodation on a housing allocation (App/Q0505/W/15/3035861). Paragraphs 14 and 15 of this appeal decision address the issue of Anglia Ruskin University's (ARU) student accommodation need:

*Whilst it may well be possible to meet the intention of supplying dedicated rooms to all ARU first year students who require them, this appears to be a minimum objective: the Local Plan notes that the University wishes to house as many students as possible in purpose built accommodation, and more recent correspondence from ARU indicates that it is generally not possible to accommodate later years in University sponsored rooms. Similarly, data provided by the appellants indicates that ARU lies above national averages*

*in both the proportion of students in private rented accommodation, and those travelling from remote locations.*

*It is recognised that this is a fluid situation, and that there is likely to be a continuing strong supply of new student housing in the City, prompted by the financial attractiveness of this form of development. However, in part this attractiveness arises out of the level of unsatisfied demand for such accommodation. At this stage, the evidence falls short of proving that there does not remain a need for purpose built student housing, especially to improve the choice and opportunities for ARU students.*

Additionally, recent planning applications have included a high number of studio units, rather than cluster flats (where students have individual bedrooms and bathrooms, but share kitchen and living room space). Anglia Ruskin University, in particular, has stated that studio flats are not as suitable for its students as cluster flats, given the higher prices charged for such accommodation and the layout of units not allowing for social interaction. The current Cambridge Local Plan 2006 does not effectively cover the issue of studio flats as the use of studio accommodation was not a common approach to the provision of student accommodation when the Local Plan was drafted. The issue cannot be addressed effectively by the Cambridge Local Plan 2006 and the NPPF and PPG do not assist significantly in this respect.

It has also been suggested that student accommodation schemes should only be allowed if they deliver affordable housing provision within the site. The Council consulted on an option (Option 95) at the Issues and Options stage of plan-making on requiring affordable housing from student development. On the basis of the results generated from analysis, the Council's viability consultants advised the Council in 2013 that the average surplus is too low to confidently recommend that the Council include a policy for the collection of financial contributions towards affordable housing from student accommodation at this stage.

A key outcome of this study will be a greater level of information on the current housing provision for students and the need for different forms of accommodation, now and in the future. Although Cambridge City Council has seen student accommodation applications in recent years on both allocated sites and through windfall development, the Council needs to understand whether it is making adequate provision for students over the plan period; and whether there is a need for further allocations to meet this need. This study will form part of the evidence base for decision making around student housing provision.

### **Structure of the report**

- 2.4 Section 3 outlines the methodology for the research. It explains the challenges of reconciling data in student numbers from different sources and outlines the different sources of data used in this report.
- 2.5 Section 4 begins with an overview of the student population in Cambridge and the type of accommodation in which students are housed. This is based on self-reported data about where students live, extracted from the HESA data. This section of the report

then details the findings from the online survey using data provided by the different institutions. It analyses the types of accommodation currently provided by the different education institutions and how this may change in the future.

- 2.6 It explores contextual data to help understand the city's profile of student housing; for example, the numbers of students who commute into the city, already have a family home in the city, have partners, have children, and other factors that will shape housing need. It explores how much PBSA the institutions have currently, and other ways in which they house students (e.g. through leasing ordinary housing stock or arranging homestays).
- 2.7 Section 5 analyses the current and future potential for PBSA in the city. It draws mainly on the HESA data for the two universities, with contextual information drawn from the online surveys in Section 3.
- 2.8 Section 5 provides estimates of the current and future potential for PBSA in the city to accommodate students who are not housed by their educational institution or living in the parental home. This would involve accommodating in PBSA all of the students who selected 'Own permanent residence owned or rented by you' and 'Other rented accommodation (shared with others on a temporary basis)' as their current accommodation.
- 2.9 It analyses the extent to which these students are currently accommodated in existing 'street' housing stock used as shared housing for students, and the extent to which this might be released into the open housing market if more PBSA were available. This section then looks at Anglia Ruskin University and the University of Cambridge separately. In particular, it analyses the different student age profiles at the universities and the implications this might have for how students are accommodated and the impact on the level of PBSA.
- 2.10 This section also provides an estimate for the effect of planned growth in the university sector to 2026: this is primarily potential growth in postgraduate numbers at the University of Cambridge, a smaller potential growth in the University of Cambridge undergraduate numbers, and an overall static position for Anglia Ruskin University.
- 2.11 Section 6 discusses the findings from a review of planning policies relating to student housing in other local authorities.
- 2.12 Section 7 discusses the key policy issues relating to student housing that need to be considered.

### 3 Methodology

- 3.1 This section describes the ways in which data were collected for the research. It explains some of the key uncertainties relating to the data sets and the main assumptions used within the data analysis.

#### **Inception meeting**

- 3.2 The project began with an inception meeting to discuss the research, methodology and outputs.

#### **Identification of institutions and key contacts**

- 3.3 A comprehensive list of the relevant institutions to be included in the study was developed. Phone calls were made to the institutions to identify the best person to contact to complete the survey and to gather their contact details. The contact list has been updated throughout the research and has been supplied to the Council.
- 3.4 The University of Cambridge Colleges and wider University of Cambridge were included in the study, as was Anglia Ruskin University. The non-university institutions excluded the standard school sector but included the FE colleges (e.g. Cambridge Regional College), language schools (e.g. Bell Educational Services Ltd), performing arts colleges (e.g. Cambridge School of Visual and Performing Arts), theological colleges (e.g. Wesley House), independent sixth forms (e.g. Mander Portman Woodward) and summer schools (e.g. Reach Cambridge). A summary of the institutions contacted is included in Appendix 1.

#### **Online survey**

- 3.5 An online survey was developed to collect data from individual institutions in relation to the brief, including data about their student profile, current accommodation provision, and future planned provision. Respondents were asked to provide a contact telephone number for a follow-up interview as necessary. People were given the option to talk through the survey questions if they preferred not to complete it online.
- 3.6 Qualtrics software was used to design and distribute the web-based survey. This allowed a wide range of question types and filtering options (e.g. to direct respondents to certain questions based on answers to previous questions). It also enabled monitoring of responses directly in real time and the ability to chase non-responders whenever required.
- 3.7 The survey content was agreed with the nominated Council officers, piloted and discussed with representatives from the educational institutions. Copies of the surveys can be found in Appendix 2.
- 3.8 A survey was distributed to all of the non-university educational institutions in Cambridge. It collected data about the current numbers, and types, of students requiring accommodation, and the plans of institutions for future development or expansion. A shorter survey was distributed to Anglia Ruskin University and to all of

the University of Cambridge Colleges, with support from the University's Office of Intercollegiate Services. The survey was shorter because some of the data were extracted from the University HESA data (see next section). The online survey collected data about students requiring accommodation and the plans for future development or expansion. It was not possible to collect data on cycle and car parking and amenity space.

### **Secondary data analysis**

- 3.9 Analysis of secondary data was conducted to collect as much data as is already available on student housing and student numbers. The key source of data is the Higher Education Statistics Agency (HESA), which collects data on a very wide range of relevant topics, including student numbers, types of courses, student accommodation in purpose-built or institution-owned accommodation, and academic floorspace. This only supplies data for the universities – in this case, the University of Cambridge and Anglia Ruskin University. Both institutions supplied data based on their HESA returns.

### **Policy review of other local planning authorities**

- 3.10 A list of local authorities to review was agreed with the Council. The review explored how other authorities have dealt with the accommodation needs of students and different institutions, including data on any policy restrictions on particular institutions and accommodation types, where available. The aim was to identify any relevant policy in other local authority areas that could inform policy development in Cambridge in relation to student housing.

### **Interim project review**

- 3.11 An interim project report was submitted, followed by discussion with the Council's nominated project officers.

### **Follow-up interviews**

- 3.12 Interviews were conducted with a sample of institutions. These built on the survey data to further explore their plans for growth, student accommodation provision, how and where the different institutions in Cambridge house their students, and whether existing provision is adequate.

### **Data analysis**

- 3.13 The secondary data, survey data and interview data were analysed to address the aims and objectives and the findings are detailed in this report. Data have been provided in a format that can allow the Council to update the information in future years. A clear record was kept of the institutions identified, the key contacts, and the questions asked, so that the Councils can update the work if necessary.
- 3.14 There are a number of issues to note in relation to the data analysis. A key issue is the differences between data sources on student numbers and the difficulty in matching

data between sources. A second issue is the uncertainty around certain information, such as future growth plans.

### **Definitions of student numbers**

- 3.15 One issue that needs highlighting is why student numbers can appear to vary, quite legitimately, depending on which source or definition is used. Counting students, even for institutions, is quite difficult.
- 3.16 The student numbers in the baseline analysis in this report are based upon the returns made by the two universities to HESA. Each of the universities has completed a standard template, extracting data from their 2015/16 HESA return, and these data have been used in producing the tables in this report. For the purposes of this research, part-time students are excluded from the analysis of the HESA data based on the assumption that they are already housed for the duration of their part-time studies.
- 3.17 The University of Cambridge Colleges and Anglia Ruskin University also supplied additional information through the online survey. The data for the non-university institutions was collected through the online survey. There are discrepancies between the data provided through the online survey and extracted from the HESA returns. This relates in part to which students are included in the data.
- 3.18 The HESA data is a 'flow', recording all students over the course of the academic year (August to August), but the universities may also publish 'snapshot' data at a fixed point during the year (the University of Cambridge publishes snapshot data as at 1 December), and the two datasets will not match.
- 3.19 HESA data records 'student instances', so that a student completing an MPhil and starting a PhD in the same year will count as two 'student instances'. The data in this report have been edited to provide a headcount; the overall numbers will therefore be different from HESA tables.
- 3.20 Student numbers are affected at a point in time by the number of incoming visiting and exchange students and the number of outgoing visiting and exchange students. Some students are classified as 'dormant'. These are generally students who are taking a leave of absence from their course, very often for health-related reasons. Students 'not in attendance at institution' will include, for example, modern languages students abroad as part of their course, and postgraduates away on fieldwork.
- 3.21 Part-time students who are expected to spend less than eight consecutive course weeks in the UK during their entire programme and who are not UK-domiciled are included in the Aggregate Offshore record and excluded from the HESA Student record, and therefore not included in any of the tables. For the University of Cambridge, there are 474 non-UK-resident, part-time students on courses that are attended in Cambridge for less than eight consecutive weeks at a time.

- 3.22 In the University of Cambridge, there are students on credit-bearing courses who are members of the University but who are not required to matriculate nor be admitted as a member of a Cambridge College. These students are included in the University totals, but will not appear under College totals, even if the students are hosted by Colleges during their periods in Cambridge.
- 3.23 A significant number of the University of Cambridge postgraduate students (2,688) are recorded as 'writing up' (usually completing their thesis). However, this is a status that can potentially last for some years, and the whereabouts of these students is not necessarily recorded. Many may no longer be in Cambridge.

### **Definitions of student accommodation**

3.24 Student accommodation is classified in the HESA returns under a number of headings:

- College/University maintained property.
- Parental/guardian home.
- Other (not listed).
- Not known.
- Own permanent residence either owned or rented by you.
- Other rented accommodation (shared with others on a temporary basis).
- Private sector halls (not College/University maintained).

3.25 Data on student accommodation is self-reported by students to their university, and there may be important inaccuracies in the data reported.

3.26 For example, students may report that they live in 'Own permanent residence owned or rented by you', when they are in fact living in a house or flat shared with other students, and should have reported their accommodation as 'Other rented accommodation (shared with others on a temporary basis)'.

3.27 As a result of the discrepancies between data sets and numerous ambiguities within the data, the data analysis has a degree of unavoidable uncertainty. Data were triangulated using different sources (e.g. HESA data, data from the online surveys and data from interviews). The estimates are as robust as possible based on the available data.

### **Assumptions about shared houses**

3.28 The data analysis made assumptions about the average number of students in a shared property. According to Cambridgeshire County Council's research team, one dwelling provides accommodation for 3.5 students, on average. However, the data collected from the Cambridge Colleges showed that shared houses that are rented for use by students in the open market house an average of 5 students per property. The

data analysis therefore estimates the number of shared houses based on the average of both 3.5 and 5 students per property, and provides a range.

### **Assumptions about future growth**

3.29 The analysis of the future potential level of PBSA has a projection for 10 years to 2026. Although the plan period runs to 2031, there is a considerable lack of certainty about potential future growth in the two universities, which means that 10 years is the maximum projection that can be made using realistic data. The university sector is facing many uncertainties (for example, the impact of Brexit), which makes predicting growth in student numbers difficult. Neither university has growth projections that go beyond 10 years.

## 4 Baseline analysis

- 4.1 This section begins with an overview of the student population in Cambridge and the type of accommodation in which students are currently (2015/16) housed. This is based primarily on self-reported data about where students live, extracted from the HESA data.
- 4.2 This section then details the findings from the online surveys conducted specifically for this research. It analyses the types of accommodation currently provided by the different education institutions and how this may change in the future.
- 4.3 It explores any contextual data available to help understand the city's profile of student housing – for example, the numbers of students who commute into the city, already have a family home in the city, have partners, have children, and other factors that will shape housing need. It explores how much PBSA the institutions have currently, and other ways in which they house students (e.g. through leasing ordinary housing stock or arranging homestays). This contextual information helps to inform the analysis of current and future housing need in the following section of the report.

### Full-time and part-time students

- 4.4 A quarter of all the students in Cambridge, 12,714 out of a total of 49,426, are studying on part-time courses, defined as ones that last for less than an academic year (Table 1).
- 4.5 These cover a very wide range of courses, from apprentices on day release at Cambridge Regional College to managers studying for an Executive MBA and in Cambridge for a number of long weekends spread over a two-year period.
- 4.6 In nearly all cases, part-time students will be living in either their parental home or their own home, in homestay accommodation, or accommodated in existing PBSA during the vacation periods.
- 4.7 This report assumes that part-time students do not therefore create any demand for accommodation in excess of that provided for full-time students. Part-time students at the two universities are therefore not included in any of the figures later in this report. Part-time students at the other educational institutions are included in Table 2, and discussed later in this Section, because their accommodation is more diverse than that of the university student population.

<b>All full-time and part-time students</b>				
	Full-time		Part time	
	Undergraduate	Postgraduate	Undergraduate	Postgraduate
University of Cambridge	11,815	9,412	310	1,549
Anglia Ruskin University	8,153	1,332	574	861
Subtotal	19,968	10,744	884	2,410
Other educational institutions	6,000		9,420	
<b>Total</b>	<b>36,712</b>		<b>12,714</b>	
<b>Overall total</b>	<b>49,426</b>			

Table 1: All full-time and part-time students

**Baseline 2015/16: current student numbers and accommodation**

- 4.8 The table overleaf (Table 2) summarises the data for each of the two universities (based on HESA returns), the total position for the two universities together, the data for the non-university educational institutions (based on the survey conducted for this research), and overall totals for the student population in Cambridge.
- 4.9 The table classifies the seven types of accommodation used for HESA returns, plus a category for 'homestay' students, into four broad groups:
- PBSA, which includes University/College maintained accommodation and private halls.
  - Shared existing housing, which includes both 'Own permanent residence either owned or rented by you' and 'Other rented accommodation (shared with others on a temporary basis)'.
  - Existing family housing, which includes the parental home and 'homestay'.
  - No information, which includes the 'other' and 'not known' categories in the HESA data.

Baseline: 2015/16 student accommodation: numbers of students										
		Purpose Built Student Accommodation		Shared existing housing		Existing family housing		No information		Total
		University/College maintained	Private halls	Other rented	Own home	Parental/guardian home	Homestay	Other	Not known	
University of Cambridge	Undergraduate	10745	44	503	226	22		13	262	11815
	Postgraduate (1 year)	2240	59	212	220	68		26	277	3102
	Postgraduate (2+ years)	2890	241	1278	1293	78		105	425	6310
	<b>Subtotal</b>	<b>15875</b>	<b>344</b>	<b>1993</b>	<b>1739</b>	<b>168</b>		<b>144</b>	<b>964</b>	<b>21227</b>
Anglia Ruskin University	Undergraduate	901	435	2090	2195	2091		347	94	8153
	Postgraduate (1 year)	156	50	295	219	131		41	28	920
	Postgraduate (2+ years)	45	18	132	139	45		27	6	412
	<b>Subtotal</b>	<b>1102</b>	<b>503</b>	<b>2517</b>	<b>2553</b>	<b>2267</b>		<b>415</b>	<b>128</b>	<b>9485</b>
<b>Total Universities</b>	Undergraduate	11646	479	2593	2421	2113		360	356	19968
	Postgraduate (1 year)	2396	109	507	439	199		67	305	4022
	Postgraduate (2+ years)	2935	259	1410	1432	123		132	431	6722
	<b>Total Universities</b>	<b>16977</b>	<b>847</b>	<b>4510</b>	<b>4292</b>	<b>2435</b>		<b>559</b>	<b>1092</b>	<b>30712</b>
<b>Non-university institutions</b>		750	3836	355	0	5304	4390	0	785	15420
	<b>Total all institutions</b>	<b>17727</b>	<b>4683</b>	<b>4865</b>	<b>4292</b>	<b>7739</b>	<b>4390</b>	<b>559</b>	<b>1877</b>	<b>46132</b>

Table 2: Number of students and accommodation in Cambridge 2015/16

4.10 The table below (Table 3) shows a summary of the overall student numbers by the four broad categories of accommodation type.

<b>Baseline: 2015/16 student accommodation: numbers of students by broad category of accommodation</b>					
	<b>Purpose Built Student Accommodation</b>	<b>Shared existing housing</b>	<b>Existing family housing</b>	<b>No information</b>	<b>Total</b>
University undergraduate	12125	5014	2113	716	19968
Postgraduate (1 year)	2505	946	199	372	4022
Postgraduate (2+ years)	3194	2842	123	372	6531
<b>Total university</b>	<b>17824</b>	<b>8802</b>	<b>2435</b>	<b>1651</b>	<b>30712</b>
Non-university institutions	4586	355	9694	785	15420
<b>Total all institutions</b>	<b>22410</b>	<b>9157</b>	<b>12129</b>	<b>2436</b>	<b>46132</b>

Table 3: Number of students by accommodation type in Cambridge 2015/16

#### 4.11 Key points:

- a. 91% of undergraduates and 55% of postgraduates at the University of Cambridge are in University or College maintained accommodation (Figures 1 and 2, overleaf), compared to 11% of undergraduates and 15% of postgraduates at Anglia Ruskin University, (Figures 3 and 4, on page 30).
- b. Anglia Ruskin University is therefore currently dependent upon housing 4,285 undergraduates and 785 postgraduates in shared housing, a total of 5,070 students, occupying between 1,000 and 1,450 shared houses, depending upon the average number of students to each shared house.
- c. The position is reversed for the University of Cambridge, where only 729 undergraduates are housed in shared existing housing, but 3,003 postgraduates are accommodated in shared existing housing, occupying between 600 and 875 shared houses, again depending upon the average number of students to each shared house.
- d. The non-university institutions have very little directly owned accommodation (750 bed spaces among 15,420 students), but make extensive use of private halls (3,836 bed spaces, or 82% of all student accommodation in private halls).
- e. The non-university institutions also house 4,390 students in 'homestay' accommodation, and a further 5,304 are living in the parental home (mainly Cambridge Regional College students).
- f. The non-university institutions also make relatively little use of shared housing, with only 355 students accommodated in shared housing, or only 2% of the total number of non-university institution students.
- g. 833 postgraduates at the University of Cambridge, or 9% of the total of 9,412, are either 'other' or 'not known'. 313 of these are 'writing up'. There are a further 275 University of Cambridge undergraduates who are 'other' or 'not known'. From anecdotal evidence it appears likely that many of those who are 'other' or 'not known' are in fact living elsewhere, mainly in London.

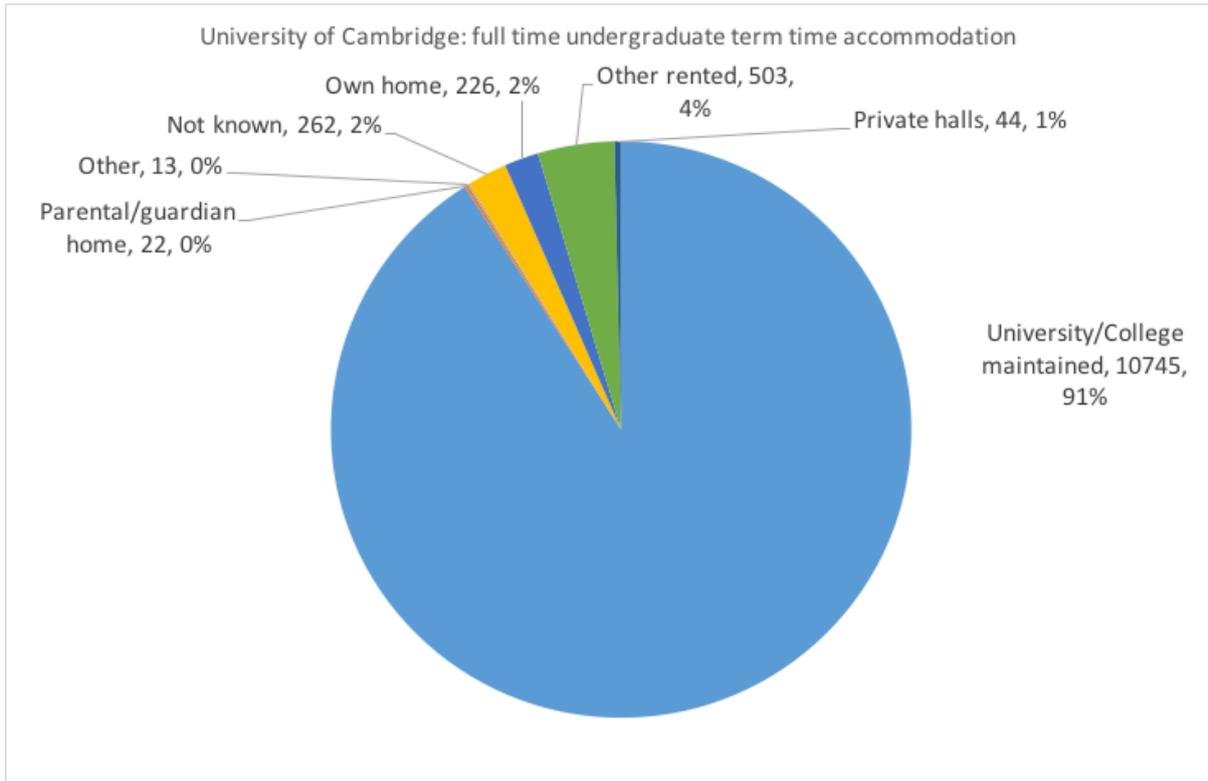


Figure 1: University of Cambridge full-time undergraduate term-time accommodation

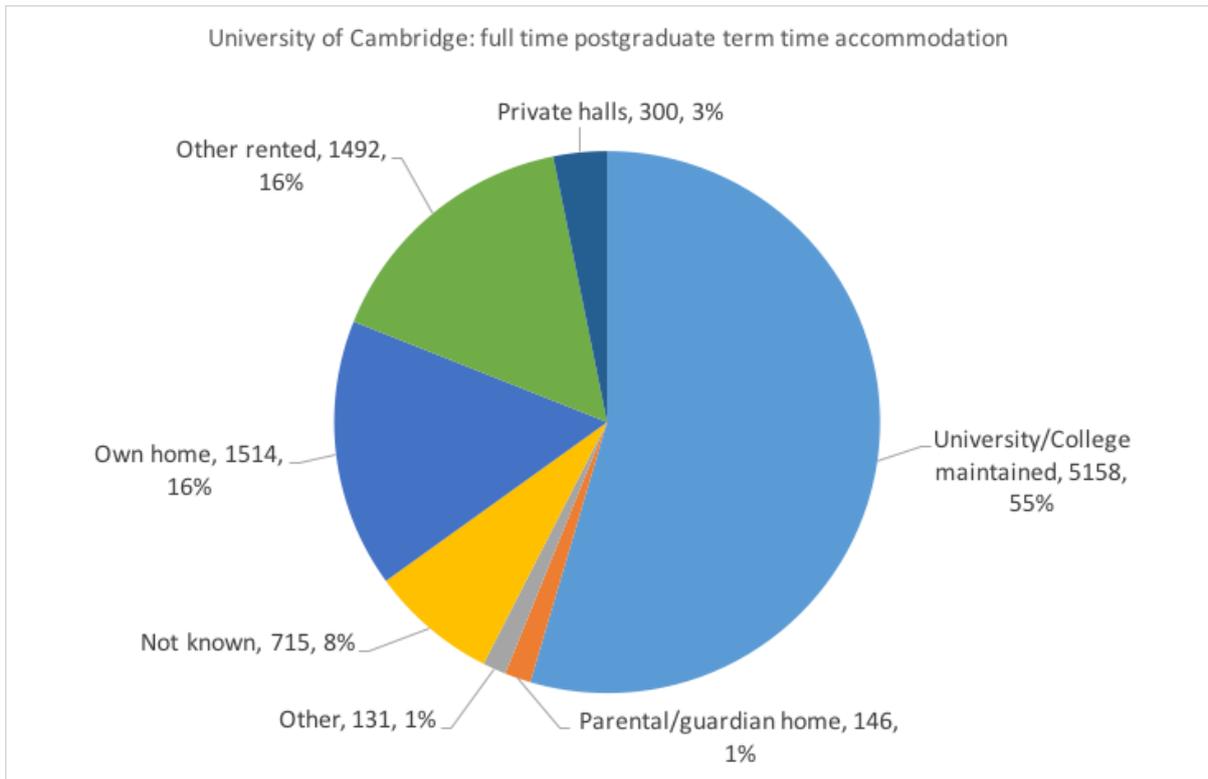


Figure 2: University of Cambridge full-time postgraduate term-time accommodation

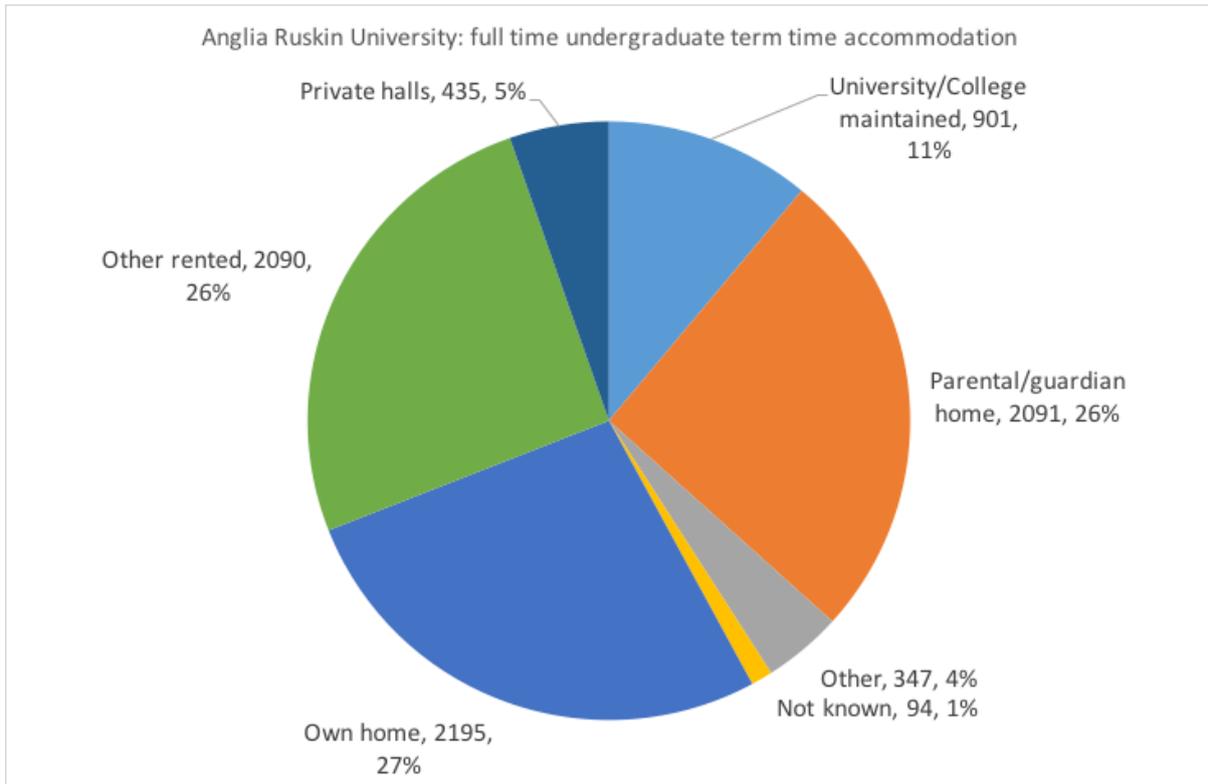


Figure 3: Anglia Ruskin University full-time undergraduate term-time accommodation

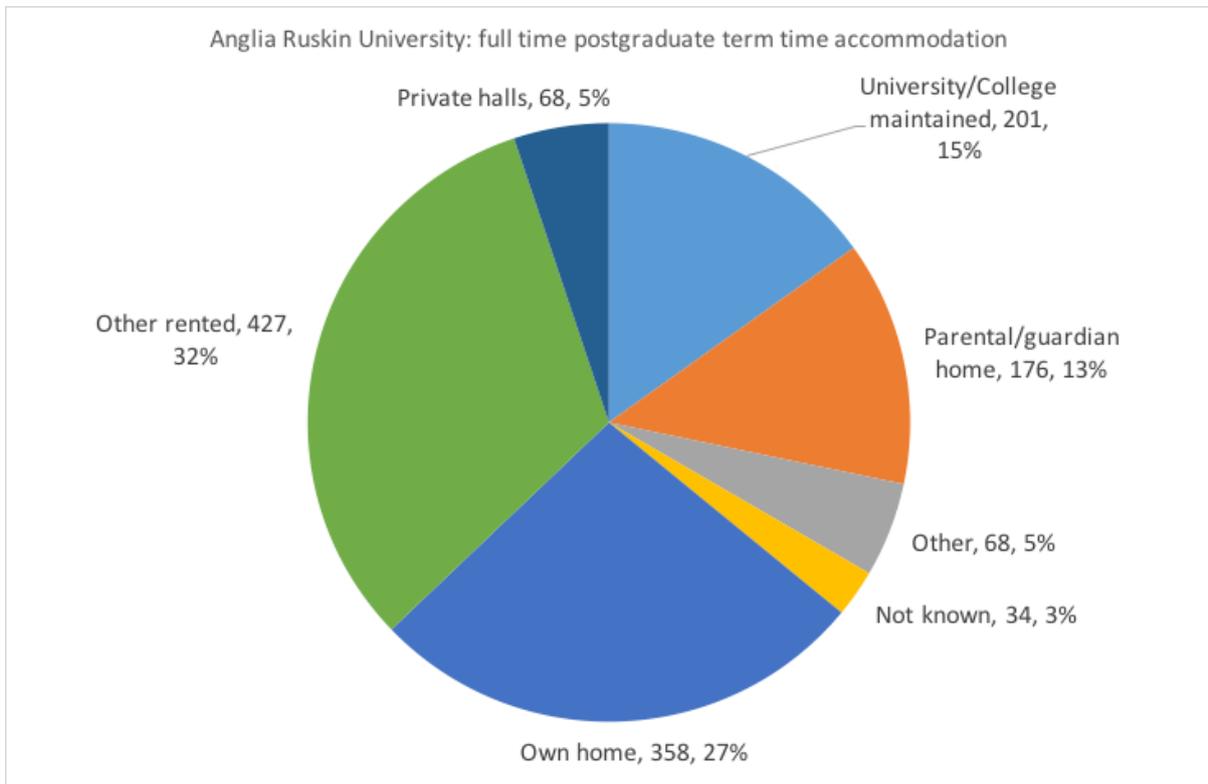


Figure 4: Anglia Ruskin University full-time postgraduate term-time accommodation

4.12 Figure 5 (below) shows that the number and proportion of undergraduates who are not housed in University/College maintained accommodation varies considerably between the Colleges. For example, more than 25% of undergraduates are not housed in University/College maintained accommodation at Homerton, St Edmund’s, Girton, Queens’, Jesus, and Gonville and Caius Colleges.

4.13 New developments can significantly change these proportions. For example, in the data sources used for this report, Churchill College had more than 30% of undergraduates not housed in University/College maintained accommodation. However, later in 2015/16, Churchill College opened one new block of PBSA which accommodates 69 students and the College can now accommodate all undergraduates in College accommodation.

4.14 Figure 6 (overleaf) shows that the number and proportion of postgraduates not housed in University/College maintained accommodation also varies. For example, more than 30% of postgraduates are not housed in University/College maintained accommodation at Homerton, Hughes Hall, Darwin, St Edmund’s, Queens’, and Wolfson Colleges.

4.15 Of the students who are not housed in University/College maintained accommodation, the number of postgraduates is higher than the number of undergraduates. Fewer than 70 undergraduates are not housed in University/College maintained accommodation at each College. More than 150 postgraduates are not housed in University/College maintained accommodation at the Colleges listed above.

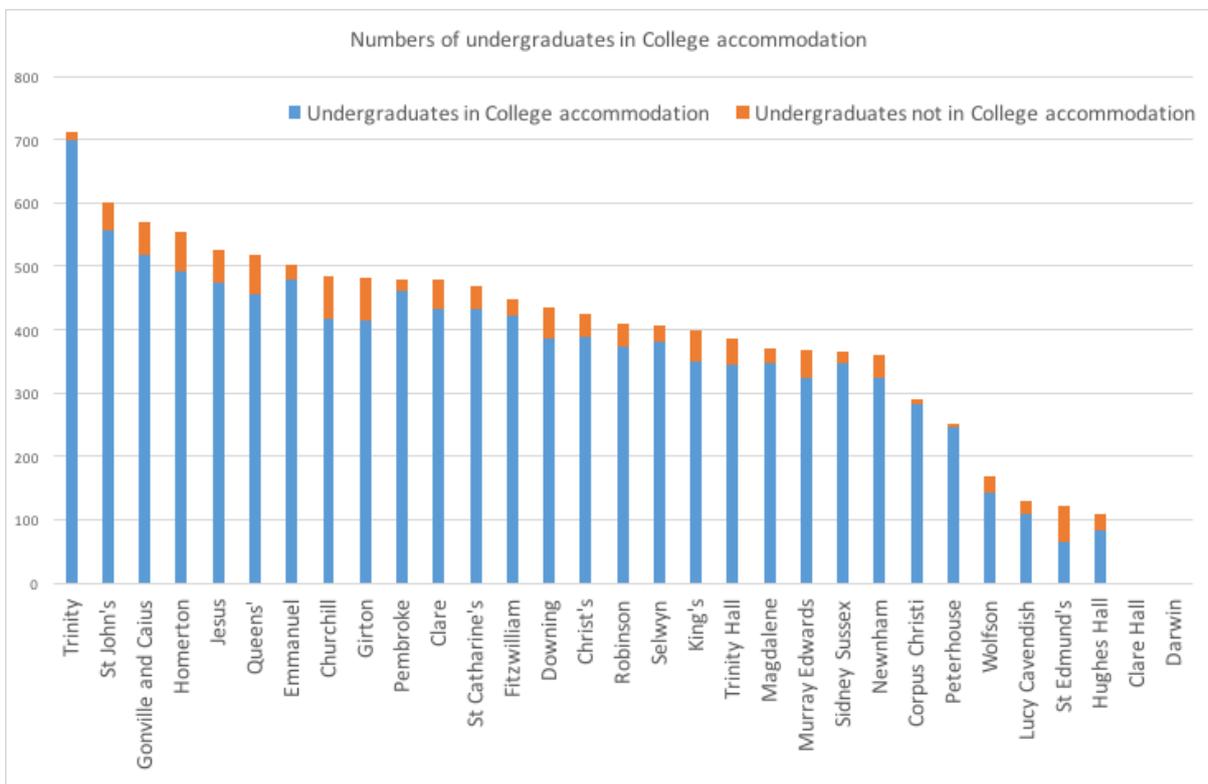


Figure 5: University of Cambridge number of undergraduates not housed in University/College maintained accommodation

Note: Clare Hall and Darwin do not have undergraduate students

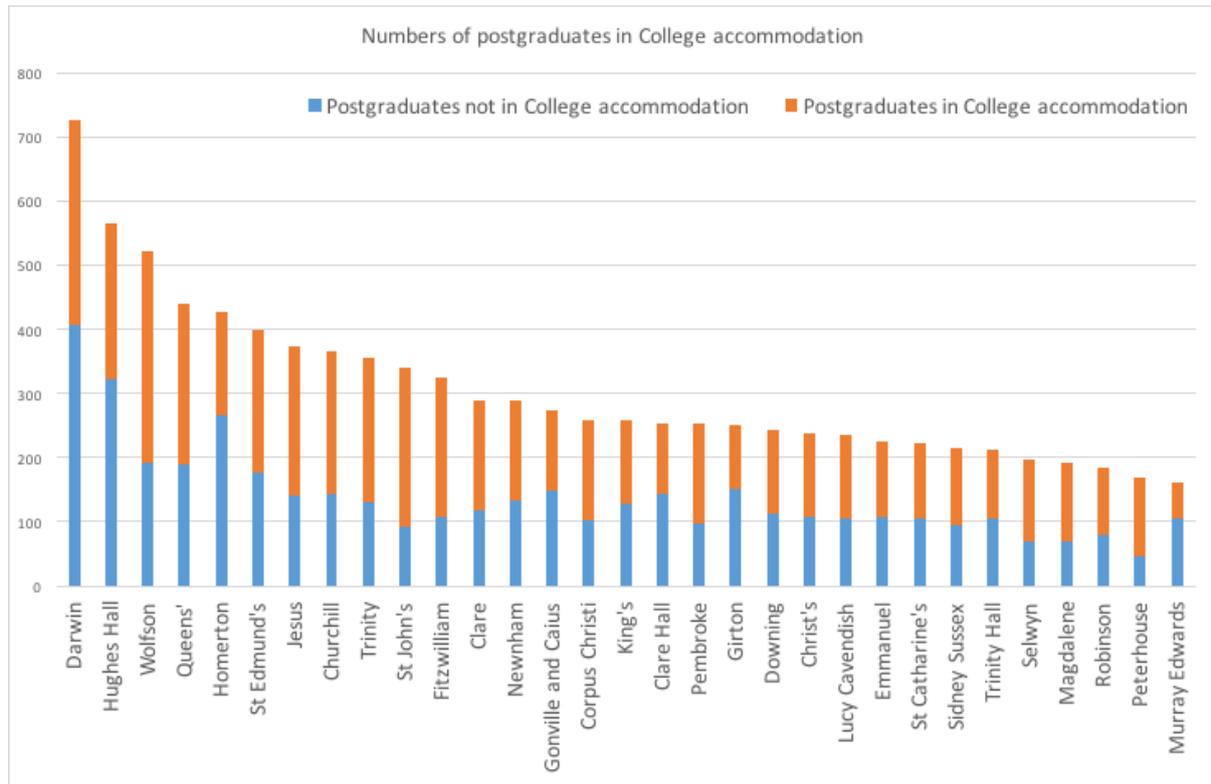


Figure 6: University of Cambridge number of postgraduates not housed in University/College maintained accommodation

## University of Cambridge

### Overview

- 4.16 The University of Cambridge was founded in 1209 and consists of 31 independent, self-governing colleges. It is a world-renowned centre of academic excellence. With nearly 9,000 staff, it is one of the largest employers in Cambridge and makes a significant contribution to the local economy. The majority of its buildings are in the historic city centre of Cambridge and to the west and north-west of the city.
- 4.17 The University of Cambridge has maintained a steady growth rate, particularly in postgraduate students. The majority of University of Cambridge students live in University- or College-owned accommodation, concentrated predominantly in the city centre and to the west of the city centre.
- 4.18 Data were collected from the University of Cambridge Colleges in several ways. A representative from the Office of Intercollegiate Services provided data collected through previous internal surveys. Informal discussions were held with individual Colleges. An online survey was distributed to all University of Cambridge Colleges (completed by 28 Colleges). The research team offered to complete the survey with the Colleges. Three Colleges did not complete the survey – Trinity, Trinity Hall and Robinson.<sup>3</sup> Overall, this gives a response rate of 90%.
- 4.19 Whilst 25 of the Colleges in the University of Cambridge accept students on both undergraduate and postgraduate courses at any age, six Colleges only accept postgraduate students or mature students (aged 21 or over at the start of their course). Clare Hall and Darwin only accept postgraduate students and Hughes Hall, Lucy Cavendish, St. Edmund's and Wolfson only accept mature students (across undergraduate and postgraduate courses).

### Student numbers

- 4.20 Not all students of the University of Cambridge will require accommodation in the city for their courses. Thirteen Colleges are aware that some of their students were already residents of the city. Between the eight Colleges that could estimate the number of such students, it was suggested that at least 99 students already lived in Cambridge. Furthermore, 18 Colleges were aware that some of their students lived outside the city and commuted into Cambridge for their classes. Between the 12 that could estimate the number of students this applied to, it was suggested that at least 145 students commute into Cambridge. Overall, this would suggest that at least 244 students at the University of Cambridge do not require accommodation for their courses.

### Accommodating students

- 4.21 All Colleges have PBSA that they own. Across the 28 Colleges that responded to the online survey, 14,045 students are accommodated in College-owned PBSA. The

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<sup>3</sup> Robinson College contacted the research team to explain that it would not be possible for them to complete the survey due to staffing pressures (linked to long-term sickness leave).

remaining 1,830 units in Table 1 are likely to be owned by the Colleges that did not reply to the online survey.<sup>4</sup>

4.22 Six Colleges (Christ's, Darwin, Hughes Hall, Murray Edwards, St. Catharine's and St. Edmund's) short-term lease student accommodation, which houses 233 students.

4.23 The same six Colleges also lease ordinary housing stock from private owners to use as student accommodation. Between them, the Colleges lease 44 properties, which house 236 students (an average of 5 students per house). The use of ordinary housing stock for student accommodation via Colleges is summarised below (Table 4).

College	Number of properties leased	Number of students accommodated
Christ's	20	100 (5 per house)
Darwin	1	1 (1 per house)
Hughes Hall	9	48 (5.3 per house)
Murray Edwards	7	38 (5.4 per house)
St. Catharine's	3	21 (7 per house)
St. Edmund's	4	28 (7 per house)

Table 4: The number of properties from ordinary housing stock leased by each College, and how many students are accommodated

4.24 None of the Colleges have any formal or informal nomination agreements with landlords to house students.

4.25 Across the different forms of College-provided accommodation, postgraduate and undergraduate students are accommodated in the ways shown below (Table 5).

	Self-contained studio flats	En suite bedrooms	Bedrooms with shared facilities	Total
Postgraduate taught or research courses	418 (6%)	4,044 (56%)	2,718 (38%)	7,180 (100%)
Undergraduate degree courses	10 (0%)	3,745 (38%)	5,995 (61%)	9,750 (100%)
Units not separated by degree type (Wolfson College)	27 (7%)	299 (73%)	83 (20%)	409 (100%)
Total	455 (3%)	8,088 (47%)	8,796 (51%)	17,339 (100%)

Table 5: The number, and type, of accommodation units provided by the Colleges

4.26 The table demonstrates that postgraduate students are more likely than undergraduates to be accommodated in self-contained flats and less likely to be accommodated in bedrooms with shared facilities. This would suggest that Colleges view the accommodation needs of postgraduate students differently from those of

<sup>4</sup> The number of students at the Colleges that did not respond to the online survey are: Trinity 1,097; Trinity Hall 609; and Robinson 606. These are full-time student numbers by College or associated organisation, by term-time accommodation, 2015/16 HESA Student data (headcount).

undergraduates. Further, the Colleges are aware that some of their students have partners or families and may therefore have different housing requirements.

- 4.27 Twenty-five Colleges were aware that some of their students were either married or in long-term relationships; eight Colleges could estimate the numbers of such students, suggesting that this totalled at least 934 students. In addition, 25 Colleges were aware that some of their students had children; 21 Colleges estimated the numbers of students with children to be 462.

### **Future plans**

- 4.28 All Colleges were asked about their planned rate of expansion, by course type, over the next five to ten years (Table 6). These do not necessarily mirror the University of Cambridge's planned growth rates of 0.5% for undergraduates and 2% for postgraduates, reflecting the autonomous nature of the Colleges.

College	Intended rate of expansion as a percentage	
	Postgraduate taught or research	Undergraduate degree
Christ's	-	0
Churchill	2	0
Clare	2	0
Clare Hall	0	N/A
Corpus Christi	2	0
Darwin	1	N/A
Downing	2	0
Emmanuel	0	0
Fitzwilliam	0	0
Girton	7	0
Gonville and Caius	2	0
Homerton	0	3
Hughes Hall	2	0
Jesus	-	-
King's	0	0
Lucy Cavendish	10	0
Magdalene	-	-
Murray Edwards	20	0
Newnham	2	-
Pembroke	2	0
Peterhouse	2	0
Queens'	1	0
Selwyn	2	0
Sidney Sussex	2	0
St. Catharine's	1	-
St. Edmund's	2	0
St. John's	2	0.5
Wolfson	"slight"	"slight"

Table 6: Planned rate of expansion, by course type

- 4.29 Whilst almost all Colleges are not intending to increase undergraduate student numbers, Homerton College is planning on a 3% increase in five to ten years' time.
- 4.30 Whilst most Colleges are planning on an increase of up to 2% in postgraduate student numbers, three Colleges are intending on greater increases than this. Girton College plans to expand its postgraduate population by 7%, Lucy Cavendish College by 10%, and Murray Edwards College by 20% over the next five to ten years.
- 4.31 All Colleges were asked whether their plans over the next five to ten years have been influenced by the outcome of the referendum on EU membership. No Colleges saw Brexit as an opportunity for expansion; two Colleges (Jesus and Sidney Sussex) have put plans on hold; and 25 Colleges are continuing with their plans.
- 4.32 The Colleges were asked about their thoughts on any changing demand in types of student accommodation (self-contained studio flats, en suite bedrooms and bedrooms with shared facilities). Sixteen Colleges predicted an increasing demand for self-

contained studio flats over the next five to ten years, and eight Colleges thought demand would remain the same.

- 4.33 Nineteen Colleges thought that demand for en suite bedrooms would increase and seven thought it would remain the same over the next five to ten years.
- 4.34 Only four Colleges thought that demand for bedrooms with shared facilities would increase over the next five to ten years (King's, Lucy Cavendish, St. Catharine's and St. John's). Thirteen Colleges thought demand for bedrooms with shared facilities would remain the same and eight Colleges predicted a decline in demand over the next five to ten years (Churchill, Corpus Christi, Emmanuel, Gonville and Caius, Pembroke, Queens', Selwyn and Wolfson).
- 4.35 Colleges were also asked to outline how they planned to provide housing for their students in five to ten years' time. However, not all Colleges responded with appropriate data. The following table (Table 7) details plans for how Colleges intend to house their students in five to ten years' time (where the data are available).

College	Proportion (%) of students planned to be accommodated in:			
	PBSA on College's main site	PBSA elsewhere in the city, owned by College	PBSA elsewhere in the city, leased by College	Students' own arrangements
Churchill	85	5		10
Clare	50	50		
Clare Hall	60		30	10
Downing	80			20
Emmanuel	70	20		10
Fitzwilliam	54	28		18
Girton	57	43		
Gonville and Caius	60	40		
Homerton	100			
King's	40	50		10
Lucy Cavendish	45	21		34
Magdalene	85			15
Murray Edwards	75	5		20
Pembroke	38	57		5
Peterhouse	79	21		
Selwyn	95	5		
St. Catharine's	77	5	2	16
St. Edmund's	75			25
St. John's	80	20		
Wolfson	80			20

Table 7: Colleges' plans for accommodating students in five to ten years

- 4.36 Only two Colleges (Lucy Cavendish and St. Edmund's) foresee more than 20% of their students arranging their own housing in the private housing market in five to ten years' time.

- 4.37 Two Colleges (Clare Hall and St. Catharine's) intend to accommodate some of their students in accommodation that they lease. The type of accommodation is not stated, but could include student accommodation leased from other Colleges, which is a common arrangement.

#### **Cambridge College interview findings**

- 4.38 The Colleges have a strong preference for accommodating students on, or close to, their existing main site. The Colleges with available funds may purchase properties close to their main site as they become available, often from other Colleges. Some are seeking to develop, or have developed, new PBSA on or close to their main College site. Funding models for development and acquisitions vary depending on the financial position of the College. Colleges prefer to build specific developments to meet their particular needs. For example, there is concern that if new rooms are very small but also expensive and not on the main College site, students would simply choose to live out of College-provided accommodation.
- 4.39 The research found that, in terms of accommodation, there is a degree of trading between Colleges. This can be either properties being sold or leased on short- or long-term leases. In terms of the sale of properties currently used to house students, again the position of the Colleges varies. Some are in a financial position to not need to sell properties even if they are able to move students out of them and closer to the main College site. They would instead lease out available properties. Some Colleges would sell properties if they had the opportunity to develop on or close to their main site, as they would need the capital. Colleges may be leasing rooms, houses or purpose-built blocks from other Colleges. The Colleges would not acquire PBSA that had been built speculatively, as it is regarded as not meeting student needs in terms of location and specification.
- 4.40 The type of accommodation that the Colleges need going forward varies between Colleges and depends on the varying needs of their diverse student populations and their different existing accommodation portfolios. For example, some Colleges still have students sharing rooms and would seek opportunities to secure single rooms close to the main College site to reduce the need to share. Some would still develop rooms that are not en suite, because of student demand for affordable accommodation. Plans also depend on the size of the College endowment and their reliance on other income streams, such as the conference trade. Colleges that are reliant on the conference market for revenue may dispose of property if it cannot be upgraded to en suites and would seek to acquire en suite property elsewhere, partly to serve the higher end of the conference market.
- 4.41 There is clear demand for accommodation close to the main College sites and, where possible, a long-term strategy to consolidate the accommodation near to the main site. This supports the collegiate system and enables the Colleges to provide support to students. The proportion of students who do not live in College-provided accommodation varies between Colleges, mostly related to the age and financial position of the College. There are concerns, for example, that students who work on the West Cambridge or Addenbrooke's sites and rent properties close by do not

participate in College life and are missing out on support and the wider benefits of the Cambridge College system, hence the preferred strategy to increase provision for students on or close to the main College sites.

- 4.42 The University's strategy is generally to seek to expand the postgraduate population and keep the undergraduate population static (the University makes a substantial financial loss on undergraduate teaching). The shifting population towards postgraduates and older students means that in the future there is more likely to be demand for accommodation that is not shared and is suitable for couples. However, there will always be a proportion of students that prefer to live out, particularly amongst the older postgraduate population spending a long time in Cambridge. There is strong demand to live in College from postgraduates on one-year courses and, in particular, from overseas students.
- 4.43 There is a lack of knowledge about where the students who are not housed in College accommodation live in the city. Many Colleges know how many students are classed as 'writing up' or who are 'over-running', but do not know how many are still resident in Cambridge.
- 4.44 One issue that arose as part of the strategy of consolidating College sites was the acquisition of properties contiguous to the main site but for which Colleges had not been able to secure permission to use as a large HMO. As a result, these properties are under-occupied.
- 4.45 Some Colleges have firm plans to build or convert more student housing; for some this is already underway, whilst others are in the planning process. One College noted that it had to withdraw a planning application due to objections. Other Colleges have plans for further student housing, but this is contingent on the decisions of other Colleges releasing properties. Finally, one College intends to have a surplus of student accommodation, which it can then lease to other Colleges or expand its own student numbers. Many of the Colleges' plans for future accommodation are intended for postgraduate students, including those with families.

## Anglia Ruskin University

### Overview

- 4.46 Anglia Ruskin University was founded in 1858 as the Cambridge School of Art. It became a university in 1992 as Anglia Polytechnic University and was renamed Anglia Ruskin University in 2005. Anglia Ruskin University has four campuses (Cambridge, Chelmsford, London and Peterborough), but the information supplied, and reported on here, is in relation to its activities in Cambridge only.
- 4.47 Anglia Ruskin University's Cambridge campus is on East Road on the edge of the city's historic core. The university has sports fields on Huntingdon Road. The wards surrounding the East Road campus, particularly Petersfield and Romsey, are home to many Anglia Ruskin University students.
- 4.48 Anglia Ruskin University has a much smaller stock of its own PBSA and relies more heavily on head lease properties, student accommodation built by third parties, and housing its students in open market housing including HMO.
- 4.49 Information was collected from Anglia Ruskin University using three different approaches. Anglia Ruskin University completed a spreadsheet similar to that provided to HESA, an online survey, and informal conversations with the research team.

### Student numbers

- 4.50 Anglia Ruskin University can have up to 11,400 students in Cambridge at any one time. The number of students reported in the online survey (11,400) is higher than the number used in the baseline analysis in Table 1 (9,485). This is because the University has a number of part-time, short-course and distance-learning students. Not all of these students will require accommodation and are therefore excluded from the HESA data used for the baseline analysis in Table 2. Anglia Ruskin University is aware that some of its students were already residents of the city before starting their courses and some live outside the city and commute for classes; however, it does not know how many students this applies to.

### Accommodating students

- 4.51 Anglia Ruskin University provides (or facilitates access to) some accommodation and students also make their own arrangements.
- 4.52 The data in this section differ from the baseline data in Table 2, which is based on the HESA data and excludes part-time students, and is self-reported data about accommodation. The information below was supplied through the online survey and reflects Anglia Ruskin University's housing portfolio.
- 4.53 In the online survey, Anglia Ruskin University reported that it owns (or long-term leases) PBSA that houses 543 students. It also reported that it rents ordinary housing

stock from private owners to use as student accommodation; 27 houses or flats are leased, which accommodate 143 students.

- 4.54 Anglia Ruskin University has arrangements with local landlords to accommodate further students. According to the online survey response, Anglia Ruskin University has formal nomination agreements with landlords that result in housing for 1,239 students, and informal arrangements that accommodate an estimated 2,000 students. Furthermore, 100 Anglia Ruskin University students are reported as living in homestay accommodation. Anglia Ruskin University estimates that the balance of students arrange their own accommodation.

### Future plans

- 4.55 Anglia Ruskin University reported that it plans to stay the same size in Cambridge over the next five to ten years. Over this period, Anglia Ruskin University reported in the online survey that it estimates it will provide accommodation in the following ways (Table 8).

Type of accommodation	Proportion of students accommodated this way
PBSA on the main site	5%
PBSA elsewhere in Cambridge, leased by Anglia Ruskin University	11%
Leasing arrangements between Anglia Ruskin University and private landlords	1%
Students arranging their own accommodation	83%

Table 8: The provision and type of student accommodation for Anglia Ruskin University students in the next five to ten years' time

## The age of students: implications for accommodation type

- 4.56 The age of students has implications for the type of accommodation that might be needed, or preferred. This contextual information helps to inform the analysis of current and future housing need in the next chapter of the report.
- 4.57 There are no defined standards for the different types and ages of students, but a reasonable summary of current attitudes might be as follows:
- For undergraduates, aged between 17 and 22, single bedrooms with shared bathroom and kitchen facilities may be acceptable (although most institutions are currently building or converting to en suite bathrooms, primarily for letting to the out-of-term conference and visitor trade).
  - For postgraduates, aged 22 to 27, who have continued on from their undergraduate course to a Master's or PhD course, single en suite rooms with shared kitchen facilities may still be acceptable, although the location of accommodation together with other postgraduates, rather than with undergraduates, is generally preferred.
  - For students undertaking one-year courses (such as a Master's degree), or who are from overseas, College or University purpose-built accommodation is generally preferred.
  - For older students, over 25, whether undergraduate or postgraduate, who are likely to be students for at least the three years of a first degree or a PhD, self-contained accommodation is more likely to be preferred. Although data are not systematically collected on students' own households, many students of this age are likely to have partners, and require one-bedroom accommodation, and older age groups may have children, and require family accommodation.
  - The universities are generally of the view that the age of postgraduates is likely to rise over time, as postgraduate numbers expand, and this will have an impact on the type of accommodation required in the future.

4.58 The current proportions in the different age groups of full-time students at both universities is shown in Figure 7.

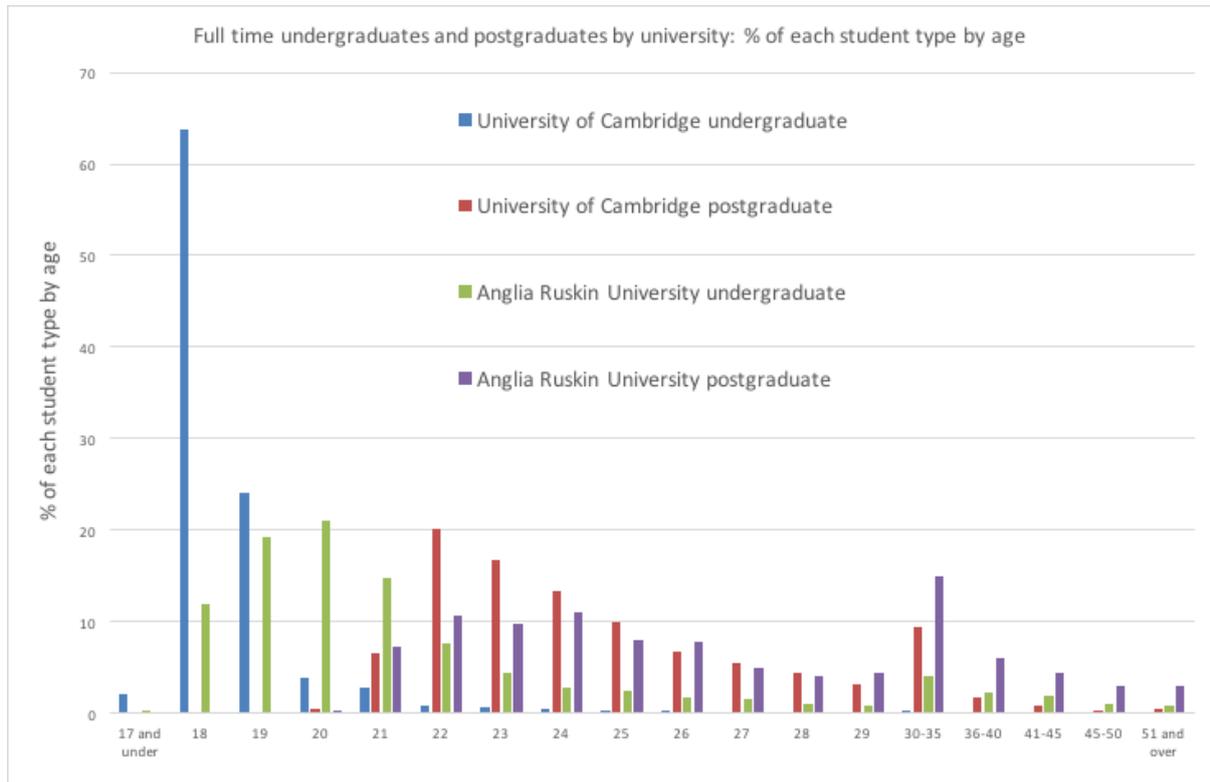


Figure 7: Cumulative % of full-time university students by age

4.59 Key points:

- Exactly a third of students at each university are aged 23 or more.
- Anglia Ruskin University has a higher proportion of full-time students at higher ages than the University of Cambridge, with 18% aged 27 or over, compared to 12% at the University of Cambridge.

4.60 Figures 8 and 9 (overleaf and on page 45) show the age on admission of University of Cambridge and Anglia Ruskin University full-time students separately for comparison.

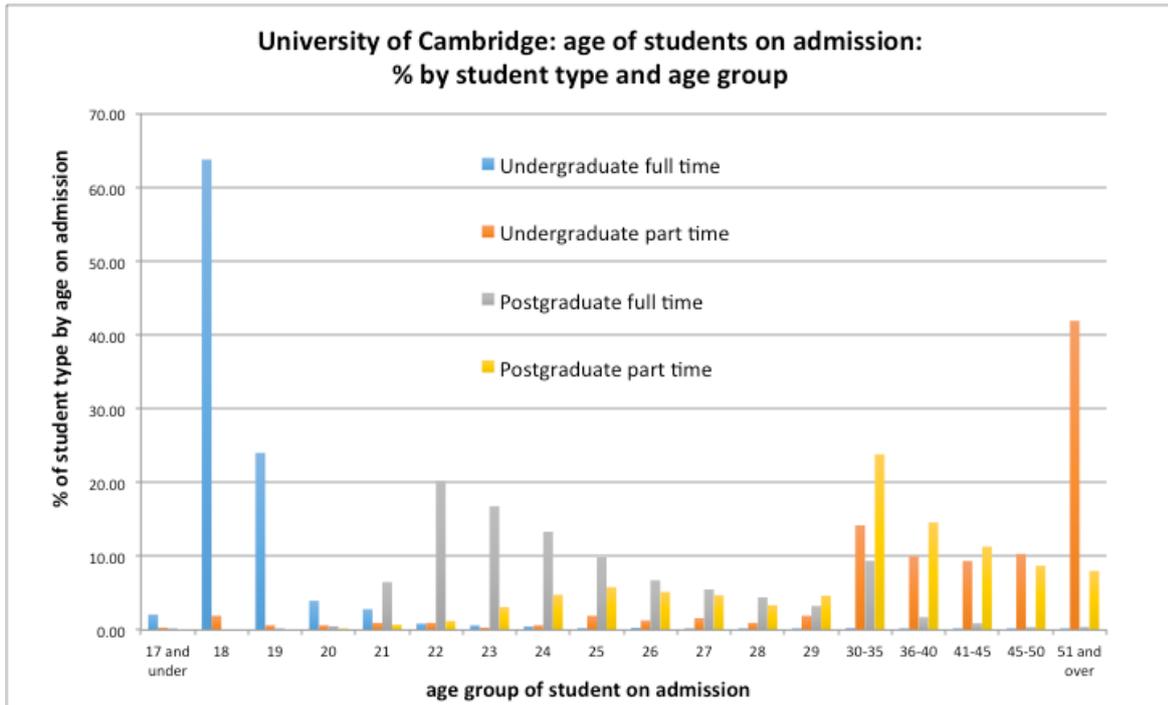


Figure 8: University of Cambridge age of students on admission

#### 4.61 Key points:

- Undergraduates at the University of Cambridge are in a much tighter age band than those at Anglia Ruskin University: 63% of all University of Cambridge undergraduates are aged 18 or less on admission (and will therefore graduate at younger ages than Anglia Ruskin University students).
- Only about 10% of University of Cambridge undergraduates take a 'gap year' before admission: among subjects, gap years are encouraged in Engineering, and discouraged in Mathematics.

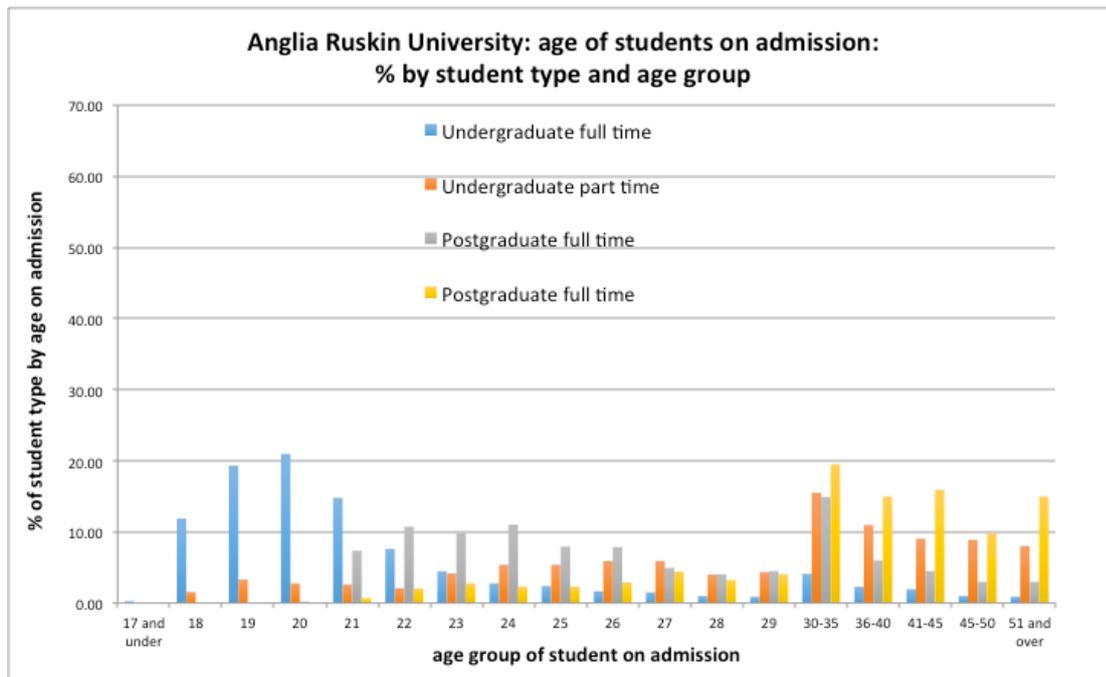


Figure 9: Anglia Ruskin University age of students on admission

#### 4.62 Key points:

- Only 12% of Anglia Ruskin University undergraduates are aged 18 or less on admission, with nearly 15% aged 21 on admission, compared to less than 3% at the University of Cambridge.
- 15% of part-time undergraduates, and 20% of part-time postgraduates, are aged 30 or more on admission at Anglia Ruskin University, compared to 14% and 24% at the University of Cambridge, although Anglia Ruskin University has more part-time undergraduates (574) than the University of Cambridge (310), and fewer part-time postgraduates (861) than the University of Cambridge (1,549).
- Anglia Ruskin University has more part-time undergraduates and postgraduates aged 30 or more (1,251) than the University of Cambridge (948), and, of these, Anglia Ruskin University has a higher number aged 51 or more (254) than the University of Cambridge (175).
- While many part-time students aged 30 or more may commute to Cambridge during contact hours, others may also choose to move to the Cambridge area, either as part of a career change or early/semi-retirement.

## Non-university institutions

### Overview

- 4.63 Information was primarily collected from an online survey of other educational institutions in Cambridge (completed by 24 institutions). In addition, a shortened version of the online survey was developed to gather information by telephone for those institutions unwilling or unable to complete the online survey (this option was used by a further 12 institutions).
- 4.64 To boost participation amongst educational institutions, reminder emails and letters were sent and telephone calls were made over a period of six weeks. Despite this, 5 educational institutions did not respond (2 summer schools, 1 language school, 1 performing arts college, and 1 theological college). Overall, this gives a response rate of 88%. The institutions that were contacted are listed in Appendix 1.
- 4.65 Of the responding institutions, 16 were language schools, 3 were summer schools, 7 were theological colleges<sup>5</sup> and 10 were independent colleges, sixth forms or schools.
- 4.66 This section begins by giving an overview of the maximum number of students that might study in Cambridge at these institutions during the year. It goes on to explain that not all students will be here at the same time (e.g. because some courses only operate in the summer holidays). It also explains that not all of the students will require accommodation (e.g. because they live with their parents in the local area). Some students may only require short-term accommodation (e.g. if studying on language courses that are a few weeks long). The analysis outlines the number of students who are taking courses of at least one academic year and who therefore will need longer-term accommodation. This section then analyses where the students are currently accommodated.
- 4.67 These educational institutions in Cambridge offered a wide range of courses across all age ranges (Table 9).

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<sup>5</sup> The theological colleges are affiliated with the University of Cambridge (with some also affiliated to Anglia Ruskin University); however, they are not included in the HESA statistics for either university so have been included as an 'other' educational institution operating within Cambridge.

Type of institution	Type of course	Age ranges				
		Under 16	16-18	18-21	21-24	Over 24
Language schools	Foundation year courses		✓	✓		
	Preparation for university courses				✓	
	Language courses	✓	✓	✓	✓	✓
	Other	✓	✓			✓
Summer schools	Language courses	✓	✓			
	Other	✓	✓			✓
Theological colleges	Postgraduate taught or research courses				✓	✓
	Undergraduate degree or diploma courses				✓	✓
	Foundation year courses					✓
	Other			✓	✓	✓
Independent colleges, sixth forms or schools	Undergraduate degree or diploma courses			✓	✓	✓
	Foundation year courses		✓	✓	✓	✓
	Preparation for university courses		✓	✓		
	A level/IB courses		✓	✓	✓	✓
	GCSE or similar	✓	✓			
	Language courses	✓	✓	✓	✓	
	Other	✓	✓	✓		

Table 9: The types of courses offered by different types of educational institutions, and the ages of students on these courses

*Note: 'Other' courses include Easter revision courses, non-accredited courses, summer schools (where this was not the main business) and vocational courses.*

4.68 Table 9 shows that language schools predominantly run courses for those aged up to 18 (but do have older students too), while summer schools cater for students aged 18 or under. The theological colleges tend to have students aged 21 or over, and the independent colleges, sixth forms and schools have students across the age ranges but focus on those aged 16-24.

### Student numbers

4.69 The size of these institutions varied widely, from fewer than 20 students at a time up to 5,000 (Cambridge Regional College). The following table (Table 10) shows the size of these institutions in Cambridge.

Maximum number of students	Number of institutions
50 or fewer	6
51-150	8
151-250	9
251-350	5
351-800	5
More than 800	2
Total	35

Table 10: The maximum likely number of students in the institution at any one time

4.70 All responding institutions were asked for the maximum likely number of students they have on courses at any one time. Simply adding these student numbers together creates a total of 15,435 students. However, the maximum number of students in Cambridge at any one time will be lower than this as the students are not all in the city at the same time. For example, some institutions operate a higher capacity during the university holiday times, the summer schools only run at these times, and some run courses in term time only. The following chart (Figure 10) shows the number of students in each type of educational institution.

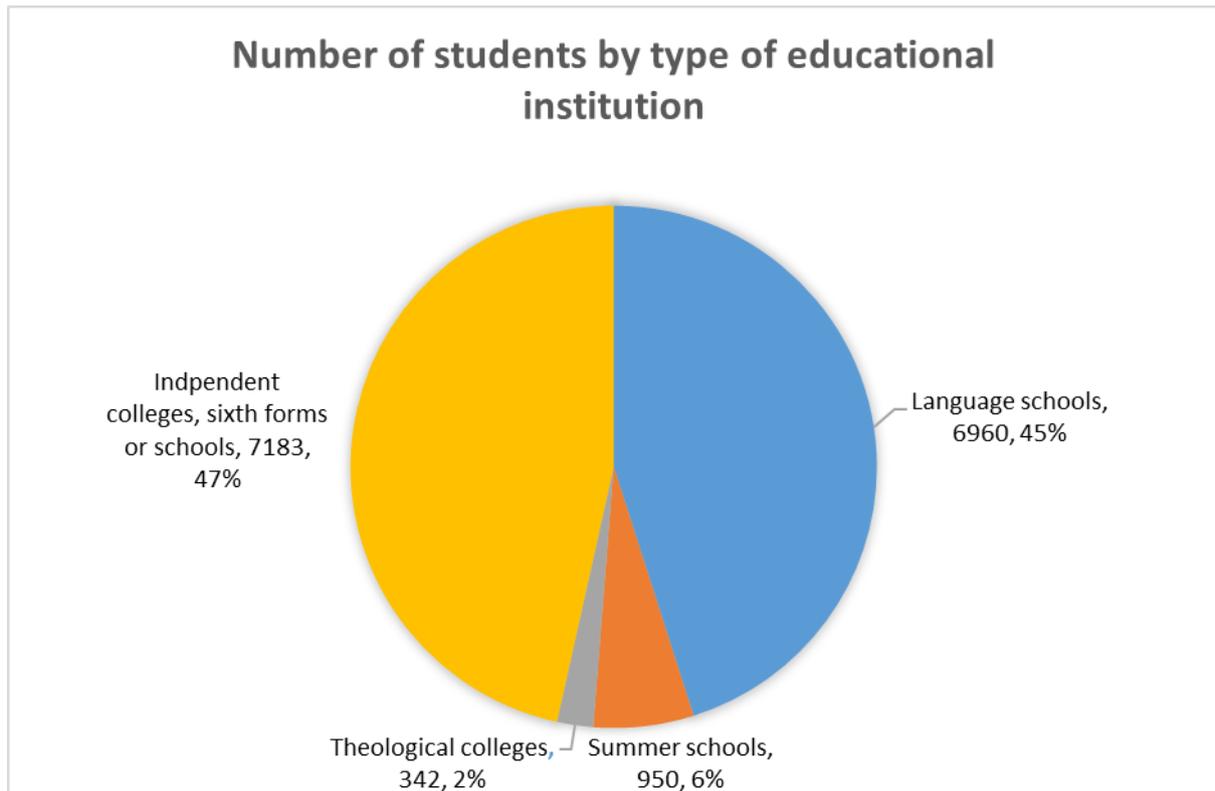


Figure 10: Maximum number of students attending each type of non-university educational institution

4.71 As noted, not all educational institutions in Cambridge will have students at the same time. The theological colleges predominantly teach during term time and summer schools are usually in the holiday times (some also running over the Easter holiday). The majority of independent colleges, sixth forms and schools run courses during term time; however, some run courses over the full year, and language courses are run during term time, holidays and throughout the year. Overall, some courses may run whilst others are on a break, but others will run concurrently. Furthermore, some students may reside in Cambridge all year round, despite their course only being taught during term time. These issues make it problematic to estimate how many students may be in Cambridge at any one time, but it is logical to assume that this will be fewer than the sum of the capacities of the institutions.

4.72 Based on the information provided by institutions, we estimate that around 6,000 of the 15,435 students are on courses that last at least one academic year.

- 4.73 Not all of the students attending these institutions live in Cambridge or require accommodation for the duration of their course. For most of the independent colleges, sixth forms and schools (e.g. Cambridge Regional College), many of their students already live locally, with only those new to the city (or the country) requiring new accommodation. Further, two of the theological colleges did not have any students living in the city; their courses were all distance learning. Finally, 16 institutions were aware of some of their students living outside of Cambridge and commuting in for their courses. Whilst not all institutions knew how many students commuted, those who could estimate suggested that roughly 300 students did so.
- 4.74 From the information provided by most of the institutions, it is possible to estimate the number of students who require some form of accommodation in Cambridge.
- 4.75 Using the information supplied on numbers of students in different types of accommodation arranged or provided by the institution (and any information on how many students make their own arrangements), we estimate that approximately 10,116 students of other educational institutions require accommodation of some form, even if only for a short period of time (Table 11). This is around 65% of the maximum number of students who could attend these institutions. Some of these may be on short courses and the next section of the report analyses where they are accommodated.

Sum of the capacities of other educational institutions in Cambridge	15,435
Students not requiring accommodation: Distance learners	15
Students not requiring accommodation: Commuters	300
Students not requiring accommodation: Other – e.g. living in the parental home, already living in the city prior to starting a course	5,004
Students requiring accommodation in Cambridge	10,116

Table 11: Students requiring accommodation in Cambridge

### Accommodating students

- 4.76 Some institutions accommodate some or all of their students in a way that does not increase the overall pressure on the housing market, by using existing stock efficiently. Institutions achieved this by using existing PBSA owned by other institutions during the holidays (e.g. university accommodation), or by making homestay arrangements for students.
- 4.77 Both summer schools who responded only used university accommodation during the holidays. This means that the existing accommodation for term-time students is being used more effectively and for different student groups. The summer schools accommodate 750 students in university accommodation during the holidays.
- 4.78 Twenty-three institutions accommodate some, or all, of their students in homestay arrangements. Homestays arranged by educational institutions can accommodate 4,390 students per year. Taken together, the homestays and use of university accommodation in the holidays accommodates an estimated 5,140 students in the city.

- 4.79 The majority of the other educational institutions in Cambridge accommodate some, or all, of their students in PBSA either owned or leased by the institution. Eighteen educational institutions in Cambridge own, or long-term lease, some PBSA and this accommodates 2,052 students. Eighteen institutions short-term lease PBSA (including the use of University College accommodation by summer schools) and this accommodates 1,784 students.
- 4.80 Four educational institutions secure accommodation for their students via other means. One has formal nomination agreements with landlords which allows them to nominate students to vacancies; this accommodates up to 15 students. Three institutions have informal arrangements with landlords or private families who regularly provide accommodation but are not homestay arrangements; this accommodates up to 340 students. Combined, these approaches can accommodate 355 students.
- 4.81 Finally, other educational institutions in Cambridge are aware of some students who arrange their own accommodation. Some could not quantify this number (e.g. reporting “a small number”), whilst others were aware of how many students did this. Using the information provided by the institutions, we estimate that 785 students arrange their own accommodation in the city.
- 4.82 Overall, the other educational institutions accommodate (or arrange accommodation for) all but 8% of those students requiring accommodation; 785 students make their own arrangements, independently of the institution (Figure 11).

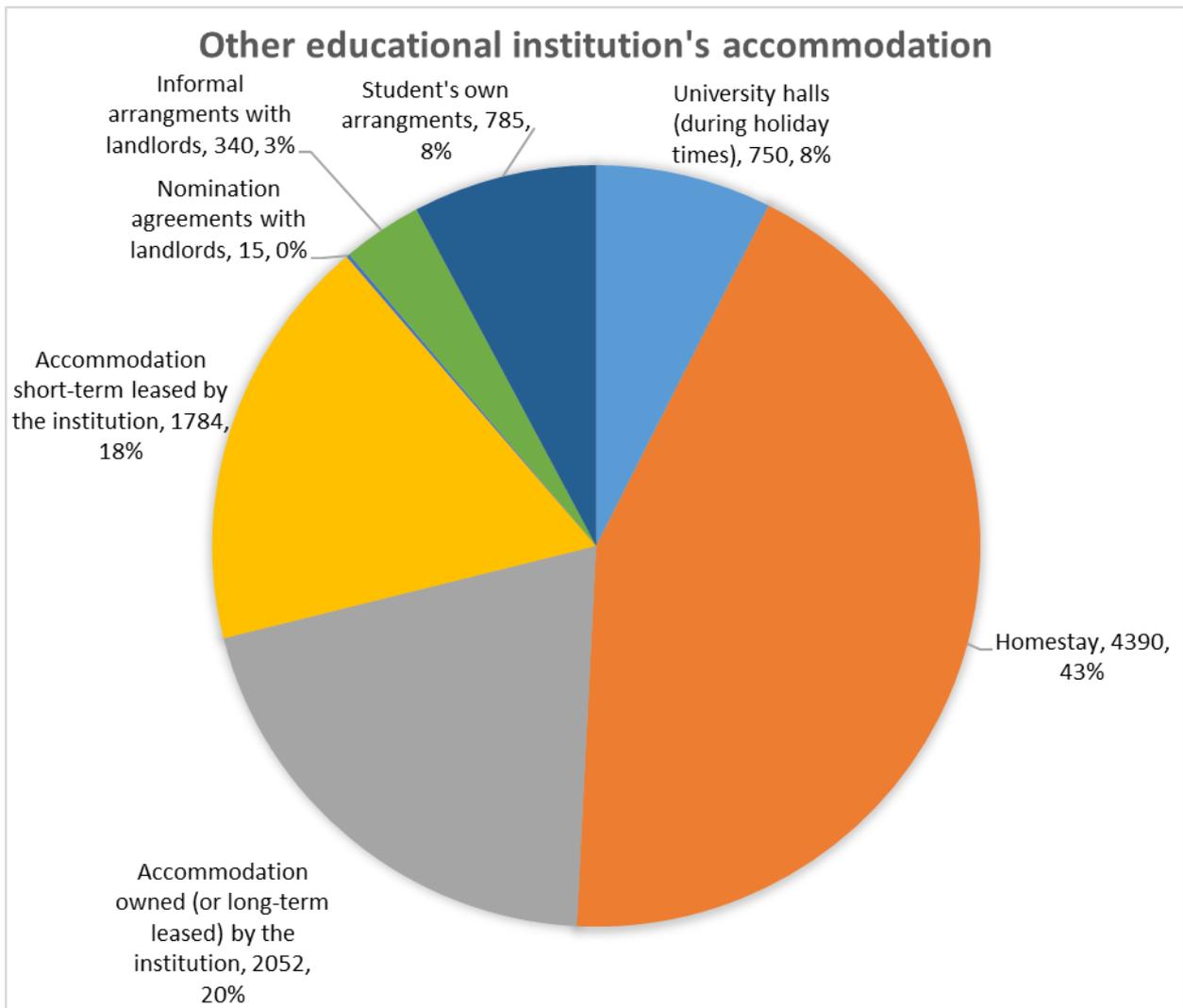


Figure 11: How educational institutions accommodate students

### Future plans of institutions

4.83 The survey asked about future plans for expansion (or decline) (Table 12). The institutions were also asked how their total student accommodation is likely to be provided in five to ten years' time.

4.84 Only 2 institutions expected to reduce their activities in Cambridge over the next five years (1 summer school and 1 language school), with a further 12 institutions expecting to stay the same size.

4.85 Seventeen institutions expected to expand their activities in Cambridge over the next five years. Not all institutions provided details about their expected rate of expansion, and the plans that were given showed wide variations. Expansion plans may be aspirational and not necessarily achieved.

Institution	Expansion rate by course						
	PG	UG	Foundation	A level	GCSE	Language	Other
Wesley House	800%						
Woolf Institute	20%	10%					
CSVPA	5%	5%	5%				
Reach							10%
Regent							5%
Bell			200%				10%
St. Andrews				10%	15%	10%	

Table 12: Other educational institutions' rates of growth by course type

- 4.86 Wesley House plans to increase its postgraduate numbers by 800%. There are currently 12 postgraduates; an 800% increase would lead to 96 additional students and an institutional total of 108 students in five to ten years' time.
- 4.87 Woolf Institute plans to increase the number of postgraduate students by 20% (currently 50 students, so the increase would result in 10 additional students) and the number of undergraduate students by 10% (currently 25, so the increase would result in 3 extra students). Overall, Woolf Institute has 150 students, which would increase to 163 students in five to ten years' time.
- 4.88 Cambridge School of Visual and Performing Arts (CSVPA) intends to increase the number of postgraduates, undergraduates and foundation course students by 5% each. CSVPA currently has 50 undergraduates and 300 students on foundation courses; a 5% increase in both of these would result in an extra 3 undergraduates and 15 foundation students. CSVPA did not provide information on current postgraduate numbers, so this increase cannot be calculated. Based on the information provided, CSVPA has 350 students, which would increase to at least 368 students in five to ten years' time.
- 4.89 Reach intends to increase the number of students on 'other' courses by 10% over the next five to ten years. Reach currently has 180 students on these courses (specified as short courses), which would lead to an additional 18 students. Overall, Reach has 200 students, which would increase to 218 in five to ten years' time.
- 4.90 Regent did not provide data on the number of students on 'other' courses, so the intended increase of 5% cannot be translated to additional student numbers.
- 4.91 Bell intends to increase the number of foundation course students by 200%. There are currently 40 foundation course students, so this increase would result in 80 additional students. Bell did not provide data on the number of students on 'other' courses, so the planned rate of expansion of 10% cannot be equated to student numbers. Overall, Bell has 320 students, increasing to at least 400 students in five to ten years' time.
- 4.92 St. Andrews plans to increase the number of students on A-level courses by 10% (currently 39, so the increase would result in 4 additional students) and GCSE students by 15% (currently 8, so the increase would result in 1 extra student). St. Andrews did not provide information on the current number of students on language

courses, which it intends to increase by 10%. Overall, St. Andrews has 145 students, increasing to at least 150 students in five to ten years' time.

- 4.93 Across these institutions, if future plans for growth are achieved, this could mean at least a further 230 students taking courses in other educational institutions. This does not account for any additional students in the institutions that suggested they would expand but could not quantify by how much.
- 4.94 Wesley House (96 additional students) and Woolf Institute (13 additional students) may accommodate some of these additional students in college, and Reach is a summer school so these students are likely to be accommodated in university accommodation during the holidays.
- 4.95 The additional 103 students associated with the other institutions listed are likely to lead to an increase in demand for student housing in Cambridge.

#### **Future accommodation plans**

- 4.96 One institution (Wesley House) intends to accommodate all of its students in PBSA on its main site.
- 4.97 Two institutions (EC Cambridge and St. Andrews) intend to accommodate all their students in PBSA that they own but that is not on their main site.
- 4.98 Two institutions (Oxford Study Courses and Kaplan International) plan to accommodate their students in PBSA that the institution leases (Oxford Study Courses only use university accommodation during the holidays).
- 4.99 Two institutions (Cambridge Academy of English and Cambridge Centre for Languages) plan to accommodate all their students through arrangements between their institutions and private landlords.
- 4.100 Finally, 1 institution (OISE Cambridge) intends for all of its students to make their own arrangements for accommodation.
- 4.101 The other 11 institutions that provided information on their future accommodation plans intended to accommodate their students via a range of arrangements in five to ten years' time, including: PBSA (or converted) on their main site; PBSA (or converted) on sites elsewhere in the city but owned by the institution; PBSA (or converted) on sites elsewhere in the city but owned by others; increased use of leasing or other similar arrangements with private landlords; and the balance of students continuing to have to find their own accommodation.

## Summary

4.102 Based on the data collected, the following can be summarised:

- All responding institutions were asked for the maximum likely number of students they have on courses at any one time. Simply adding these student numbers together reaches a total of 15,435 students. However, the maximum number of students in Cambridge at any one time will be considerably lower than this as the students are not all in the city at the same time.
- Approximately 6,000 of these 15,435 students are on courses that last at least one academic year.
- Approximately 10,116 of these 15,435 students require accommodation in Cambridge of some form, even if short term.
- Taken together, the homestays and use of halls in the holidays accommodates an estimated 5,140 students.
- Eighteen educational institutions in Cambridge own, or long-term lease, some PBSA, and this accommodates 2,052 students.
- Eighteen institutions short-term lease PBSA and this accommodates 1,784 students.
- Four educational institutions secure accommodation for their students via other means (e.g. informal arrangements with landlords or private families). Combined, these approaches can accommodate 355 students.
- This leaves an estimated 785 students who arrange their own accommodation in the city.
- If future plans for growth are achieved (based only on the institutions that provided sufficient data to make an estimate in Table 12), this could mean at least a further 230 students taking courses in other educational institutions in five to ten years' time who will require accommodation.

4.103 The next section of the report analyses the current level of PBSA and the future potential level. The current and future potential for PBSA is the amount of PBSA that would be needed to accommodate all of the students who are not currently housed by their educational institution or living in existing family housing, and those students generated by the future growth proposals of the institutions.

## 5 Existing and future projections for PBSA

- 5.1 This section analyses the current and future potential level of PBSA in the city. This is the level of PBSA that would be needed to accommodate all of the students who are not currently housed by their educational institution in PBSA or living in existing family housing – that is, to accommodate all of the students who currently had selected ‘Own permanent residence owned or rented by you’ and ‘Other rented accommodation (shared with others on a temporary basis)’ as their current accommodation, and those students generated by the growth plans of the institutions.
- 5.2 It draws mainly on the HESA data for the two universities, with contextual information drawn from the online surveys in Section 3 above.
- 5.3 The two universities have different characteristics, and the research developed estimates for Anglia Ruskin University and the University of Cambridge separately, based on their different student profiles and future growth plans, as outlined below.

### Estimating the level of PBSA

- 5.4 This section provides estimates of the current and future potential level of PBSA in the city (that is, the level of PBSA that would be needed to accommodate all of the students who are not currently housed by their educational institution in PBSA or living in existing family housing), the extent to which this is met by existing ‘street’ housing stock used as shared housing for students, and the extent to which this might be released into the open housing market if more PBSA were available.
- 5.5 This section also provides an estimate for the effect of planned growth in the university sector to 2026: this is primarily potential growth in postgraduate numbers at the University of Cambridge; a smaller potential growth in the University of Cambridge undergraduate numbers; and an overall static position for Anglia Ruskin University.

### The baseline position

- 5.6 The table overleaf (Table 13) repeats the estimate of the baseline position in 2015/16, from Tables 2 and 3, for ease of reference.

Baseline: 2015/16 student accommodation: numbers of students										
		Purpose Built Student Accommodation		Shared existing housing		Existing family housing		No information		Total
		University/College maintained	Private halls	Other rented	Own home	Parental/guardian home	Homestay	Other	Not known	
<b>University of Cambridge</b>	Undergraduate	10745	44	503	226	22		13	262	<b>11815</b>
	Postgraduate (1 year)	2240	59	212	220	68		26	277	<b>3102</b>
	Postgraduate (2+ years)	2890	241	1278	1293	78		105	425	<b>6310</b>
	<b>Subtotal</b>	<b>15875</b>	<b>344</b>	<b>1993</b>	<b>1739</b>	<b>168</b>		<b>144</b>	<b>964</b>	<b>21227</b>
<b>Anglia Ruskin University</b>	Undergraduate	901	435	2090	2195	2091		347	94	<b>8153</b>
	Postgraduate (1 year)	156	50	295	219	131		41	28	<b>920</b>
	Postgraduate (2+ years)	45	18	132	139	45		27	6	<b>412</b>
	<b>Subtotal</b>	<b>1102</b>	<b>503</b>	<b>2517</b>	<b>2553</b>	<b>2267</b>		<b>415</b>	<b>128</b>	<b>9485</b>
<b>Total Universities</b>	Undergraduate	11646	479	2593	2421	2113		360	356	19968
	Postgraduate (1 year)	2396	109	507	439	199		67	305	4022
	Postgraduate (2+ years)	2935	259	1410	1432	123		132	431	6722
	<b>Total Universities</b>	<b>16977</b>	<b>847</b>	<b>4510</b>	<b>4292</b>	<b>2435</b>		<b>559</b>	<b>1092</b>	<b>30712</b>
<b>Non-university institutions</b>		750	3836	355	0	5304	4390	0	785	15420
	<b>Total all institutions</b>	<b>17727</b>	<b>4683</b>	<b>4865</b>	<b>4292</b>	<b>7739</b>	<b>4390</b>	<b>559</b>	<b>1877</b>	<b>46132</b>

Table 13: The baseline position of number of students 2015/16

5.7 The table below (Table 14) shows a summary of the overall student numbers by the four broad categories of accommodation type.

<b>Baseline: 2015/16 student accommodation: numbers of students by broad category of accommodation</b>					
	<b>Purpose Built Student Accommodation</b>	<b>Shared existing housing</b>	<b>Existing family housing</b>	<b>No information</b>	<b>Total</b>
University undergraduate	12125	5014	2113	716	<b>19968</b>
Postgraduate (1 year)	2505	946	199	372	<b>4022</b>
Postgraduate (2+ years)	3194	2842	123	372	<b>6531</b>
<b>Total university</b>	<b>17824</b>	<b>8802</b>	<b>2435</b>	<b>1651</b>	<b>30712</b>
Non-university institutions	4586	355	9694	785	<b>15420</b>
<b>Total all institutions</b>	<b>22410</b>	<b>9157</b>	<b>12129</b>	<b>2436</b>	<b>46132</b>

Table 14: Number of students by accommodation type in Cambridge 2015/16

- 5.8 As noted earlier, students self-select which category of accommodation they consider themselves to be occupying. The table above shows that virtually equal numbers of students in both Anglia Ruskin University and the University of Cambridge had selected 'Own permanent residence owned or rented by you' and 'Other rented accommodation (shared with others on a temporary basis)'.
- 5.9 It appears implausible that over a quarter (27%) of all Anglia Ruskin University students, and a fifth (21%) of University of Cambridge postgraduates on courses of two or more years, either own or rent their own independent accommodation. Although some may do so, it would seem more probable that many are in fact sharing accommodation with others, even if this may be with one or more lodgers in order to share costs.
- 5.10 There are no data to confirm this supposition nor to estimate how many students are actually sharing their 'own accommodation' with others. Given the very different characteristics of students at Anglia Ruskin University and those at the University of Cambridge, different estimates or hypotheses are discussed below for each university.

### **Estimating the current potential provision for PBSA**

- 5.11 The table overleaf (Table 15) summarises the overall position for university student accommodation in the city. The table presents an estimate of the current potential provision for PBSA that, if built, would absorb all students currently living in shared houses in the city (including in this category both 'other rented' and 'own home'). The estimate is calculated by deducting from the total number of students:
- All those already living in PBSA.
  - All those currently living in the parental home.
  - All those for whom there is no information (1,651 students, or 5% of the total 30,712).
- 5.12 This would result in 8,802 bed spaces to be provided in PBSA (Table 15), which would allow the return of all shared houses currently occupied by students to the open market.
- 5.13 The number of houses that might be released is dependent upon the average number of students living in each shared house. If there are 5 students on average in each shared house, then 1,760 houses could be returned to the open market, while if the average number of students in each shared house is 3.5, then 2,515 houses could be returned to the open market.

Two universities: summary of existing accommodation and potential for PBSA										
	Total	Purpose Built Student Accommodation		Estimated number of houses currently shared		Existing family housing		No information		PBSA level
		University / College	Private halls	Other rented	Own home	Parental home and homestay				
Undergraduate	19968	11646	479	2593	2421	2113		360	356	<b>5014</b>
Postgraduate (1 year)	4022	2396	109	507	439	199		67	305	<b>946</b>
Postgraduate (2+ years)	6722	2935	259	1410	1432	123		132	431	<b>2842</b>
<b>Total Universities</b>	<b>30712</b>	<b>16977</b>	<b>847</b>	<b>4510</b>	<b>4292</b>	<b>2435</b>		<b>559</b>	<b>1092</b>	<b>8802</b>

Table 15: Maximum potential level of PBSA provision to address current and future student numbers

5.14 The estimate in the table above is clearly a ‘maximum’ position, which assumes that all students, irrespective of their age, type of course, and personal preferences, would choose to live in PBSA if it were available. It also assumes that the students who self-reported that they live in ‘other rented’ accommodation and their ‘own home’ currently share housing.

5.15 However, the two universities have different characteristics, and the next sections present estimates for Anglia Ruskin University and the University of Cambridge separately.

### Anglia Ruskin University

5.16 Anglia Ruskin University is planning to remain at the same student numbers in Cambridge over the next five to ten years, and does not plan to invest directly in additional PBSA, relying on the private market for any further supply.

5.17 The table below (Table 16) shows the baseline position in 2015/16.

Anglia Ruskin University baseline: 2015/16 student accommodation: numbers of students										
		Purpose Built Student Accommodation		Shared existing housing		Existing family housing		No information		
		University owned	Private halls	Other rented	Own home	Parental home	Homestay	Other	Not known	Own home + shared as % of total
Undergraduate	8153	901	435	2090	2195	2091		347	94	<b>52.56%</b>
Postgraduate (1 year)	920	156	50	295	219	131		41	28	<b>55.87%</b>
Postgraduate (2+ years)	412	45	18	132	139	45		27	6	<b>65.78%</b>
<b>Total</b>	<b>9485</b>	<b>1102</b>	<b>503</b>	<b>2517</b>	<b>2553</b>	<b>2267</b>		<b>415</b>	<b>128</b>	<b>53.45%</b>

Table 16: Anglia Ruskin University number of students 2015/16

5.18 In the case of Anglia Ruskin University, 1,102 undergraduates had selected ‘University maintained’ as their accommodation, whereas Anglia Ruskin University only owns around 700 bed spaces and has nomination rights to a further 484. It seems probable that a number of Anglia Ruskin University undergraduates will be living in private halls, obtained through the student accommodation service but where Anglia Ruskin University does not have formal nomination rights. A number of halls are listed on the Anglia Ruskin University website under the title ‘Our properties are:’, but at least 750 of

these rooms are neither owned nor managed by Anglia Ruskin University. The table assumes that all Anglia Ruskin University undergraduates selecting 'University maintained' are living in PBSA.

- 5.19 The table shows that over half of all Anglia Ruskin University undergraduates, and two thirds of Anglia Ruskin University postgraduates on courses of two or more years, are living either in 'Own permanent residence owned or rented by you' or in 'Other rented accommodation (shared with others on a temporary basis)'.
- 5.20 The table below (Table 17) gives an estimate of the current potential for PBSA that, if built, would absorb all Anglia Ruskin University students currently living in shared houses in the city.

Anglia Ruskin University baseline: 2015/16 student accommodation: numbers of students										
		Purpose Built Student Accommodation		Shared existing housing		Existing family housing		No information		
	Total	University owned	Private halls	Other rented	Own home	Parental home	Homestay	Other	Not known	Current potential for PBSA
	A	B	C	D	E	F	G	H	I	(Column A minus columns
Undergraduate	8153	901	435	2090	2195	2091		347	94	4285
Postgraduate (1 year)	920	156	50	295	219	131		41	28	514
Postgraduate (2+ years)	412	45	18	132	139	45		27	6	271
<b>Total</b>	<b>9485</b>	<b>1102</b>	<b>503</b>	<b>2517</b>	<b>2553</b>	<b>2267</b>		<b>415</b>	<b>128</b>	<b>5070</b>

Table 17: Current potential for PBSA for Anglia Ruskin University

- 5.21 The table shows, assuming that the numbers of students living in the parental home plus those whose accommodation is unknown do not change, that Anglia Ruskin University would need to obtain nomination rights to 5,000 rooms in private halls over the next five to ten years if all students needing PBSA were to be accommodated.
- 5.22 85% of the current potential is for accommodation for undergraduates (presumably in the form of cluster flats), rising to 95% if postgraduates on one-year courses are included.
- 5.23 The table overleaf (Table 18) estimates that this might release between 1,000 and 1,450 existing houses back into the market, depending upon assumptions about the average number of students living in each shared house.

Anglia Ruskin University baseline: 2015/16 student accommodation: numbers of shared houses										
	Total	University/ College owned	Private halls	Other/not known	Parental home	Own home	Shared housing (student numbers)	Shared housing (numbers of houses) @ 5 students per house	Shared housing (numbers of houses) @ 3.5 students per house	Own home + shared as % of total
Undergraduate	8153	901	435	441	2091	2195	2090	857	1224	52.56%
Postgraduate (1 year)	920	156	50	69	131	219	295	103	147	55.87%
Postgraduate (2+ years)	412	45	18	33	45	139	132	54	77	65.78%
<b>Total</b>	<b>9485</b>	<b>1102</b>	<b>503</b>	<b>543</b>	<b>2267</b>	<b>2553</b>	<b>2517</b>	<b>1014</b>	<b>1449</b>	<b>53.45%</b>

Table 18: Estimated number of shared houses occupied by Anglia Ruskin University students

5.24 However, Anglia Ruskin University would continue to be in competition with both the University of Cambridge Colleges and the non-university educational institutions for any new supply of PBSA by commercial providers, and it is not clear that it would be feasible to acquire additional supply on the scale implied by these estimates.

5.25 In addition, the number of students who might not choose, or wish, to live in PBSA needs to be taken into account, particularly given the age profile of Anglia Ruskin University students, as discussed in the next section. There is no guarantee that all students would wish to live in PBSA: many might prefer to live in the relatively independent, and unsupervised, shared housing market.

### The ages of Anglia Ruskin University students: accommodation implications

5.26 Anglia Ruskin University has a significant proportion of full-time undergraduates aged 25 or over on admission to their course, with 1,457 (18%) of all full-time undergraduates aged 25 or more, of whom 845 (10%) were aged 30 or more.

5.27 Similarly, among postgraduates, 810 (61%) of all full-time postgraduates were aged 25 or more on admission to their course, of whom 419 (31%) were aged 30 or more.

5.28 It appears reasonable to assume that undergraduates aged 25 to 29, and postgraduates on one-year courses and aged 25 or more, might be willing to share a house with other similar students, and that undergraduates aged over 30, and postgraduates aged over 25 and on courses of two or more years might choose (and be able to afford) to live independently.

5.29 Many of the undergraduates aged 30 or more may already have partners, and many will also have children. If these households are already living in their own accommodation (probably in the wider Cambridge area, rather than all within the city), then the number of students actually living in 'Own permanent residence owned or rented by you' will be larger than assumed in the baseline tables above (which assumed that all students selecting 'own home' were in reality sharing with others). This would reduce the number of shared houses occupied by students that might be released into the open market if more PBSA became available.

5.30 The table below (Table 19) suggests an estimate of the numbers of older students and their possible housing choices, based on the following assumptions:

- a. That undergraduates aged 25-29 will choose to share a house with others, but with fewer sharers: the estimate assumes 2.5 students per house. The lower sharing rate of 2.5 people per shared property is an estimate based on knowledge of housing preferences, but not on data collected for this study.
- b. That undergraduates aged 30 or more will choose to live in their own self-contained accommodation, without sharing with other students.
- c. That postgraduates on one-year courses will choose to share a house with others, but with fewer sharers: the estimate assumes 2.5 students per house.
- d. That postgraduates on courses of two or more years will choose to live in their own self-contained accommodation, without sharing with other students.

<b>Hypothetical housing choice for 25+ students</b>			
	Own house (number of students)	Shared house (number of students)	Number of shared houses
Undergraduate 25-29		612	245
Undergraduate 30+	845		
Postgraduate (1 year) 25-29		256	102
Postgraduate (1 year) 30+		228	91
Postgraduate (2+ years) 25-29	135		
Postgraduate (2+ years) 30+	191		
<b>Total</b>	<b>1171</b>	<b>1096</b>	<b>438</b>

Table 19: Houses potentially occupied by Anglia Ruskin University students aged 25+

5.31 The table suggests that rather more than 1,000 mature students might prefer to live independently, and that a further 1,000 or so mature students might prefer to share a house with similar students. Assuming that a lower occupancy, averaging 2.5 students per flat or house, would also be preferred, this would result in around 438 shared houses required by mature student sharers.

5.32 This assumption would have the effect of increasing the number of shared houses currently occupied by Anglia Ruskin University students (because the average number of students per property would be less).

5.33 If these assumptions are considered reasonable, then the numbers of PBSA units required to accommodate full-time students under 25 would reduce from 5,070 (the estimated level of PBSA in Table 16) to 2,803 (5,070 less 1,171 in 'own house', less 1,096 remaining in shared houses).

5.34 The numbers of properties that might be released into the open market would also be significantly reduced. 1,171 students would be living in their own homes; 1,096 would be living in 438 shared houses (at 2.5 students per house); and between 560 houses (2,803 students at 5 students per house) and 800 houses (2,803 students at 3.5 students per house) would be returned to the open market, following the construction of the 2,803 rooms in PBSA.

### University of Cambridge

5.35 The table below (Table 20) shows the baseline position in 2015/16 and potential number of shared houses currently occupied by University of Cambridge students.

University of Cambridge: current baseline @ 2015/16									
	Total	University/College owned	Private halls	Other/not known	Parental home	Own home	Shared housing (student numbers)	Shared housing (numbers of houses) @ 5 students per house	Shared housing (numbers of houses) @ 3.5 students per house
Undergraduate	11815	10745	44	275	22	226	503	101	144
Postgraduate (1 year)	3102	2240	59	303	68	220	212	42	61
Postgraduate (2+ years)	6210	2890	241	430	78	1293	1278	256	365
<b>Total</b>	<b>21127</b>	<b>15875</b>	<b>344</b>	<b>1008</b>	<b>168</b>	<b>1739</b>	<b>1993</b>	<b>399</b>	<b>569</b>

Table 20: Estimated number of shared houses occupied by University of Cambridge students

5.36 The table contains a number of key assumptions:

- No allowance has been made for sharing among students selecting 'Own permanent residence owned or rented by you'.
- Students selecting 'Private halls' are assumed to be distinguishing correctly between those owned by Colleges and those owned by commercial providers.
- The numbers selecting 'Other rented accommodation (shared with others on a temporary basis)' are assumed to be arranging their own accommodation, rather than living in shared houses owned by their College.
- Two variants are shown for the degree of sharing that might exist: if it is assumed that on average 5 students share each house, then a total of 399 houses would be required, whereas if only 3.5 students share each house, then the number of houses required would rise to 569.
- It should be noted that these figures are for the numbers of students that had selected 'Other rented accommodation (shared with others on a temporary basis)' only, and do not include any that had selected 'Own permanent residence owned or rented by you'.
- Table 21 (overleaf) estimates the effect of including 'Own permanent residence owned or rented by you' on the overall need for PBSA.

5.37 The proportion of students selecting 'Own permanent residence owned or rented by you' and 'Other rented accommodation (shared with others on a temporary basis)' are:

- Undergraduates 6%.
- Postgraduates on one-year courses 15%.
- Postgraduates on courses of two or more years 41%.

5.38 The table below (Table 21) presents an estimate of the current potential for PBSA that, if built, would absorb all the University of Cambridge students currently living in shared houses in the city (including in this category both 'other rented' and 'own home'). The estimate is calculated by deducting from the total number of students:

- All those already living in PBSA.
- All those currently living in the parental home.
- All those for whom there is no information (1,008 students, or 8.5% of the total 11,815).

5.39 This would result in a requirement for 3,732 bed spaces to be provided in PBSA, which would allow the return of all houses currently occupied by students to the open market.

University of Cambridge: current baseline @ 2015/16								
	Total	University / College owned	Private halls	Other/not known	Parental home	Own home	Shared housing (student numbers)	Current potential for PBSA
Undergraduate	11815	10745	44	275	22	226	503	<b>729</b>
Postgraduate (1 year)	3102	2240	59	303	68	220	212	<b>432</b>
Postgraduate (2+ years)	6210	2890	241	430	78	1293	1278	<b>2571</b>
<b>Total</b>	<b>21127</b>	<b>15875</b>	<b>344</b>	<b>1008</b>	<b>168</b>	<b>1739</b>	<b>1993</b>	<b>3732</b>

Table 21: Current Potential for PBSA for the University of Cambridge

5.40 However, again, the numbers of students selecting 'Own permanent residence owned or rented by you' appears implausibly high. Students at the University of Cambridge are markedly younger than those at Anglia Ruskin University, and it appears unlikely that many are renting or owning their own independent accommodation. The table overleaf (Table 22) shows that the proportion of undergraduates at the University of Cambridge aged 25 or more is negligible compared to Anglia Ruskin University, and that the proportions of postgraduates aged 25 or more is half that of Anglia Ruskin University, while the proportion aged 30 or more is less than one third that of Anglia Ruskin University. The number of postgraduates in each case at the University of

Cambridge is much higher than Anglia Ruskin University, with 4,121 aged 25 or more and 1,239 aged 30 or more.

Full time students: % by age			
		Undergraduate	Postgraduate
ARU	>25	18%	61%
	>30	10%	31%
UoC	>25	1.30%	43%
	>30	0.50%	13%

Table 22: Age profile of students at Anglia Ruskin University and the University of Cambridge

5.41 This suggests that, in the case of the University of Cambridge, a much smaller allowance should be made for students genuinely living in 'Own permanent residence owned or rented by you' than that suggested above for Anglia Ruskin University.

5.42 The table below (Table 23) shows the consequences if an arbitrary estimate is made of the number of students living in their own independent accommodation.

University of Cambridge: current baseline @ 2015/16								
	Total	University / College owned	Private halls	Other/not known	Parental home	Own home	Shared housing (student numbers)	Current potential for PBSA
Undergraduate	11815	10745	44	275	22	100	629	629
Postgraduate (1 year)	3102	2240	59	303	68	100	332	332
Postgraduate (2+ years)	6210	2890	241	430	78	250	2321	2321
<b>Total</b>	<b>21127</b>	<b>15875</b>	<b>344</b>	<b>1008</b>	<b>168</b>	<b>450</b>	<b>3282</b>	<b>3282</b>

Table 23: Potential level of PBSA for the University of Cambridge with assumptions about a reduced level of independent accommodation and a higher proportion of shared housing

5.43 The 450 properties assumed to be owned or rented by students as their own independent homes would reduce the number of PBSA bed spaces required to 3,282, compared to the level of 3,732 in Table 20 above, which included 1,739 students who self-reported that they were living in 'Own permanent residence owned or rented by you'.

- 5.44 Only 20% of this level of PBSA is for undergraduates, where the level of PBSA of 629 rooms would represent an average of 22 rooms for each of the 29 undergraduate Colleges.
- 5.45 80% of the level of PBSA, 2,653 rooms, is for postgraduates. This represents an average of 86 rooms for each of the 31 Colleges with postgraduate students.
- 5.46 If the 3,282 PBSA rooms suggested in Table 23 were to be built, this would allow the return to the open market of between 656 houses at 5 students sharing in each house, and 938 houses at 3.5 students sharing in each house.

### University of Cambridge expansion to 2026

- 5.47 The University's current planning framework envisages an expansion in undergraduate numbers of 0.5% each year for the next ten years, and in postgraduate numbers of 2% per year.
- 5.48 These targets for growth are aspirational, have not been achieved to date, and may not be achieved in the future, but the analysis that follows assumes that the expansion in both undergraduate and postgraduate student numbers does occur.
- 5.49 The table below (Table 24) shows the increase in the numbers of students that would result by 2026 if the University's planned growth was achieved, and if the categories of accommodation in private halls, other/not known, parental home and own home all grew in proportion to their current numbers. The balance of accommodation is then assumed to be provided either in shared housing or in additional PBSA.

University of Cambridge: increase in planned growth numbers to 2026								
	Total	University / College owned	Private halls	Other/not known	Parental home	Own home	Numbers of students in shared houses	Future potential for PBSA
Undergraduate	666	0	2	16	1	13	634	634
Postgraduate (1 year)	755	0	3	17	4	12	719	719
Postgraduate (2+ years)	1636	0	14	24	4	73	1521	1521
<b>Total</b>	<b>3057</b>	<b>0</b>	<b>19</b>	<b>57</b>	<b>9</b>	<b>98</b>	<b>2874</b>	<b>2874</b>

Table 24: Potential level of PBSA for the University of Cambridge with achievement of the planned growth in student numbers

- 5.50 The table suggests that around 3,000 additional student rooms would be required by 2026, if all the increases in numbers in own home and shared housing were to be accommodated in PBSA.
- 5.51 The level of PBSA for undergraduate rooms of 634 would represent an average of 22 rooms for each of the 29 undergraduate Colleges.

- 5.52 The level of rooms for postgraduates is much larger, at 2,240 rooms: an average of 72 rooms for each of the 31 postgraduate Colleges.
- 5.53 The level of PBSA illustrated is crucially dependent upon any University- or College-owned PBSA being competitive in location, quality and price with the non-university accommodation currently occupied by students in the city.
- 5.54 If none of the growth in student numbers to 2026 was accommodated in PBSA, then between 821 existing houses (at 3.5 students per house) and 656 existing houses (at 5 students per house) would be required to be converted to shared houses in order to meet the increased demand for shared housing in the city.

### **Overall current and future potential level of PBSA in university student accommodation**

- 5.55 The table below (Table 25) summarises the current and future potential level of PBSA in student accommodation for the university sector.

<b>Overall potential for PBSA in university student accommodation</b>		
	Potential level of PBSA to house current students @ 2016	Potential additional level of PBSA to house growth in students @ 2026
Anglia Ruskin University	2803	
University of Cambridge	3282	2874
<b>Total</b>	<b>6085</b>	<b>2874</b>

Table 25: Overall level of PBSA in university student accommodation

- 5.56 Table 25 gives an estimated current level of PBSA of 6,085 bed spaces. This is the amount of PBSA that would be needed to accommodate all of the current students who are not housed by their educational institution or living in existing family housing.
- 5.57 Table 25 suggests that a total of 8,959 student rooms would need to be built in PBSA if the current and potential future levels of PBSA in student accommodation are to be met. This is the amount of PBSA that would be needed to accommodate all of the current and likely future students who are not housed by their educational institution or living in existing family housing.
- 5.58 Meeting the current level through PBSA might release between 1,200 houses (based on 5 students per shared house) and 1,700 houses (based on 3.5 students per shared house), currently occupied by students sharing, into the open market.
- 5.59 If PBSA is not available to meet future growth, then by 2026 between 656 (based on 5 students per shared house) and 821 (based on 3.5 students per shared house)

additional existing houses would need to be converted into shared student accommodation in order to meet demand.

- 5.60 As at 31 March 2016, there were 1,281 student bed spaces in the planning pipeline. Once completed, and provided they are occupied by students, this will reduce the current level in PBSA from 6,085 to 4,804, and reduce the future potential level from 8,959 student rooms to 7,678.
- 5.61 These estimates are dependent upon the assumptions spelt out above concerning the numbers of students actually occupying 'Own permanent residence owned or rented by you' and the average numbers of students actually occupying shared houses. The estimates are as robust as possible based on the available data.

## 6 Local authority review

- 6.1 This section discusses the findings from a review of planning policies relating to student housing in other local authorities.
- 6.2 The research conducted a review of the relevant planning policies adopted or proposed by local authorities that experience particular pressure from student numbers, to cover three areas of concern:
- a. How other local planning authorities have dealt with the accommodation needs of different institutions and their students, and whether their policies impose any restrictions on particular institutions or types of accommodation.
  - b. How other local planning authorities are addressing the guidance allowing the provision of student accommodation to be counted towards the housing requirement to the extent that it enables the release of existing housing back into the market.
  - c. How other local planning authorities have formulated any policies for the provision of affordable housing through student housing developments.
- 6.3 The review noted the size of the student population and key housing market indicators (e.g. house prices), to give a context for comparison with Cambridge. It looked at the status of the Local Plan to see the age of relevant policy and when it was adopted. The review searched for specific policy relating to student housing. In many cases, students were largely referred to in policy around HMO, so any HMO policy was also reviewed. The review searched for policy on the release of housing stock and how student housing was dealt with in any affordable housing or planning gain policy.
- 6.4 The findings are detailed in Appendix 3. They are summarised in Table 26 (see end of section). The review did not identify any consistent or robust policies for student housing in the other local authorities. Student housing is rarely tackled directly and often appears as an additional, separate policy or appendix, and is not a core part of the Strategic Housing Market Assessment (SHMA). The next section discusses the findings.

### Discussion of review findings

- 6.5 The review considered how other local planning authorities have dealt with the accommodation needs of different institutions and their students, and whether their policies impose any restrictions on particular institutions or types of accommodation. It was very difficult in most cases to identify clear policies relating to the provision of student housing in any of the local authorities. Student housing is an issue around which policy has not kept pace with change.
- 6.6 The policy approach of some of the London boroughs with high student numbers were considered. There are four central London boroughs where 57% of provision for new student accommodation has been concentrated (Islington, Tower Hamlets, Southwark

- and Camden).<sup>6</sup> However, in some London boroughs (e.g. Haringey) there was no mention of students in policy.
- 6.7 There is uncertainty/confusion over whether student housing is part of the overall need/demand and supply of housing, or whether it is a function ancillary to the provision of education in the university/Higher Education (HE) sector of the economy.
- 6.8 Planning policies clearly vary in their recognition of the university/HE sector as a planning issue. In many cases, the existence of the university/HE sector is barely mentioned, either as a significant land use (typically in the city centre) or as a significant player in the local economy (in Leeds, for example, Leeds University is the third-largest employer, while Leeds Beckett University is the city's fourth-largest employer, but the Core Strategy has no policy directed towards the promotion or development of the sector). In other cases, such as Exeter and Lincoln, the role of the university/HE sector in local economic growth is explicitly recognised and promoted.
- 6.9 The review considered how other local planning authorities are addressing the guidance allowing the provision of student accommodation to be counted towards the housing requirement to the extent that it enables the release of existing housing back into the market. In most cases there was no mention of the release of stock back into the market; where it was mentioned, they had decided not to count it.
- 6.10 There is little evidence that PBSA has resulted in a release of former student-occupied HMO back into the housing market: most planning documents refer to 'relieving pressure' rather than to any substitution effect. In the Cambridge housing market, discussion with Anglia Ruskin University suggests that landlords are withdrawing properties from the student HMO market, refurbishing to higher standards, and re-letting as HMO into the 'professional' market (which may include postgraduate and postdoctoral tenants).
- 6.11 Student accommodation does not fit neatly into planning Use Classes: a purpose-built scheme might be in C2; a house occupied by a student who has two lodgers, or a two-bedroom flat with two students, would be in C3; a house occupied by four students would be in C4; and a house occupied by more than six students would be Sui Generis. We have drafted a matrix (Figure 12, page 72) that summarises where HMO are likely to fit within the Use Classes.
- 6.12 The most common area in which there is mention of student housing is in policy around HMO. Most local authorities have concerns about the impact of greater volumes of HMO and, in particular, concerns about the concentration of HMO in certain areas. Most local authorities want to actively manage the location of new HMO using Article 4 Directions.
- 6.13 There are clear differences in the role played by HMO in local housing markets. In some (Exeter) virtually all HMO are occupied by students, whereas in others (Leeds)

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<sup>6</sup> [https://www.london.gov.uk/sites/default/files/the\\_london\\_plan\\_malp\\_march\\_2016\\_-\\_chapter\\_3\\_-\\_londons\\_people.pdf](https://www.london.gov.uk/sites/default/files/the_london_plan_malp_march_2016_-_chapter_3_-_londons_people.pdf)

HMO play an integral part in providing cheap accommodation within the wider housing market.

- 6.14 As a result, policy towards HMO varies widely, from highly restrictive (Reading), seeking to limit the proportion of HMO at the micro level, to accepting that high concentrations may have permanently altered the character of an area (Leeds) and that further HMO spread within those areas is acceptable. Leeds also operates an innovative policy allowing the conversion of a property from C3 to C4, and then back again, to reflect changing demand within the housing market.
- 6.15 There are related tensions around whether to allow/accept geographic concentrations of students (Leeds) or whether students should be dispersed across the whole residential market (Reading, Bath).
- 6.16 The support for PBSA varies but is generally the preference over the use of HMO in the private rented sector. However, even where PBSA is a favoured solution at the strategic level, restrictive policies at the development control level are common.
- 6.17 There is confusion over whether student accommodation is a subset of social housing (Bristol SHMA), or is a form of 'low cost' housing, or is provided by the market (whether by for-profit or not-for-profit providers).
- 6.18 There is only infrequent reference to postgraduate accommodation, and virtually no reference to postdoctoral accommodation, even though postgraduates are usually identified as the main area of growth in numbers.
- 6.19 The review considered how other local planning authorities have formulated any policies for the provision of affordable housing through student housing developments. It was in most cases unclear whether student housing attracts affordable housing contributions. This is in part because the Use Class Orders for student housing are often unclear. Most authorities in their affordable housing policy do not mention student housing development specifically. Community Infrastructure Levy (CIL) policies also vary. Some do not specifically mention student housing. The highest CIL rate for student accommodation was in Bath and North East Somerset Council, which charges schemes with market rents at £200/m<sup>2</sup> but zero-rates schemes with sub-market rents.
- 6.20 In summary, there appear to be few existing strong, coherent policy options in use by other local authorities that could be adopted by Cambridge City Council.

Planning Use Classes and HMO definitions	
	HMO status
<b>C2 Residential institutions</b> - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.	If shared facilities (such as cluster flats) then probably licensed HMO
<ul style="list-style-type: none"> <li>• <b>C3 Dwellinghouses</b> - this class is formed of 3 parts: <ul style="list-style-type: none"> <li>◦ C3(a) covers use by a single person or a family (a couple whether married or not, a person related to one another with members of the family of one of the couple to be treated as members of the family of the other), an employer and certain domestic employees (such as an au pair, nanny, nurse, governess, servant, chauffeur, gardener, secretary and personal assistant), a carer and the person receiving the care and a foster parent and foster child.</li> <li>◦ C3(b): up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems.</li> <li>◦ C3(c) allows for groups of people (up to six) living together as a single household. This allows for those groupings that do not fall within the C4 HMO definition, but which fell within the previous C3 use class, to be provided for i.e. a small religious community may fall into this section as could a homeowner who is living with a lodger.</li> </ul> </li> <li>• <b>C4 Houses in multiple occupation</b> - small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.</li> </ul>	Resident landlord and up to two other persons who are not part of his or her household: not an HMO
	Not relevant
	Not relevant
	If five or more persons, forming more than one household, and three storeys or more, then licensed HMO, otherwise unlicensed HMO
<b>Sui Generis</b>	
Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: betting offices/shops, pay day loan shops, theatres, larger houses in multiple occupation, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles. Retail warehouse clubs, nightclubs, launderettes, taxi businesses, amusement centres and casinos.	More than six unrelated individuals and no more than two storeys: unlicensed HMO. If three storeys or more, then licensed HMO
Planning Use Classes: <a href="https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use">https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use</a>	
HMO definitions: <a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/15652/HMO_Lic_landlords_guide.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/15652/HMO_Lic_landlords_guide.pdf</a>	

Figure 12: How Use Classes relate to HMO

Table 26: Summary of local authority review

Local Authority	Student housing policy	HMO	Release of stock	Affordable Housing	CIL
Bath and NE Somerset	<ul style="list-style-type: none"> <li>Hold number of HMO at 2011 levels</li> <li>Deliver new on-campus accommodation</li> <li>SHMA assumes to net increase in demand for student accommodation</li> </ul>	<ul style="list-style-type: none"> <li>SPD on HMO</li> <li>Article 4 direction on HMO</li> </ul>	All student accommodation can be included in the housing requirement based on amount of accommodation it releases into market	Unclear whether it is applied to student accommodation	<p>Schemes with market rents - £200/m<sup>2</sup></p> <p>Schemes with submarket rents - Nil</p>
Brighton and Hove	<ul style="list-style-type: none"> <li>Supports new purpose built accommodation</li> <li>Actively manage location of new HMO</li> </ul>	<ul style="list-style-type: none"> <li>Limit on number of HMO concentrated in an area – restriction on new planning permissions</li> <li>Article 4 direction on HMO</li> </ul>	N/A	Unclear whether it is applied to student accommodation	Not yet introduced
Cheshire West and Chester	<ul style="list-style-type: none"> <li>SPD on HMO and student accommodation</li> <li>Prefers purpose-built accommodation to HMO</li> <li>Student Stamp scheme</li> </ul>	<ul style="list-style-type: none"> <li>Limit on number of HMO concentrated in an area – restriction on new planning permissions</li> <li>Article 4 direction on HMO</li> </ul>	N/A	Unclear whether it is applied to student accommodation	No specific reference to student accommodation
Durham County	<ul style="list-style-type: none"> <li>Residential Accommodation Strategy</li> <li>Interim Policy on Student Accommodation</li> </ul>	<ul style="list-style-type: none"> <li>Limit on number of HMO concentrated in an area – restriction on new planning permissions</li> <li>Article 4 direction on HMO</li> </ul>	N/A	Unclear whether it is applied to student accommodation	£150/m <sup>2</sup> in draft charging schedule
Lincoln	<ul style="list-style-type: none"> <li>Supports new purpose built accommodation</li> </ul>	<ul style="list-style-type: none"> <li>Article 4 direction on HMO</li> <li>Producing an SPD on HMO</li> </ul>	N/A	Unclear whether it is applied to student accommodation	No specific reference to student accommodation

Local Authority	Student housing policy	HMO	Release of stock	Affordable Housing	CIL
Exeter	<ul style="list-style-type: none"> <li>75% of student accommodation delivered should be purpose built in sustainable locations</li> </ul>	<ul style="list-style-type: none"> <li>Article 4 direction on HMO</li> </ul>	N/A	Unclear whether it is applied to student accommodation	No specific reference to student accommodation
Nottingham	<ul style="list-style-type: none"> <li>Supports new purpose-built accommodation</li> <li>Allocated sites</li> <li>City Centre and on campus</li> <li>Where it accords with approved SPD</li> </ul>	<ul style="list-style-type: none"> <li>Limit on number of HMO concentrated in an area – restriction on new planning permissions</li> <li>Article 4 direction on HMO</li> </ul>	N/A	Commuted sum required on sites delivering student accommodation	No specific reference to student accommodation
Leeds	<ul style="list-style-type: none"> <li>Supports new purpose-built accommodation with caveats</li> </ul>	<ul style="list-style-type: none"> <li>Article 4 direction on HMO</li> </ul>	N/A	Unclear whether it is applied to student accommodation	No specific reference to student accommodation
Reading	<ul style="list-style-type: none"> <li>No policy on students</li> </ul>	<ul style="list-style-type: none"> <li>Restrictive policy on proportion of HMO</li> <li>Article 4 direction on HMO</li> </ul>	N/A	Unclear whether it is applied to student accommodation	No specific reference to student accommodation
Bristol	<ul style="list-style-type: none"> <li>Supports new purpose built accommodation in appropriate locations</li> <li>No site allocations</li> <li>No growth in student numbers anticipated in SHMA</li> </ul>	<ul style="list-style-type: none"> <li>Article 4 direction on HMO</li> </ul>	N/A	Some units would be covered by affordable housing requirements	£100/m <sup>2</sup>
Camden	<ul style="list-style-type: none"> <li>Expand student housing – target of 160 additional places in student housing per year</li> <li>Student housing – no net loss of two or more self-contained homes</li> </ul>	<ul style="list-style-type: none"> <li>Aim for continued provision, support developments with caveats – no net loss of</li> </ul>	N/A	Applied if development is not robustly secured as student housing	No specific reference to student accommodation

Local Authority	Student housing policy	HMO	Release of stock	Affordable Housing	CIL
	<ul style="list-style-type: none"> <li>Accessible to HE institutions in Camden or neighbouring boroughs</li> </ul>	two or more self-contained homes			
Islington	<ul style="list-style-type: none"> <li>Student housing included in SHMA</li> <li>Developments will make annual payment, 2.4% of rental income, for student bursaries</li> </ul>	<ul style="list-style-type: none"> <li>Mandatory licensing scheme</li> </ul>	N/A	Student housing to fulfil S106 requirements	<p>£400/m<sup>2</sup> for student accommodation</p> <p>£300/£250m<sup>2</sup> for residential dwellings (including C3 and C4).</p>
Southwark	<ul style="list-style-type: none"> <li>Supports new developments that meet the Plan</li> </ul>	<ul style="list-style-type: none"> <li>Supported where it meets local need</li> <li>Article 4 direction on HMO</li> </ul>	N/A	S106 requirements for student housing scheme of 30+ bed spaces or developments over 0.5 hectares	£100/m <sup>2</sup> or restricted rents or avoided if universities are majority land owners

## 7 Policy discussion

- 7.1 The section above discussing the local authority policy review shows that there are few existing policy options in use by other local authorities that could be adopted by Cambridge City Council.
- 7.2 However, the research and review have highlighted some key issues that should be considered in relation to determining a policy for student housing. This section discusses the key policy issues on student housing that need to be considered.

### **The role of education institutions in the local economy**

- 7.3 Education is one of the fundamental drivers of the Cambridge economy, particularly through the contribution made by the two universities, with the result that the support for this sector will include the expansion of existing institutions and the establishment of new ones as an economic priority. This suggests that the provision of student accommodation is a necessary feature of the city's development.
- 7.4 Student accommodation is a form of housing, rather than simply a function ancillary to education provision. Beyond the provision of an adequate number of bed spaces for students, student accommodation presents a broader issue of housing demand and the impact on local services and the local economy.
- 7.5 Student accommodation therefore needs to be adequately assessed as part of the overall planning process and in future revisions of the SHMA, and should be taken into account more transparently as part of the overall assessment of housing need.

### **The increasing diversity of students and their accommodation**

- 7.6 However, what the research has made apparent is that students are very diverse both within and across different institutions, as are their housing needs. There is an undergraduate population of students who reside in Cambridge during term time and who are likely to want some form of institutionally provided accommodation. However, there is a large postgraduate population in Cambridge, some of whom will desire a more 'home-like' form of accommodation. The boundaries between different groups of students, and other sectors of the population such as post-doctoral researchers and contract researchers, are quite blurred in terms of their housing needs and current provision. Even a useful distinction between student accommodation only occupied by students during term time (mainly undergraduate and 14-19 year olds with other providers) and accommodation that is a student's permanent home, even if only for one academic year (mainly postgraduates), is not easy to make.

### **Making efficient use of student accommodation**

- 7.7 There is also a diverse student population using the non-university education institutions in the city. As the research shows, many of these are accommodated in homestays, in existing accommodation facilities such as the University of Cambridge Colleges over the summer, and in some purpose-built accommodation. It is clear that

many of these students are only resident in the city outside of term time (e.g. students at summer schools).

- 7.8 This is an efficient use of existing student accommodation and helps to maintain the affordability of accommodation. It suggests that, if student accommodation is only occupied by a particular group of students during term time, then there should not be any restrictions on its use outside term (e.g. for summer school students, but also for conference delegates or for short-term holiday lettings).

### **The role of S106 and CIL in student accommodation**

- 7.9 Few local authorities identified in the review consider new student accommodation development as a form of housing that requires a proportion to be delivered as affordable housing through S106. The review did raise the issue of whether there is a possible distinction to be made in policy terms between student accommodation provided by a not-for-profit provider and that provided by a for-profit provider (or between a profit-distributing provider and those who do not distribute any profit or surplus). The former could be exempt from or liable for a lower planning gain charge (e.g. through the CIL), and the latter could be liable for a higher planning gain charge. However, this would need to be a distinction based on viability information. Equally, a possible distinction could be made between student accommodation for direct let in the open market to any student (or any single person) and accommodation either directly owned (or leased) or to which an educational institution has nomination rights. Again, a differential planning gain charge could apply. 'Educational institution' could be defined as one registered with the appropriate regulatory body (such as HEFCE for higher education institutions, or the British Council for language schools).

### **The role of commercial providers of student accommodation**

- 7.10 Policy 46 of the emerging Local Plan includes the requirement for student accommodation to meet the identified needs of an existing educational institution providing housing for students on full-time courses of an academic year or more. It expands the existing policy position, which restricts accommodation to the University of Cambridge and Anglia Ruskin University, to include other institutions.
- 7.11 However, the current policy situation has led to problems, primarily in tying the accommodation to particular institutions. This has occurred where new student accommodation is proposed and is in theory for students at Anglia Ruskin University, for example, but is not developed in discussion with Anglia Ruskin University, does not meet the affordability needs of these students, and is subsequently occupied by single people who may not be students or may be students of other institutions.
- 7.12 It seems a sensible policy position to require the proposed accommodation to be tied to a specific educational institution, or a group of institutions, through either a long-term lease or long-term nomination agreement.

- 7.13 The system seems to work well where the details of the development are specified in partnership with an education institution, and is further strengthened where applications are made jointly.
- 7.14 There needs to be a better understanding of the weaknesses of the current system of nomination arrangements, and of the weaknesses of enforcing S106 agreements around use of the accommodation, in order to make recommendations about how these may work better in the future.

### **Meeting the needs of the student population**

- 7.15 The research shows that there is need for student accommodation, but that this sector of the population is diverse, and so new student housing would need to be clearly aimed at a particular type or group of students to demonstrate how it is meeting currently unmet need.
- 7.16 For example, speculatively developed PBSA that is delivered as studio flats is unlikely to be affordable for students studying at Anglia Ruskin University and will not necessarily meet the needs of the collegiate University of Cambridge; meanwhile, the proportion of students at other education institutions living in the private housing market is low. Therefore, it is not obvious from this analysis which sector of the student population such a development would serve. Some of the larger institutions may seek to acquire such developments, but could do so in conjunction with specific nomination rights. Studio flats are likely to also serve the market of postdoctoral researchers, contract researchers and other young professionals, but these are not student households and may have other needs in terms of facilities, such as car parking.

### **The location of student accommodation and its effect on neighbourhoods**

- 7.17 The research and review of other local authorities highlight the policy issues that arise around the location of new student housing. Some local authorities have made the decision that the location of new student housing should be restricted, or constrained to particular areas of the city, rather than its location being solely determined by the market. This is largely enforced through Article 4 Directions and policy about change of use of properties to HMO, often in conjunction with use of a register of HMO. In Cambridge the education institutions are an important part of the local economy but their locations are broadly fixed. A policy that requires new student housing to be located near the education institutions, assuming a walk, cycle or perhaps bus ride, places a geographic boundary around where new student housing is suitable.
- 7.18 One policy option is to decide that the existing concentrations of student accommodation are ones that should be reinforced, as has been the case in some local authorities. The conversion to HMOs is therefore permitted in these areas and resisted in others through Article 4 Directions. Concentration of the student population already occurs within the University of Cambridge Colleges and enables them to provide infrastructure and services. A concentration of students in other areas would enable some degree of management and coherent service provision (e.g. enhanced

waste removal services, 'noisy party' patrols, or by allowing a wider range of ancillary services).

- 7.19 Where students are not accommodated in existing accommodation provided by educational institutions they will need to reside in either PBSA or HMO. There are political decisions to be made about the appropriate relationship between PBSA and the provision of student accommodation in existing housing stock.
- 7.20 If permission for new PBSA went alongside clear nomination agreements with educational institutions, and the agreements could be enforced, then the conversion of properties to HMO could be restricted, if the new developments are shown to be affordably meeting the needs of specific groups of students.
- 7.21 In terms of PBSA there are potential policy decisions around whether there should be a minimum size for PBSA developments (to avoid proliferation) or a maximum size (to avoid overconcentration). There is also the possibility that larger PBSA will be required to have onsite staff, although this raises issues of how any such requirement might be enforced (e.g. through S106).

#### **PBSA and the release of housing stock**

- 7.22 Decisions about the conversion of properties to HMO needs to be strategic and made in awareness of the risk of perverse incentives. For example, some Colleges have acquired properties contiguous to their estates but have not secured permission to convert them to large HMO. As a result, the properties are under-occupied.
- 7.23 The development of PBSA for students would not necessarily result in the release of all existing housing accommodation currently occupied by students back into the market. A small number of houses or flats will be owned by students (or their parents) and this pattern is likely to continue. A significant proportion of undergraduates at Anglia Ruskin University, and postgraduates at both universities, are aged over 25, and many of these are aged over 30: it is probable that many of these would prefer to rent, or possibly buy, their own accommodation in Cambridge.
- 7.24 Any development of PBSA is not guaranteed to release into the open market accommodation currently occupied by students, because there is no guarantee that the properties would not be purchased by private landlords and continue to operate as HMO.
- 7.25 Few mechanisms exist to prevent released property from being bought by an investor and let as an HMO to single professionals (or any other group of single people). As one example of a possible mechanism, the Council may wish to consider whether there is a housing role in acquiring property, possibly in a joint venture vehicle, which would then be let at market rents to single sharers such as contract research staff or other single professionals, thereby offering direct control over standards and allocation.

7.26 The analysis shows that there is a proportion of the student population currently living in the private market. The needs of some could be met by targeted provision of PBSA. The University of Cambridge Colleges would want any PBSA to be located close to their main sites and be specified to meet their individual needs, which may vary by College depending on their student and existing accommodation profile. The needs of some students at Anglia Ruskin University could be met by the development of PBSA that is close to the main site and is affordable to undergraduates and designed to meet their needs (e.g. cluster flats). There is some appetite amongst the non-university education institutions to secure further accommodation for use by their students.

### **Policy considerations**

7.27 The total number of students in the city is over 45,000: 30,000 of these are in the two universities, and 10,000 of these are postgraduate students.

7.28 It is apparent that the number of students in the city is so large, and the universities in particular as well as the wider education sector are so central to the city's economy, that in future assessments of housing need they should be treated as part of the overall housing need profile.

7.29 Future housing need assessments will need to take account of the diversity of the student population and their different housing requirements. For example, for the majority of the 10,000 postgraduate students their accommodation is their year-round home, in most cases for up to four years, whereas postgraduate students on one-year courses are more likely to prefer PBSA.

7.30 Land allocation needs to balance the competing demands of the different groups within the city's overall housing market.

7.31 This report estimates that there is a need for some 6,000 rooms in new PBSA if existing housing stock shared by students is to be returned to the open housing market. There is an issue about the location of any new PBSA. There is a strong case for defining the areas in which new PBSA will be acceptable, rather than allowing speculative developments to become 'pepper potted' across the city. This would enable greater control over issues such as car parking.

7.32 This would not necessarily mean that permission for new HMO should be refused, because so many other groups are reliant on HMO for affordable housing in the city, whether their needs are driven by short-term employment in research and professional roles or by the need for cheaper accommodation. It should also be borne in mind that some students will always prefer to live in shared housing rather than PBSA.

7.33 One way to tackle the issue of planning for new PBSA would be to adopt a sequential test process. If need has been demonstrated and a zone designated for new PBSA, the first test is whether a proposed development is within the zone (and meets other policy requirements in relation to transport, design, etc.). Planning gain charges (e.g.

through S106) could be attached to proposals for any proposed development outside of the designated zone.

- 7.34 For proposed development of PBSA within the zone, the first test is whether it is directly related to a registered educational institution. The next issue to consider is whether it is being developed directly for the institution, and then whether this is for profit or not for profit. If it is being developed by a commercial operator it should be considered whether it is tied to a registered educational institution by a long-term lease or through clear long-term nomination rights. The final option would be that the proposal is being developed speculatively for the open market, in which case it could be considered whether these developments should be subject to planning gain charges (e.g. through S106).
- 7.35 The Council will need to make decisions about the extent to which the current and future student population should be housed in PBSA, rather than in shared housing in ordinary housing stock, and therefore which windfall sites should be granted permission and which sites should be allocated in the future for student housing.

## 8 Appendices

### Appendix 1: Institutions contacted

Type of institution	Name of institution	Information through survey (or phone call)?
FE College	Abbey College Cambridge	Yes, telephone
FE College	Cambridge Seminars College	Yes, telephone
FE College	Bellerbys College Cambridge	Yes, online
FE College	St Andrews College	Yes, online
FE College	Cambridge Regional College	Yes, telephone
Independent sixth form college	Mander Portman Woodward	Yes, online
Independent sixth form college	CATS College Cambridge (Cambridge Education Group)	Yes, online
Independent sixth form college	Cambridge Centre for Sixth Form Studies	Yes, telephone
Language School	Bell Educational Services Ltd	Yes, online
Language School	Cambridge Academy of English	Yes, online
Language School	EC Cambridge	Yes, online
Language School	The New School of English	Yes, online
Language School	Language Studies International, Cambridge	Yes, telephone
Language School	Eurocentres Cambridge	Yes, online
Language School	Kaplan International Colleges Cambridge	Yes, online
Language School	Studio Cambridge English Language Courses	Yes, online
Language School	Stafford House	Yes, online
Language School	ABC Languages Cambridge	Yes, online
Language School	Cambridge Centre for Languages	Yes, online
Language School	Central Language School	Yes, telephone
Language School	EF	No response
Language School	Embassy English Cambridge	Yes, telephone
Language School	Regent Cambridge	Yes, online
Language School	Select English Cambridge	Yes, telephone
Language School	OISE Cambridge	Yes, online
Performing Arts College	Cambridge School of Visual and Performing Arts (Cambridge Education Group)	Yes, online
Performing Arts College	Bodywork	No response
Summer School	Reach Cambridge	Yes, online
Summer School	LITE Regal Education	Yes, online
Theological College	Institute for Orthodox Christian Studies	Yes, telephone
Theological College	Margaret Beaufort Institute of Theology	Yes, telephone
Theological College	Ridley Hall	No response
Theological College	Wesley House	Yes, online
Theological College	Westcott House	Yes, online
Theological College	Westminster College	Yes, online
Theological College	Wolf Institute	Yes, online
Theological College	Eastern Region Ministry Course	Yes, email
Summer School	Oxford & Cambridge Summer Academy	No response
Summer School	Advanced Studies Programme	Yes, telephone
Summer School	St Giles International	No response
Summer School	Oxford Study Courses	Yes, online
University	Anglia Ruskin University	Yes, online

Table 27: Institutions contacted for the research (excluding the University of Cambridge Colleges)

<b>College</b>	<b>Response</b>
Christ's	Yes
Churchill	Yes
Clare	Yes
Clare Hall	Yes
Corpus Christi	Yes
Darwin	Yes
Downing	Yes
Emmanuel	Yes
Fitzwilliam	Yes
Girton	Yes
Gonville and Caius	Yes
Homerton	Yes
Hughes Hall	Yes
Jesus	Yes
King's	Yes
Lucy Cavendish	Yes
Magdalene	Yes
Murray Edwards	Yes
Newnham	Yes
Pembroke	Yes
Peterhouse	Yes
Queens'	Yes
Selwyn	Yes
Sidney Sussex	Yes
St Catharine's	Yes
St Edmund's	Yes
St John's	Yes
Wolfson	Yes
Robinson	No
Trinity	No
Trinity Hall	No

Table 28: University of Cambridge Colleges contacted for the research

## Appendix 2: Online surveys

8.1 This Appendix contains the two online surveys. One was completed by the non-university institutions and Anglia Ruskin University, and one by the University of Cambridge Colleges. It was an online survey and respondents would not have seen every question; filtering in the survey would ensure they only saw relevant questions based on their responses. The online formatting of the survey is not displayed below, but the questions are included for reference.

### Survey completed by Anglia Ruskin University and the non-university institutions

Q1 The City Councils of Cambridge and Oxford have commissioned this survey in order to understand the current numbers, and types, of students requiring accommodation in the two cities, and the plans of institutions for future development or expansion.

Your answers will help the two Councils in their preparation of Local Plans and planning guidance for the future.

The survey has been sent to every educational institution in both cities, and therefore not all the questions will necessarily be relevant to your institution. Please skip these as necessary.

We recognise that not all institutions will collect data on every topic in the survey: some of the questions ask for your best estimate (or guesstimate) where this is possible.

If you have any questions about the survey please contact Dr Gemma Burgess on 01223 764547 or glb36@cam.ac.uk.

Q27 Please confirm the name of your institution or College, its address for correspondence, and its postcode in the boxes below:

Name of institution or College (1)

Address for correspondence (2)

Postcode (3)

Q29 Please give your contact details in the boxes below:

Name (1)

Email (2)

Direct phone number (3)

Q30 Are you part of any of the following?

University of Cambridge (2)

Anglia Ruskin University (3)

University of Oxford (4)

Oxford Brookes University (5)

Other educational institution e.g. language school, independent sixth form college (please specify what type of institution). (6) \_\_\_\_\_

If University of Cambridge Is Selected, Then Skip To End of Block If Anglia Ruskin University Is Selected, Then Skip To End of Block If University of Oxford Is Selected, Then Skip To End of Block If Oxford Brookes University Is Selected, Then Skip To End of Block

Q31 In which year did your institution first begin operations in Cambridge or Oxford? (Please write in the box below.)

Q39 Does your institution impose any restriction on where your students can live during term time?

- Yes (1)  
 No (3)

Display This Question:

If Does your institution impose any restriction on where your students can live during term time? Yes Is Selected

Q40 Please describe the policy on where your students can live during term time.

Q43 Information on students.

The following questions are about the numbers and types of students at your institution.

Q2 What is the maximum number of students likely to be attending your institution or College at any one time during the year, including short courses?

Q42 How many of these students are on courses that run for at least one academic year?

Q3 When are your courses run? Please tick as many as apply.

- During term time (1)  
 During the holiday periods (2)  
 All year round (3)  
 Other (please write in) (4) \_\_\_\_\_

Q14 How many students are attending in any of these categories, and are they full time or part time?

	Full-time students (1)	Part-time students (2)
Postgraduate taught or research courses (1)		
Undergraduate degree or diploma courses (2)		
Foundation year courses (3)		
Preparation for university courses (4)		
'A' level or IB courses (5)		
GCSE or similar courses (6)		
Language courses (7)		
Other (Please specify) (8)		

Q7 What is the general age range of students on the various types of course? Please tick as many age ranges as apply.

	Under 16 (5)	16-18 (4)	18-21 (3)	21-24 (2)	Over 24 (1)
Postgraduate taught or research courses (1)	<input type="checkbox"/>				
Undergraduate degree or diploma courses (2)	<input type="checkbox"/>				
Foundation year courses (3)	<input type="checkbox"/>				
Preparation for university courses (4)	<input type="checkbox"/>				
'A' level or IB courses (5)	<input type="checkbox"/>				
GCSE or similar courses (6)	<input type="checkbox"/>				
Language courses (7)	<input type="checkbox"/>				
Other (Please specify) (8)	<input type="checkbox"/>				

Q23 Do you have any information on how many of your students were residents of the city before becoming a student (and who therefore probably have a family home in the city)?

- Yes, I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some students have their family home in the city (2)
- No, virtually all of our students come to the city from elsewhere (3)
- Don't know (4)

Q5 Do you have any information on how many students are married or have a long-term partner (and therefore might need appropriate accommodation)?

- Yes: I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some are married or have a long term partner (2)
- No, our students are not at that age (3)
- Don't know (4)

Q8 Do you have any information on how many students have a child or children (and therefore might need appropriate accommodation)?

- Yes: I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some do have children (2)
- No, our students are not at that age (3)
- Don't know (4)

Q9 Do you know whether any of your students live outside the city boundary and commute into the city for classes or other educational activities?

- Yes: I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some do commute into town (2)
- No, all our students are accommodated in the city (3)
- Don't know (4)

Q10 Do you know whether any of your students live inside the city boundary but commute elsewhere for classes or other educational activities?

- Yes: I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some do commute outside the city (2)
- No, all our students are educated in the city (3)
- Don't know (4)

Q11 Student accommodation

The next group of questions is about how your students are accommodated.

Q15 How many students are you able to accommodate in purpose-built (or converted) buildings owned (or long-term leased) by your institution?

Q17 How many students are you able to accommodate in purpose-built (or converted) buildings rented (or short-term leased) by your institution?

Q18 Does your institution rent (or short-term lease) ordinary housing stock from private owners to use as student accommodation?

- Yes (4)
- No (5)

If No Is Selected, Then Skip To Do you have any formal nomination agr...

Q34 How many houses and flats does your institution rent to use as student accommodation?

Q35 How many students are accommodated in the houses and flats rented by your institution?

Q19 Do you have any formal nomination agreements with landlords which allow you to nominate students to vacancies?

- Yes (23)
- No (24)

If No Is Selected, Then Skip To Do you have any informal arrangements...

Q36 How many students are accommodated through nomination agreements with landlords?

Q20 Do you have any informal arrangements with landlords or private families who regularly provide accommodation for your students? (Please do not include 'homestay' students, who are counted in the next question.)

- Yes (1)  
 No (2)

If No Is Selected, Then Skip To Do you offer 'homestay' style accommo...

Q37 How many students are accommodated through informal arrangements with landlords or private families?

Q28 Do you offer 'homestay' style accommodation for any of your students?

- Yes (1)  
 No (2)

If No Is Selected, Then Skip To Taking all the above ways of providin...

Q38 How many students are in 'homestay'-style accommodation?

Q4 Taking all the above ways of providing accommodation for your students, how many of these students are accommodated in each of the following types of accommodation?

	Self-contained studio flats (1)	En suite bedrooms (2)	Bedrooms with shared facilities (3)	Shared or dormitory type rooms (4)
Postgraduate taught or research courses (1)				
Undergraduate degree or diploma courses (2)				
Foundation year courses (3)				
Preparation for university courses (4)				
'A' level or IB courses (5)				
GCSE or similar courses (6)				
Language courses (7)				
Other (Please specify) (8)				

Q21 Do you have any other ways in which you provide accommodation for your students?

- Yes (1)
- No, but we have an accommodation service which liaises with letting agents and private landlords (2)
- No: it is up to students to make their own arrangements (3)

Display This Question:

If Do you have any other ways in which you provide accommodation for your students?

Yes Is Selected

Or Do you have any other ways in which you provide accommodation for your students?

Is Selected

Q41 Please describe these arrangements.

Q22 Overall, how many students make their own arrangements to find somewhere to live, even if this is done through your accommodation service?

My best estimate of the number is: (1)

Q13 Development and expansion

The last group of questions is about your institution's plans for future development or expansion.

Q12 Over the next five years (2017-2021), does your institution expect to:

- Expand its activities in the city (1)
- Stay the same size (2)
- Reduce its activities in the city (3)

If Stay the same size Is Selected, Then Skip To Have your plans for the next five yea...If

Reduce its activities in th... Is Selected, Then Skip To Have your plans for the next five yea...

Q26 Over the next five to ten years, what average % annual rate of expansion are you anticipating for any of the following types of courses? Please leave blank if not applicable

	% increase (1)
Postgraduate taught or research courses (1)	
Undergraduate degree or diploma courses (2)	
Foundation year courses (3)	
Preparation for university courses (4)	
'A' level or IB courses (5)	
GCSE or similar courses (6)	
Language courses (7)	
Other (please specify) (8)	

Q24 Have your plans for the next five years been influenced by the outcome of the referendum on EU membership?

- Yes, we are more cautious and have put plans on hold (1)
- Yes, but although things are uncertain, we are continuing with our plans (for the moment) (2)
- Not really - we think that there is a continuing demand for our business (3)
- Actually, we see Brexit as an opportunity for us to expand our business (4)

Q25 In five to ten years' time, what proportion of your total student accommodation do you think will be provided in the following ways:

- \_\_\_\_\_ Purpose built (or converted) on our main site (1)
- \_\_\_\_\_ Purpose built (or converted) on sites elsewhere in the city, but owned by us (2)
- \_\_\_\_\_ Purpose built (or converted) on sites elsewhere in the city, but owned by others (3)
- \_\_\_\_\_ Increased use of leasing or other similar arrangements with private landlords (4)
- \_\_\_\_\_ The balance of students will continue to have to find their own accommodation (5)

Q26 Do you see an increasing or decreasing demand for the following types of accommodation over the next five to ten years?

	Self contained studio flats (1)	Ensuite bedrooms (2)	Bedrooms with shared facilities (3)	Shared or dormitory type rooms (4)
Increasing demand (1)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Same demand as at present (2)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Decreasing demand (3)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q33 Are there any other issues in relation to future developments in your business which you feel would be relevant to this survey? If so, please write your comments in the box below.

Q32 Thank you for completing the survey.

We may contact you if there are further queries on your future plans.

### Survey completed by the University of Cambridge Colleges

Q1 The City Councils of Cambridge and Oxford have commissioned this survey in order to understand the current numbers, and types, of students requiring accommodation in the two cities, and the plans of institutions for future development or expansion.

Your answers will help the two Councils in their preparation of Local Plans and planning guidance for the future. The data may also be shared with the University's Office of Intercollegiate Services.

We recognise that you may not collect data on every topic in the survey: some of the questions ask for your best estimate (or guesstimate) where this is possible.

If you have any questions about the survey please contact Dr Gemma Burgess on 01223 764547 or glb36@cam.ac.uk.

Q27 Please confirm the name of your College:

College (1)

Q29 Please give your contact details in the boxes below:

Name (1)

Email (2)

Direct phone number (3)

Q43 Information on students

We have already collected centrally held data on the number of students at your College. The following are more general questions about your students.

Q23 Do you have any information on how many of your students were residents of the city before becoming a student (and who therefore probably have a family home in the city)?

- Yes, I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some students have their family home in the city (2)
- No, virtually all of our students come to the city from elsewhere (3)
- Don't know (4)

Q5 Do you have any information on how many students are married or have a long-term partner (and therefore might need appropriate accommodation)?

- Yes: I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some are married or have a long term partner (2)
- Don't know (4)

Q8 Do you have any information on how many students have a child or children (and therefore might need appropriate accommodation)?

- Yes: I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some do have children (2)
- Don't know (4)

Q9 Do you know whether any of your students live outside the city boundary and commute into the city for classes or other educational activities?

- Yes: I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some do commute into town (2)
- No, all our students are accommodated in the city (3)
- Don't know (4)

Q10 Do you know whether any of your students live inside the city boundary but commute elsewhere for classes or other educational activities (such as the Mullard Radio Astronomy Observatory or Papworth Hospital)?

- Yes: I estimate that the number is (1) \_\_\_\_\_
- No, but I know that some do commute outside the city (2)
- No, all our students are educated in the city (3)
- Don't know (4)

Q11 Student accommodation

The next group of questions is about how your students are accommodated.

Q15 How many students are you able to accommodate in purpose-built (or converted) buildings owned (or long-term leased) by your College?

Q17 How many students are you able to accommodate in purpose-built (or converted) buildings rented (or short-term leased) by your College?

Q18 Does your College rent (or short-term lease) ordinary housing stock from private owners to use as student accommodation?

- Yes (4)
- No (5)

If No Is Selected, Then Skip To Do you have any formal nomination agr...

Q34 How many houses and flats does your College rent to use as student accommodation?

Q35 How many students are accommodated in the houses and flats rented by your College?

Q19 Do you have any formal nomination agreements with landlords which allow you to nominate students to vacancies?

- Yes (23)
- No (24)

If No Is Selected, Then Skip To Do you have any informal arrangements...

Q36 How many students are accommodated through nomination agreements with landlords?

Q20 Do you have any informal arrangements with landlords or private families who regularly provide accommodation for your students?

- Yes (1)
- No (2)

If No Is Selected, Then Skip To Taking all the above ways of providin...

Q37 How many students are accommodated through informal arrangements with landlords or private families?

Q4 Taking all the above ways of providing accommodation for your students, how many of these students are accommodated in each of the following types of accommodation?

	Self-contained studio flats (1)	En suite bedrooms (2)	Bedrooms with shared facilities (3)
Postgraduate taught or research courses (1)			
Undergraduate degree courses (2)			

Q22 Overall, how many students make their own arrangements to find somewhere to live?  
My best estimate of the number is: (1)

Q13 Development and expansion

The last group of questions is about your College's plans for future development or expansion

Q26 Over the next five to ten years, what average % annual rate of expansion in student numbers are you anticipating for any of the following types of courses? Please leave blank if not applicable

	% increase (1)
Postgraduate taught or research courses (1)	
Undergraduate degree courses (2)	

Q24 Have your plans for the next five years been influenced by the outcome of the referendum on EU membership?

- Yes, we are more cautious and have put plans on hold (1)
- Yes, but although things are uncertain, we are continuing with our plans (for the moment) (2)
- Not really - we think that there will be a continuing demand in the future (3)
- Actually, we see Brexit as an opportunity to expand our provision (4)

Q25 In five to ten years' time, what proportion of your total student accommodation do you think will be provided in the following ways:

- \_\_\_\_\_ Purpose built (or converted) on our main site (1)
- \_\_\_\_\_ Purpose built (or converted) on sites elsewhere in the city, but owned by us (2)
- \_\_\_\_\_ Purpose built (or converted) on sites elsewhere in the city, but owned by others (3)
- \_\_\_\_\_ Increased use of leasing or other similar arrangements with private landlords (4)
- \_\_\_\_\_ The balance of students will continue to have to find their own accommodation (5)

Q26 Do you see an increasing or decreasing demand for the following types of accommodation over the next five to ten years?

	Self-contained studio flats (1)	En suite bedrooms (2)	Bedrooms with shared facilities (3)
Increasing demand (1)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Same demand as at present (2)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Decreasing demand (3)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q33 Are there any other issues in relation to future developments in your College which you feel would be relevant to this survey? If so, please write your comments in the box below.

Q32 Thank you for completing the survey.

We may contact you if there are further queries on your future plans.

## Appendix 3: Local authority review

### Bath and North East Somerset Council

#### Student population

- 8.2 Bath has two universities. The University of Bath has expanded during the last 20 years. For the 2013/14 academic year total enrolment was 15,660, up from 6,776 in 1994/95. The number of students enrolled at Bath Spa University has also been increasing. For the 2012/13 academic year there were a total of 7,865 students. Of these, 5,930 (75%) were studying on full-time courses. The long-term compound annual growth rate has been about 6%, but for the last 5 years it has been 1% and for the last 3 years -3.7%.<sup>7</sup>
- 8.3 Not all students that are enrolled are present and living within the city during term time. Further, of those that are present, not all are in need of managed or other shared accommodation. Out of a total dwelling stock of 39,000 in 2011, it is estimated that 2,833 were occupied as student HMO (7%), housing about 11,300 students.<sup>8</sup>

#### Housing market

- 8.4 To put the current housing market in context, last year most property sales in Bath involved flats, which sold for on average £330,554. Terraced properties sold for an average price of £439,375, while semi-detached properties fetched £415,774. During the last year, sold prices in Bath were 12% up on the previous year and 22% up on 2013 when the average house price was £347,915.<sup>9</sup>

#### Local Plan

- 8.5 The Local Plan was adopted on 18 October 2007.<sup>10</sup> The Core Strategy for Bath and North East Somerset Council was formally adopted by the Council on 10 July 2014. It now forms part of the Development Plan for the District (see below) and will be used in the determination of all planning applications submitted to the Council alongside policies in the Joint Waste Core Strategy (2011) and those saved policies in the Local Plan (2007) not replaced by the Core Strategy.

#### Policy on student housing

- 8.6 In terms of published policy on student housing, the long-term planning strategy is to hold the number of HMO at 2011 levels and increase the overall housing stock of the city to 46,000 by 2029. That will mean student HMO will account for 6% of the stock, a small net reduction.<sup>11</sup> The universities' housing needs are forecast to grow by 3,200 by

<sup>7</sup> [http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/cil\\_student\\_numbers\\_and\\_accommodation.pdf](http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/cil_student_numbers_and_accommodation.pdf)

<sup>8</sup> Bath and North East Somerset Local Plan - Student Numbers and Accommodation Requirements 2011-2029 (Part of the Strategic Housing Market Assessment) August 2014

<sup>9</sup> <http://www.rightmove.co.uk/house-prices/Bath.html>

<sup>10</sup> <http://www.bathnes.gov.uk/services/planning-and-building-control/planning-policy/local-plan>

<sup>11</sup> [http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/cil\\_student\\_numbers\\_and\\_accommodation.pdf](http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/cil_student_numbers_and_accommodation.pdf)

2021 and stabilise thereafter to 2029. To keep the number of HMO at 2011 levels, new dedicated accommodation will need to be provided. The strategy is to achieve this mainly on campus, with supplementary off-campus provision being allowed where appropriate. The strategy is not to reduce the actual number of HMO, because of the consequences for land supply for other uses. The majority of undergraduates 'demand' an HMO living experience after their first year of study. There is therefore only so much 'institutional' accommodation (public or private, on- or off-campus) that will be demanded/consumed – if HMO are available.

- 8.7 The specific policy is: in Core Strategy Extracts Policy B1(7a) to “Enable the provision of additional on-campus student bed spaces at the University of Bath and at Bath Spa University, and new off-campus student accommodation subject to policy B5, thereby facilitating growth in the overall number of students whilst avoiding growth of the student lettings market”.
- 8.8 Policy B5 re. Off-Campus Student Accommodation states that “Proposals for off-campus student accommodation will be refused within the Central Area, the Enterprise Area and on MoD land where this would adversely affect the realisation of other aspects of the vision and spatial strategy for the city in relation to housing and economic development”.<sup>12</sup>

## HMOs

- 8.9 There appear to be no further specific restrictions on student housing. However, the Council has decided to use its rights to exert greater planning controls in relation to HMO in Bath.<sup>13</sup>
- 8.10 The Houses in Multiple Occupation in Bath Supplementary Planning Document (SPD) sets out Bath and North East Somerset Council’s approach to the distribution and dispersal of HMO. This followed the Council’s implementation of an Article 4 Direction in relation to Houses of Multiple Occupation in the City of Bath.
- 8.11 There are more than 3,000 known HMO in the district, most of which are in Bath. The SPD is aimed at facilitating a sustainable community in Bath by encouraging a wide variety of households in all areas. It also seeks to improve the standard, safety and management of HMO across the district. Planning permission is likely to be refused in neighbourhoods with over 25% of the existing housing stock in use as HMO.
- 8.12 Some HMO with shared facilities must also be licensed; this is to ensure that minimum standards of safety, welfare and management are maintained. Landlords and managers of HMO across Bath and North East Somerset may need to apply for a mandatory licence, whilst those in Bath may also need to apply for an additional licence.

<sup>12</sup> [http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/cil\\_student\\_numbers\\_and\\_accommodation.pdf](http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/cil_student_numbers_and_accommodation.pdf)

<sup>13</sup> <http://www.bathnes.gov.uk/services/planning-and-building-control/planning-policy/houses-multiple-occupation-bath-article-4-dir>

### Approach to release of stock

- 8.13 The Council has considered that all student accommodation can be included in the housing requirement based on the amount of accommodation it releases in the housing market.<sup>14</sup> The Draft SHMA Update 2013 had not included students at all in the projections, but the Addendums do include a student population within the projections, the size of which is assumed to remain constant (Addendum 1a, paragraph 14). This assumption is based on the Council's conclusions from its Student Numbers and Accommodation Requirements Evidence Base July 2013 (published with BNES/43). This updated a similar paper from 2010 (CD6/D1). The 2013 paper draws on the advice provided to the Council by the two universities within the district – Bath University and Bath Spa University – regarding their future plans for students and accommodation (ibid.).
- 8.14 Bath University's known plans do not extend over the full plan period, but project either 1% or 3% growth for part of the period. It is continuing to plan for additional accommodation on the campus. Bath Spa University is assuming no future growth in students, but plans to add a further 600 beds on campus. Overall, the Council concludes that if Bath Spa does not expand and Bath University grows by only 1% per annum, and all the accommodation plans are realised, then students should not add to housing pressures over the plan period, and between 250 and 575 HMO could be released from student use and returned to the general housing market. However, it has not relied on any such releases as a contribution to supply. The assumption underpinning this element of the SHMA of no net increase in demand from students on the general housing market is a crucial one (ibid.).

### Planning gain policy – S106/CIL

- 8.15 The Community Infrastructure Levy rates for student accommodation are as follows:
- Schemes with market rents                    £200/m<sup>2</sup>
  - Schemes with submarket rents (student accommodation units which are to be let at a rent which is no more than 80% of the local market rent (including any service charges) to be set in Section 106 planning agreement    Nil<sup>15</sup>
- 8.16 It is not clear if affordable housing contributions are sought for student accommodation. The published SPD only mentions the size of sites and their contribution, not the type of development.

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<sup>14</sup> See Appendix 2 Paragraphs 54-65 of the Core Strategy Inspector's Report.

[http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/cil\\_student\\_numbers\\_and\\_accommodation.pdf](http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/cil_student_numbers_and_accommodation.pdf)

<sup>15</sup> [http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/bnes\\_charging\\_schedule.pdf](http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/CIL/bnes_charging_schedule.pdf)

[http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/SPDs/planning\\_obligations\\_spd.pdf](http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/SPDs/planning_obligations_spd.pdf)

8.17 Large sites – Affordable housing will be required as on-site provision in developments of 10 dwellings or 0.5 hectare and above (the lower threshold applies). The following percentage targets will be sought:

- 40% in Prime Bath, Bath North and East, Bath Rural Hinterland.
- 30% in Bath North and West, Bath South, Keynsham and Saltford, Midsomer Norton, Westfield, Radstock, Peasedown St John, Paulton and Chew Valley. This is on a grant free basis with the presumption that on site provision is expected.

8.18 Small sites – Residential developments on small sites from 5 to 9 dwellings or from 0.25 up to 0.49 hectare (the lower threshold applies) should provide either on-site provision or an appropriate financial contribution towards the provision of affordable housing with commuted sum calculations. The target level of affordable housing for these small sites will be 20% for AH area 1 and 15% for AH area 2, half that of large sites, in order to encourage delivery.

## Brighton and Hove City Council

### Student population

- 8.19 There are approximately 35,200 students at the Universities of Brighton and Sussex, which includes 4,000 students from non-EU countries. Many students also attend other educational establishments, such as City College, the language schools and Brighton Institute of Modern Music.<sup>16</sup>
- 8.20 Brighton and Hove City Council's 'Student Housing Strategy 2009-2014' identified a number of key issues associated with the large student population that need to be addressed in partnership with the city's two universities, other educational establishments, students, landlords and developers. The Strategy sets out several objectives, one of which is to promote and enable the appropriate development of PBSA at suitable locations within the city.

### Housing market

- 8.21 To put the current housing market in context, last year most property sales in Brighton involved flats, which sold for on average £268,402. Terraced properties sold for an average price of £456,265, while semi-detached properties fetched £389,410. During the last year, sold prices in Brighton were 9% up on the previous year and 27% up on 2013 when the average house price was £291,736.<sup>17</sup>
- 8.22 As stated in the City Plan Part One (March 2016, page 219, paragraph 4.218), in the period 1997–2007 average house prices in Brighton and Hove almost tripled. Although there has been some decrease in house prices since their peak in 2007, prices remain relatively high in relation to local incomes. 2012 house price data suggests that a 1-bedroom flat would be unaffordable to those households with average household incomes. To purchase an average-priced 1-bedroom flat in the city would require an annual household income of around £40,000. To purchase an average-priced 3-bedroom house would require a household income of approximately £72,500.

### Local Plan

- 8.23 The City Plan Part One was adopted March 2016; the Brighton and Hove Local Plan was adopted 2005.<sup>18</sup>

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<sup>16</sup> [http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/FINAL%20version%20cityplan%20March%202016compreswith%20forward\\_0.pdf](http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/FINAL%20version%20cityplan%20March%202016compreswith%20forward_0.pdf)

<sup>17</sup> <http://www.rightmove.co.uk/house-prices/Brighton.html>

<sup>18</sup> <http://www.brighton-hove.gov.uk/content/planning/planning-policy/development-plans>

### Policy on student housing

- 8.24 As stated in the City Plan Part One: CP21 Student Housing and HMO (March 2016, page 223, Restrictions on student housing), to meet increasing accommodation demands from students and to create mixed, healthy and inclusive communities, the Council will support the provision of additional purpose-built accommodation and actively manage the location of new HMO.
- 8.25 Proposals for new PBSA will need to demonstrate that the following criteria have been addressed:
- a. Proposals should demonstrate that there will be no unacceptable impact upon residential amenity in the surrounding area through issues such as increased noise and disturbance.
  - b. High-density developments will be encouraged but only in locations where they are compatible with the existing townscape (see CP12 Urban Design).
  - c. Sites should be located along sustainable transport corridors where accommodation is easily accessible to the university campuses or other educational establishments by walking, cycling and existing or proposed bus routes.
  - d. Proposals should demonstrate that they would not lead to an unacceptable increase in on-street parking in the surrounding area.
  - e. Proposals should be designed to be safe and secure for their occupants whilst respecting the character and permeability of the surrounding area.
  - f. Schemes should demonstrate that they have entered into a formal agreement with one of the city's two universities or other existing educational establishments within Brighton and Hove. The Council will seek appropriate controls to ensure that approved schemes are occupied solely as student accommodation and managed effectively.
  - g. Permanent PBSA will not be supported on sites allocated for housing or with either an extant planning permission for residential development or sites identified as potential housing sites.
- 8.26 4.230 of the City Plan Part One states that in recent years the City Council has received an increasing number of speculative enquiries from developers regarding PBSA. Assessing proposals for new purpose-built accommodation against the above criteria will ensure that schemes are developed to a high standard and in appropriate locations that meet council, residents', students' and educational institutions' priorities.

### HMO

- 8.27 In order to support mixed and balanced communities and to ensure that a range of housing needs continue to be accommodated throughout the city, applications for new-build HMO, and applications for the change of use to a Class C4 (HMO) use, a

mixed C3/C4 use or to a sui generis HMO use (more than six people sharing) will not be permitted where more than 10% of dwellings within a radius of 50m of the application site are already in use as Class C4, mixed C3/C4 or other types of HMO in a sui generis use.

- 8.28 In 2010 a new C4 use class for HMO was created. The Council already had concerns about the overconcentration of HMO in certain parts of Brighton and Hove, as expressed through the Student Housing Strategy, and felt that these areas had the exceptional circumstances necessary to warrant an Article 4 Direction. An Article 4 Direction was subsequently made, meaning that planning permission is required for changes of use to small HMO (C4) uses in five of the city's electoral wards.
- 8.29 This policy will be used to control future changes of use to small (C4), mixed C3/C4 uses and large (sui generis) HMO to address the potential impact of concentrations of HMO upon their surroundings and to ensure that healthy and inclusive communities are maintained across the city.
- 8.30 To aid implementation of this policy, the Council will maintain a database of properties in HMO use. It will include properties in small HMO (C4) use, mixed C3/C4 uses and larger, sui generis HMO uses. The database will use a variety of information sources including planning records, details of HMO licensed by the Council and those properties identified as student housing through Council Tax records (City Plan Part One, page 226, paragraphs 4.234-4.236).

#### **Approach to release of stock**

- 8.31 There is no mention of any policy regarding the release of stock back into the general market.

#### **Planning gain policy – S106/CIL**

- 8.32 Currently, there is no timetable for the City Council to introduce CIL.
- 8.33 It is not clear if affordable housing contributions are sought for student accommodation. The published Plan only mentions the size of sites and their contribution, not the type of development.
- 8.34 Drawing on the findings of the council's most recent Affordable Housing Development Viability Study and taking account of a number of considerations (for example, the city's housing land supply, housing market trends, local needs and affordability, together with wider planning obligations), the Council will aim to achieve onsite provision of affordable housing on all suitable larger development sites (40% on sites of 15 units or more and, where practicable, 30% on sites of between 10 and 14 units) and a financial contribution equivalent to a lower target quota of 20% on smaller development sites of between 5 and 9 units (City Plan Part One, page 22, paragraph 4.222).

## Cheshire West and Chester Council

### Student population

8.35 Chester has a population of 120,622, of which 17,000 are students.

### Housing market

8.36 To put the current housing market in context, last year, most residential property sales were for terraced properties, which sold for an average of £177,809, while semi-detached properties sold for an average of £209,561 and detached properties fetched £350,669. House prices have been similar for the past two years, but are 6% higher than in 2013.<sup>19</sup>

### Local Plan

8.37 The Local Plan Part One was adopted on 29 January 2015.<sup>20</sup> Two draft Supplementary Planning Documents (SPDs) were produced on Travel Planning Guidance and Houses in Multiple Occupation and Student Accommodation; comments on these were invited between November 2015 and January 2016 and they were amended to incorporate the comments received. Both SPDs were adopted by the Council and are now material considerations in decisions on planning applications.

### Policy on student housing

8.38 As stated in the Chester City Local Plan (2006, policy HO17), the Council deems that PBSA would be a more acceptable means of providing accommodation for students than the conversion of existing dwellings (or HMO).

8.39 The SPD Houses in Multiple Occupation and Student Accommodation (April 2016)<sup>21</sup> outlines the criteria that proposals for new PBSA would need to address:

- a. Development will be restricted to locations within the existing built-up urban area and the use of previously developed land or buildings will be supported.
- b. Development must be within reasonable walking distance of university/college campuses or in other locations with good accessibility by cycle routes or public transport.
- c. The layout, appearance, scale, height and massing of new development must respect its setting and not unacceptably harm the character of the surrounding area.
- d. Development must not unacceptably harm the amenity of surrounding residents, taking into account cumulative impacts when considered with existing or planned student housing provision in the locality.

<sup>19</sup> <http://www.rightmove.co.uk/house-prices/Chester.html>

<sup>20</sup> [http://www.cheshirewestandchester.gov.uk/your\\_council/policies\\_and\\_performance/council\\_plans\\_and\\_strategies/planning\\_policy/local\\_plan.aspx](http://www.cheshirewestandchester.gov.uk/your_council/policies_and_performance/council_plans_and_strategies/planning_policy/local_plan.aspx)

<sup>21</sup> <http://consult.cheshirewestandchester.gov.uk/file/3934141>

- e. It must be demonstrated through an appropriate management plan that any potential negative impacts arising from the occupation of the development on the surrounding area can be acceptably mitigated, and that a positive and safe living environment for students and residents in the surrounding area can be created.
- f. Development must reflect high-quality architectural design and sustainable construction.

8.40 The SPD Houses in Multiple Occupation and Student Accommodation (April 2016) further outlines the 'student stamp scheme' for existing student accommodation. Under this scheme, the Council inspects the existing property and accredits the property as suitable for advertisement on the University Student Accommodation List; this reassures prospective tenants that the property meets the required standards and landlords can advertise their property via the University.

### **HMO**

- 8.41 To support balanced communities, and encourage the accommodation of students in specialist properties, planning permission will be required in specific areas to change the use of a dwelling to a HMO. Planning permission will not usually be granted for a new HMO in areas where more than 15% of residential properties are already HMO. The area where Article 4 applies already has the highest concentration of HMO due to its proximity to the University.
- 8.42 The Chester City Local Plan (2006) highlights that planning permission to convert the use of a property to a HMO will be refused if the additional HMO would negatively affect the local environment. Further, the new HMO would need to meet minimum size criteria, have the support of the University to house students and not lead to a loss of family dwellings in the area.

### **Approach to release of stock**

- 8.43 There is no mention of any policy regarding the release of stock back into the general market.

### **Planning gain policy – S106/CIL**

- 8.44 Cheshire West and Chester Council submitted a CIL Draft Charging Schedule to the Planning Inspectorate on 30 September 2016.<sup>22</sup> The document does not refer to student housing specifically; however, residential developments in the Chester and rural area zone 1 would have a CIL rate of £110/m<sup>2</sup> (zone 2 would be £0).

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<sup>22</sup> <http://consult.cheshirewestandchester.gov.uk/portal/other/cil>

## Durham County Council

### Student population

8.45 The University outlined, as part of its Residential Accommodation Strategy (2012),<sup>23</sup> its aim to increase student numbers in the city by 13% to 2020; an increase to 15,300 students in Durham City (as opposed to its Stockton-on-Tees campus). At 2014/15 levels, the University had 13,482 students based in the city, of which 6,392 were in University-controlled accommodation.

### Housing market

8.46 To put the current housing market in context, last year most property sales in Durham were semi-detached properties, selling for an average of £144,739. Terraced properties sold for an average of £144,555 and detached properties for an average of £274,234. Over the past year, house prices were 5% less than the previous year, at a similar level to 2006.<sup>24</sup>

8.47 The County Durham Issues and Options Strategic Housing Market Assessment (2016)<sup>25</sup> noted the high rental demand, particularly in Durham City, attributed to the competitive student rental market. This has an impact on the housing market more generally, as the “demand for student accommodation is a key housing market driver in Durham City” (page 82). Stakeholders considered that more PBSA was needed to meet the demand. At present, Council Tax data indicated that there are 1,763 student properties in County Durham, with over 80% in Durham City.

### Local Plan

8.48 The County Durham Plan is in the consultation phase; it has not yet been approved at Inspection.<sup>26</sup> The City of Durham Local Plan was adopted in May 2004 and updated in 2007.<sup>27</sup>

### Policy on student housing

8.49 The Council’s policy on student housing is set out in its Interim Policy on Student Accommodation, which covers HMO, student accommodation and PBSA.<sup>28</sup> With regards to PBSA, any proposals for new (or changes to existing) buildings have to address the following:

- a. That there is a need for additional student accommodation.

<sup>23</sup> <https://www.dur.ac.uk/estates/planning/>

<sup>24</sup> <http://www.rightmove.co.uk/house-prices/Durham.html>

<sup>25</sup> <http://durhamcc-consult.limehouse.co.uk/file/4013288>

<sup>26</sup> <http://www.durham.gov.uk/article/7440/About-the-County-Durham-Plan>

<sup>27</sup> <http://www.durham.gov.uk/article/7215/Durham-City-Local-Plan>

<sup>28</sup> [http://www.durham.gov.uk/media/10613/Interim-Policy-on-Student-Accommodation/pdf/Interim\\_Policy\\_on\\_Student\\_Accommodation.pdf](http://www.durham.gov.uk/media/10613/Interim-Policy-on-Student-Accommodation/pdf/Interim_Policy_on_Student_Accommodation.pdf)

- b. It would not result in a significant negative impact on retail, employment, leisure, tourism or housing use or would support the Council's regeneration objectives.
- c. Consultation with the relevant education provider.

### **HMOs**

8.50 To address imbalances of residential and HMO properties in some areas, the Council has decided to make an Article 4 Direction to require planning permission for changing the use of a property to a HMO; this came into force in September 2016.<sup>29</sup> A balance threshold of 10% of residential properties being HMO or student accommodation is being used in planning decisions.

### **Approach to release of stock**

8.51 There is no identified policy regarding the release of stock back into the general market.

### **Planning gain policy – S106/CIL**

8.52 The City of Durham Local Plan outlines the approach to affordable housing under S106. Prospective developers for sites of 25 or more dwellings over 1.0ha are “expected to enter discussions with the Council to provide a fair and reasonable proportion of affordable dwellings” (page 76). The proportion of affordable housing is not fixed, varying according to local needs and constraints.

8.53 In 2013 a draft CIL rate of £150/m<sup>2</sup> for student accommodation was proposed.<sup>30</sup> This remained in the Draft Charging Schedule in September 2016.

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<sup>29</sup> <http://www.durham.gov.uk/article/2499/Multiple-occupancy-homes>

<sup>30</sup> <http://content.durham.gov.uk/PDFRepository/CILInfrastructureLevyRationaleandDraftChargingScheduleOct2013.pdf>

## City of Lincoln

### Student population

8.54 The total number of students on campus at the University of Lincoln was 12,883, 2014/15 and the University has seen year-on-year growth in numbers. Bishop Grosseteste University in Lincoln has around a further 2,000 students.

### Housing market

8.55 To put the current housing market in context, the majority of sales in Lincoln during the last year were terraced properties, selling for an average price of £135,427. Semi-detached properties sold for an average of £152,204, with detached properties fetching £218,478. Overall sold prices in Lincoln over the last year were 4% up on the previous year and 13% up on the 2007 level of £143,740.<sup>31</sup>

### Local Plan

8.56 The City of Lincoln Local Plan was adopted in 1998. The Central Lincolnshire Local Plan will progressively replace the Local Plans of the City of Lincoln, West Lindsey, and North Kesteven District Councils. The Central Lincolnshire Local Plan was submitted to the Secretary of State on 29 June 2016.

### Policy on student housing

8.57 The Council is supportive of the development of new PBSA. In Policy LP32: Lincoln's universities and colleges of the Further Draft Local Plan 2015,<sup>32</sup> the Council states that, in principle, development proposals will be supported where they support the ongoing development of higher and further education establishments in the City, provided that these are well integrated with and contribute positively to their surroundings. University/College-related development proposals will be supported in principle if the development would facilitate their continued growth and assist in maximising the economic benefits the Universities/Colleges bring to Central Lincolnshire.

### HMOs

8.58 The City of Lincoln Council has made an Article 4 Direction to remove permitted development rights relating to HMO. From 1 March 2016 planning permission will be required for development comprising a change of use from a traditional dwelling house (Use Class C3) to a HMO for between 3 and 6 unrelated people (Use Class C4). A HMO Supplementary Planning Document (SPD) will outline how the Council intends to implement the Article 4 Direction and manage the development of HMOs by setting out criteria that will be used in the determination of any planning application for the development of these properties within the city's administrative boundary.

<sup>31</sup> <http://www.rightmove.co.uk/house-prices/Lincoln.html>

<sup>32</sup> [http://central-lincs.objective.co.uk/events/27004/3545480\\_accessible.pdf](http://central-lincs.objective.co.uk/events/27004/3545480_accessible.pdf)

8.59 The Further Draft Local Plan states that the needs of those requiring subdivided or multi-occupancy living can also be met through the development of purpose-built accommodation, which increases choice for those people and eases the pressure on existing residential areas. Therefore, purpose-built accommodation that helps to meet this identified need will be encouraged in appropriate locations.

#### **Approach to release of stock**

8.60 There is no mention of any policy regarding the release of stock back into the general market.

#### **Planning gain policy – S106/CIL**

8.61 In the Further Draft Local Plan it states that affordable housing will be sought on all qualifying housing development sites of 3 dwellings or more. However, it is not clear whether affordable housing contributions are sought on development of student accommodation. The Community Infrastructure Levy Preliminary Draft Charging Schedule proposes a charging rate in Zone 1 Lincoln on residential development of £30/m<sup>2</sup> for houses, zero on flats. It does not specifically mention student housing.

## Exeter City Council

### Student population

8.62 The University of Exeter had 21,273 students in 2014. Exeter College tertiary college, which provides some university-level courses, had around 10,000 students.

### Housing market

8.63 To put the current housing market in context, last year most property sales in Exeter involved terraced properties, which sold for on average £229,867. Flats sold for an average price of £159,977, while semi-detached properties fetched £250,063. During the last year, sold prices in Exeter were similar to the previous year and 16% up on 2013 when the average house price was £211,564.<sup>33</sup>

### Local Plan

8.64 The Local Plan was adopted in 2005. The Core Strategy Development Plan was adopted in 2012.<sup>34</sup>

### Policy on student housing

8.65 Exeter City Council's Adopted Core Strategy (2012)<sup>35</sup> promotes PBSA to meet housing need. Section 6.28 states that the University's aim to provide housing for all full-time students who want it is supported because it will ease pressure on existing family housing. At least 75% of additional student numbers should be accommodated in PBSA. New PBSA should be located on, or close to, the University Campuses, at sustainable locations at or near to major transport routes, or in the city centre.

### HMOs

8.66 The Council has made an Article 4 Direction that restricts homeowners' development rights to use their property as HMOs within Class C4 of the Use Classes Order. This applies to about 7,000 properties to the north and east of the city centre. It argues that further planning controls are needed due to the continued growth of student housing in the area that is leading to imbalanced communities. In some streets up to 80% of properties are entirely occupied by students. In the St James Ward as a whole, over 25% of homes are entirely occupied by students. In Exeter, HMOs are largely synonymous with student properties. Over 70% of registered HMOs are exempt from Council Tax due to being wholly occupied by students.

8.67 The Council adopted a policy in 2007 of supporting the expansion of the University of Exeter, subject to a caveat that at least 75% of the additional student numbers should be accommodated in purpose-built accommodation. The University has completed about 1,000 bed spaces of additional accommodation in accordance with this policy,

<sup>33</sup> <http://www.rightmove.co.uk/house-prices/detail.html?country=england&locationIdentifier=REGION%5E494&searchLocation=Exeter>

<sup>34</sup> <https://exeter.gov.uk/planning-services/planning-policy/local-plan/core-strategy-development-plan-document/>

<sup>35</sup> <https://exeter.gov.uk/media/1636/adopted-core-strategy.pdf>

and about 2,000 bed spaces have planning permission or are under construction (2011). Despite this progress, the Article 4 background information (2011)<sup>36</sup> states that the number of private properties that are exempt from Council Tax, due to their entire occupation by full-time students, continues to grow, from 1,184 in 2006 to 1,930 in 2010.

### **Approach to release of stock**

8.68 There is no mention of any policy regarding the release of stock back into the general market.

### **Planning gain policy – S106/CIL**

8.69 Exeter's Viability Assessment, completed in 2009, concludes that, despite the economic downturn, a requirement that 35% of dwellings should be affordable, on sites that are capable of providing three or more dwellings, is reasonable and viable. However, it is not clear whether affordable housing contributions are sought on development of student accommodation as it is not specifically mentioned.

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<sup>36</sup> <https://exeter.gov.uk/planning-services/planning-policy/local-plan/article-4-direction-houses-in-multiple-occupation/>

## Nottingham City Council

### Student population

8.70 The University of Nottingham had 33,435 students based in the city in 2015/16. Nottingham Trent University has approximately 27,000 students (2014/15).

8.71 The Local Plan 2 (Section 4.44) estimates that approximately 37,500 full-time students attending the two universities live within Nottingham City, representing around 12% of the population. The majority of university students and some college students move into the City from elsewhere and therefore typically require short-term residential accommodation for the duration of their studies, mostly but not exclusively during term time only.

### Housing market

8.72 To put the current housing market in context, last year most property sales in Nottingham involved semi-detached properties, which sold for on average £157,421. Terraced properties sold for an average price of £120,217, while detached properties fetched £258,292. During the last year, sold prices in Nottingham were 4% up on the previous year and 14% up on 2007 when the average house price was £150,458.<sup>37</sup>

### Local Plan

8.73 In Nottingham the Local Plan comprises the Nottingham City Aligned Core Strategy (Part 1 Local Plan), adopted on 8 September 2014, and the 'saved' Local Plan policies, which were adopted in November 2005.<sup>38</sup> Work is currently underway to prepare a new Local Plan for Nottingham City. In the future the Local Plan will comprise two documents:

- Nottingham City Aligned Core Strategy (Local Plan Part 1) adopted in 2014.
- Nottingham City Land and Planning Policies Document (Local Plan Part 2) Publication Draft.<sup>39</sup>

### Policy on student housing

8.74 At present just under a half of students' accommodation needs are met by the general housing stock. In the last few years a substantial number of new student bed spaces have been delivered through purpose-built developments (including new development and conversion of existing buildings), and there has been a marked increase in student occupation of city centre flats. Over the same period the number of Council

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<sup>37</sup> <http://www.rightmove.co.uk/house-prices/detail.html?country=england&locationIdentifier=REGION%5E1019&searchLocation=Nottingham&referrer=landingPage>

<sup>38</sup> <http://www.nottinghamcity.gov.uk/planning-and-building-control/planning-policy/the-local-plan-and-planning-policy/#Adopted>

<sup>39</sup> <http://www.nottinghamcity.gov.uk/planning-and-building-control/planning-policy/the-local-plan-and-planning-policy/#Adopted>

Tax exempt properties through student occupation has shown signs of falling in the neighbourhoods close to the universities.

- 8.75 It is recognised that shared accommodation within private rented housing close to the universities will remain as the preferred choice for some students. At the same time, it is also appreciated that students have a varied range of housing needs and preferences. Further projected growth in the number of international students moving into the city, for whom purpose-built accommodation is often a preferred option, is also likely to add to the diversity of provision that is required.
- 8.76 In the context of the above trends, together with the protection of existing family housing through Policy HO2 and the Article 4 regulation of HMO and student accommodation afforded by Policy HO6, the encouragement of purpose-built accommodation in appropriate locations as an alternative to the general housing stock continues to form an important element of the Council's housing policy framework and is consistent with the Housing Nottingham Plan 2012-2015 (Local Plan Part 2, 4.48).
- 8.77 There is a continuing need for purpose-built housing, which should be close to the Universities, accessible by public transport and in locations which minimise the impacts on surrounding communities (Local Plan 2.29). If the City Council considers that there would be a danger of environmental nuisance from the development, where possible, it will negotiate with the developer for management arrangements sufficient to integrate the scheme into the existing community. The overconcentration or unsuitable location of new PBSA could prejudice the City Council's aim of developing and maintaining balanced communities. PBSA of an appropriate scale and design will be encouraged in the following locations (Local Plan Part 2, HO5):
- a. Allocated sites where student accommodation use accords with site-specific Development Principles.
  - b. University campuses.
  - c. Within the City Centre boundary (as shown on the Policies Map), subject to accordance with site- and area-specific policies, including relevant 'Quarter Policies' but excluding the areas of predominantly family housing.
  - d. Above shopping and commercial frontages within defined Town, District and Local Centres, and within other shopping and commercial frontages on main transport routes where this assists in the regeneration of underused sites and premises and is consistent with relevant defined Centre policies.
  - e. Sites where student accommodation accords with an approved SPD.
- 8.78 Within the historic core of the Quarter, planning applications for the development of PBSA (including conversions) will not be supported as such development could adversely impact on the historic character of the area, its tourism and visitor potential and established residential uses (Local Plan Part 2, 3.172).

**HMO**

- 8.79 It is recognised that HMO make an important contribution towards helping to meet the City's accommodation needs and that whilst many HMO in the City are occupied by students, HMO also make a vital contribution to addressing wider housing needs, playing a particularly important role in providing accommodation for many other groups on low incomes as well as a large proportion of younger members of the population for whom entry onto the property market as a first-time buyer is becoming increasingly delayed (Local Plan 2, 4.55).
- 8.80 However, in some parts of the City, sustainable communities' objectives have been undermined due to concentrations of HMO and other forms of shared housing, particularly, but not exclusively, in areas close to the universities. Both HMO and PBSA comprise a form of typically short-term, shared housing often occupied by younger age groups, many of which share similar lifestyle characteristics. Where concentrations of such uses develop, this can have a distorting effect on neighbourhoods, with many residents not having a long-term stake in the community, and some service needs of longer-term residents, such as schools, becoming unsustainable. Due to the common characteristics between HMO and PBSA, this policy seeks to manage the number and distribution of both HMO and PBSA to prevent the further development of further concentrations within the City and the exacerbation of existing concentrations (Local Plan Part 2, 4.57).
- 8.81 Where there is already a 'Significant Concentration' of HMO and/or student households in an area, planning permission will therefore not usually be granted for further HMO or PBSA. A 'Significant Concentration' is considered to be 10% (Local Plan Part 2, 4.60).
- 8.82 This problem is most acute within Nottingham, and in order to help address this the City Council has introduced an Article 4 Direction that requires planning permission to be obtained before converting a family house (C3 Dwellinghouse) to a HMO with between 3 and 6 unrelated occupiers sharing basic amenities (C4 HMO), thereby enabling it to better manage the future growth and distribution of C4 HMO across the City. The policy approach to considering planning applications for student accommodation, C4 HMO and larger 'sui generis' HMO with 7 or more occupiers sharing basic amenities will be set out in Nottingham City's part 2 Local Plan.

**Approach to release of stock**

- 8.83 There is no mention of any policy regarding the release of stock back into the general market.

**Planning gain policy – S106/CIL**

- 8.84 On sites providing student dwellings, a commuted sum will be required in lieu of on-site affordable housing provision.

## Leeds City Council

### Student population

8.85 The University of Leeds has more than 30,000 students. Leeds Beckett University has another 30,000 full-time and part-time degree students.

### Housing market

8.86 To put the current housing market in context, most of the sales in Leeds over the past year were semi-detached properties, which on average sold for £185,980. Terraced properties had an average sold price of £140,848 and flats averaged at £130,263. In the past year house prices in Leeds were 4% up on the year before and 11% up on 2007 when they averaged at £165,546.<sup>40</sup>

### Local Plan

8.87 The Core Strategy was formally adopted by Leeds City Council on 12 November 2014.

### Policy on student housing

8.88 Student housing is discussed under 'Social Housing Needs', stating that, in addition to ensuring a sufficient overall supply of housing in Leeds District, it is equally important to ensure that some of this total will serve to accommodate the needs of certain groups whose needs may be largely ignored by providers operating solely according to market criteria. Numerically the most significant of these groups are households on low incomes, elderly people, ethnic minorities, people suffering from physical disabilities, and students .

8.89 The Core Strategy: Leeds Local Development Framework Adopted November 2014<sup>41</sup> Section 5.2.26 states that the period between 2001 and 2012 witnessed considerable development of new PBSA particularly in and around the north west sector of the City Centre. Growth in this accommodation is to be welcomed in order to meet need and to deflect pressure away from private rented houses in areas of overconcentration. Nevertheless, care is needed to ensure that PBSA does not itself become overconcentrated and is located with good access to the universities.

8.90 Development proposals for PBSA will be controlled:

- a. To help extend the supply of student accommodation, taking pressure off the need for private housing to be used.
- b. To avoid the loss of existing housing suitable for family occupation.

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<sup>40</sup> <http://www.rightmove.co.uk/house-prices/Leeds.html>

<sup>41</sup> <http://www.leeds.gov.uk/SiteAllocationMaps/Core%20Strategy/Adopted%20Core%20Strategy%20Nov%202014%20Final.pdf>

- c. To avoid excessive concentrations of student accommodation (in a single development or in combination with existing accommodation), which would undermine the balance and wellbeing of communities.
- d. To avoid locations that are not easily accessible to the universities by foot or public transport or that would generate excessive footfall through residential areas, which may lead to detrimental impacts on residential amenity.
- e. To ensure the proposed accommodation provides satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms.

## HMO

- 8.91 HMO are recognised as a key element in the overall housing market. The LDF Core Strategy 2014<sup>42</sup> states that HMO are an increasingly popular part of the housing market within Leeds. As rooms can be rented individually they provide affordable accommodation used primarily by students, young people and those on lower incomes. Whilst the need for this type of accommodation is not in dispute, HMO tend to be grouped together in certain inner-city areas, becoming the dominant type of housing, which can lead to social and environmental problems for local communities.
- 8.92 There is an Article 4 Direction covering all of inner Leeds and adjoining suburbs, although “a property occupied by students which is managed by the education establishment” is not classed as a dwellinghouse in the C4 Use Class.
- 8.93 However, in Section 5.2.24 it is recognised that some streets (or a part of a street) may already have such a high concentration of HMO that the conversion of remaining C3 dwellings will not cause further detrimental harm. Also, in the interpretation of H6A it may be the case that the remaining C3 dwellings would be unappealing and effectively unsuitable for family occupation. In such circumstances Policy H6A would not be used to resist changes of use of such dwellings to HMO.
- 8.94 The Strategy also states (Section 5.2.25) that, in order to encourage landlords to experiment with lettings of HMO to non-HMO occupants, the Council will consider granting flexible C3/C4 permissions for new and existing C4 HMO. This will enable a C4 HMO to convert to a C3 dwelling house without losing the potential to revert back to C4 use within a fixed period (normally 10 years). If a property has a lawful C4 use when applying for a flexible permission this will then be a material consideration when the Council considers the planning application. The permission will enable flexibility to let a property between C3 and C4 uses during the specified period. On expiry of the dual use period the use of the property at that time would become the permitted use of the property.

## Approach to release of stock

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<sup>42</sup><http://www.leeds.gov.uk/SiteAllocationMaps/Core%20Strategy/Adopted%20Core%20Strategy%20Nov%202014%20Final.pdf>

8.95 There is no mention of any policy regarding the release of stock back into the general market.

**Planning gain policy – S106/CIL**

8.96 S106 affordable housing requirements are highest in the 'Outer area/Rural North' zone, at 35%, reducing to 15% in the outer and inner suburbs, and to 5% in the Inner Areas and City Centre, reflecting housing market weakness in the Inner Areas and high prices but limited opportunity in the City Centre (Affordable Housing SPG Annex Update 205: Revision April 2014). This policy applies to developments of 15 units or more.<sup>43</sup> However, there is no apparent requirement for student accommodation developments to provide affordable housing.

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<sup>43</sup> [http://www.leeds.gov.uk/council/Pages/Supplementary-planning-guidance---retained-\(LDF\).aspx](http://www.leeds.gov.uk/council/Pages/Supplementary-planning-guidance---retained-(LDF).aspx)

## Reading Borough Council

### Student population

8.97 The University of Reading has just over 17,000 students.

8.98 The Strategic Housing Market Assessment (2016) notes that the growth in international students (who tend to reside in halls of residence) is expected to make up around one third of the overall growth (969 students). Similarly, as the majority of growth is in undergraduate numbers this will lessen the impact on the wider housing market as a high percentage reside in halls of residence. The level of growth is likely to bring the student numbers at the institution back to previous record high levels. The SHMA asserts that with the increased supply of student accommodation (private halls of residence) coming through the pipeline there is unlikely to be a significant need over and above previous levels.

### Housing market

8.99 To put the current housing market in context, most of the sales in Reading over the past year were terraced properties, which on average sold for £304,023. Flats had an average sold price of £228,199 and semi-detached properties averaged at £378,621. In the past year house prices in Reading were 10% up on the year before and 33% up on 2013 when they averaged at £247,636.<sup>44</sup>

### Local Plan

8.100 Reading Borough Council is working on producing a new Local Plan, which will replace the current development plans (the Core Strategy, Reading Central Area Action Plan and Sites and Detailed Policies Document) with a new plan setting out how Reading will develop up to 2036.

### Policy on student housing

8.101 There appears to be no mention of student accommodation in any planning document.

### HMO

8.102 It is recognised that residential conversions have an important role to play in housing land supply in Reading with the subdivision of large houses providing a valuable supply of reasonably affordable private rented accommodation. However, the significant loss of family housing can erode the character of an area and, either individually or cumulatively, can have a harmful impact on the character of the area through unduly diluting mixed and sustainable communities, as set out in more detail in the supporting text to policy DM8: Residential Conversions.<sup>45</sup>

<sup>44</sup> <http://www.rightmove.co.uk/house-prices/Reading.html>

<sup>45</sup> <http://www.reading.gov.uk/media/1066/Residential-Conversions-Supplementary-Planning-Documents-Adopted-November-2013/pdf/Residential-Conversions-Supplementary-Planning-DocumentsNov13.pdf>

8.103 Any residential conversion must contribute to achieving an appropriately mixed and sustainable community by providing an acceptable housing mix, ensuring that, as appropriate, single family housing remains the dominant form of dwelling in the vicinity of the application, and ensuring there is not a detrimental impact on the physical character of the area.

8.104 There is a very restrictive policy aimed at limiting the proportion of HMO to a maximum of 25% of the residential accommodation within 50m of each proposed new HMO within the Article 4 Direction area.

#### **Approach to release of stock**

8.105 There is no mention of any policy regarding the release of stock back into the general market.

#### **Planning gain policy – S106/CIL**

8.106 All developments of 15 dwellings and above will provide 30% of the total number of dwellings in the form of affordable housing to meet the needs of the area, as defined in a housing needs assessment (Policy CS16: Affordable Housing, 2013).<sup>46</sup> However, there is no apparent requirement for student accommodation developments to provide affordable housing.

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<sup>46</sup> <http://www.reading.gov.uk/media/1063/Affordable-Housing-Supplementary-Planning-Document-Adopted-July-2013/pdf/Affordable-Housing-Supplementary-Planning-DocumentJul13.pdf>

## Bristol City Council

### Student population

8.107 The University of Bristol had just over 17,000 students in 2015/16. The University of the West of England, located near the City of Bristol, had just over 27,000 students in 2014/15.

### Housing market

8.108 To put the current housing market in context, the majority of sales in Bristol during the last year were terraced properties, selling for an average price of £263,294. Flats sold for an average of £216,590, with semi-detached properties fetching £289,684. Overall sold prices in Bristol over the last year were 10% up on the previous year and 26% up on the 2013 level of £217,514.<sup>47</sup>

### Local Plan

8.109 The Local Plan includes a Core Strategy, adopted in 2011.<sup>48</sup>

### Policy on student housing

8.110 The Site Allocations and Development Management Policies (adopted 2014) state that specialist student housing schemes will be acceptable within the city centre. Other locations may be suitable subject to the general criteria set out in the Policy (i.e. the criteria for assessing HMO applications).

8.111 Section 2.2.9 states that the expansion in higher education in recent years has increasingly led to the development of specialist student housing schemes. Much of this development has taken the form of managed residential accommodation comprising either 'cluster units' or individual small apartments. (Cluster units are self-contained apartments, each having a number of individual bedrooms/study units sharing communal facilities. The accommodation usually has an on-site management team.) This type of housing can help to ease demand for student accommodation and relieve pressure on the local housing stock. Continuing provision of this type of accommodation is generally supported.

8.112 Section 2.2.10 states that Bristol City Centre remains, in principle, an acceptable location for this type of development. Most parts of the city centre are within reasonable walking distance of the University of Bristol and good public transport connections exist to the University of the West of England. Student accommodation can help make a positive contribution to the mix of uses within the city centre and is less likely to result in harmful impacts on residential amenity. Further policy criteria are provided in the Bristol Central Area Plan. Other locations outside of the city centre may also be suitable provided development meets the policy's general criteria. No sites are specifically allocated for student accommodation.

<sup>47</sup> <http://www.rightmove.co.uk/house-prices/Bristol.html>

<sup>48</sup> <https://www.bristol.gov.uk/planning-and-building-regulations/local-plan>

**HMO**

8.113 The sub-division of existing accommodation and the supply of shared housing provide an important contribution to people's housing choice. The policy aims to ensure that such development also preserves the residential amenity and character of an area and that harmful concentrations do not arise. The policy also aims for a good standard of accommodation. There is an Article 4 Direction covering seven wards in the city centre.

**Approach to release of stock**

8.114 The West of England Joint Spatial Plan: Wider Bristol HMA Strategic Housing Market Assessment (2015) states that the household projections did not assume any growth of students living in communal establishments, so any net increase in bed spaces provided in halls of residence (or other university accommodation) across the area would reduce the demand from student households.

8.115 Although the Plan notes that policy encouraging more dedicated student accommodation may provide low-cost housing that takes the pressure off the private rented sector and increases the overall housing stock, there is no mention of any specific policy regarding the release of stock back into the general market.

8.116 The Plan concludes that, overall, the evidence suggests that the Wider Bristol student housing market is well established and is unlikely to change significantly, as future expansion will be relatively limited. However, demand exists for specialist student housing and both the market and the Council have responded by creating the necessary structures to enable significant new supply (Section 59).

**Planning gain policy – S106/CIL**

8.117 Affordable housing obligations are required from all residential development proposals containing 15 or more dwellings (Planning Obligations: Supplementary Planning Document, adopted 2012).<sup>49</sup> Residential development is defined as development applied for under Use Class C3 (A to C) of the Use Classes Order 2010. As well as traditional market dwellings, this will include proposals for self-contained student accommodation. Non self-contained residential accommodation specifically managed for students only is exempt.

8.118 The Community Infrastructure Levy Charging Schedule (adopted 2012)<sup>50</sup> states that the following development types will be liable for CIL:

- Development comprising 100m<sup>2</sup> or more of new-build floorspace.

<sup>49</sup><https://www.bristol.gov.uk/documents/20182/34520/SPD%20Final%20Doc%20Dec2012.pdf/daf75908-50fd-4138-afed-770310a6a431>

<sup>50</sup> <https://www.bristol.gov.uk/documents/20182/33588/CIL+Charging+Schedule.pdf/2f70e1ce-1c68-41c7-a8ca-a77724926d4f>

- Development of less than 100m<sup>2</sup> that results in the creation of one or more dwellings.
- The conversion of a building that is no longer in lawful use.

8.119 Student accommodation is charged at £100/m<sup>2</sup>.

## Camden

### Student population

8.120 The 2011 Census indicated that 25,130 full-time students aged 18 and over were resident in Camden during term time, or 11.4% of the usual resident population.<sup>51</sup>

### Housing market

8.121 Last year most property sales in Camden involved flats, which sold for on average £830,074. Terraced properties sold for an average price of £1,945,881, while semi-detached properties fetched £3,171,028. The priciest area within Camden was High Holborn (£1,423,125) and the least expensive was St Pancras (£592,634). During the last year, sold prices in Camden were 5% up on the previous year and 26% up on 2013 when the average house price was £838,010.<sup>52</sup>

### Local Plan

8.122 On 24 June 2016 the Council submitted the Camden Local Plan and supporting documents to the Secretary of State for Communities and Local Government for independent examination.<sup>53</sup>

### Policy on student housing

8.123 The Local Plan Policy H9 Student Housing<sup>54</sup> seeks a supply of student housing to meet Camden's target of 160 additional places in student housing per year, and Camden will support the development of student housing provided that the development:

- will not involve the net loss of 2 or more self-contained homes;
- will not prejudice the Council's ability to meet the target of 742 additional self-contained homes per year;
- will not involve land identified for self-contained housing through a current planning permission or a development plan document;
- complies with any relevant standards for HMO;
- serves higher education institutions based in Camden or adjoining boroughs;
- includes a range of flat layouts including flats with shared facilities;

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<sup>51</sup> [http://camden.gov.uk/ccm/cms-service/stream/asset/?asset\\_id=3414429&](http://camden.gov.uk/ccm/cms-service/stream/asset/?asset_id=3414429&)

<sup>52</sup> <http://www.rightmove.co.uk/house-prices-in-Camden-93941.html>

<sup>53</sup> <http://camden.gov.uk/ccm/navigation/environment/planning-and-built-environment/planning-policy/local-development-framework/;jsessionid=835B90A7C5DA4B947ABDE732D46F8D36>

<sup>54</sup> [http://camden.gov.uk/ccm/cms-service/stream/asset/?asset\\_id=3414429&](http://camden.gov.uk/ccm/cms-service/stream/asset/?asset_id=3414429&)

- has an undertaking in place to provide housing for students at one or more specific education institutions, or otherwise provide a range of accommodation that is affordable to the student body as a whole;
- will be accessible to the institutions it will serve and to public transport, workplaces, shops, services, and community facilities;
- contributes to creating a mixed, inclusive and sustainable community; and
- does not create a harmful concentration of such a use in the local area or cause harm to nearby residential amenity.

8.124 The Local Plan (Section 3.205) notes that the main alternative source of accommodation available to students in Camden is private rented housing. Depending on property size, median private rents in Camden have risen by 6% to 17% from mid-2011 to mid-2014 (based on VOA data in the GLA Rents Map, with the largest rises applying to homes 4-or-more bedrooms). The Council considers that the provision of additional designated student housing can help to limit additional pressure on the wider private rented market.

8.125 The Plan estimates that Camden's requirement for additional student housing during the Plan period is 160 places per year, or 2,400 places in total, and through planning permissions already in place and designations in Camden's development plan documents considers there are deliverable sites in place to meet requirements to 2020-21 and developable sites to meet requirements for the subsequent 10 years. However, given the concentration of higher education institutions in Camden, it is expected that pressure for student housing development will continue.

8.126 Policy H1 indicates that self-contained housing is the priority land use of the Plan, while policy H3 resists proposals involving the net loss of two or more homes. Given this priority, Camden will resist proposals for student housing that involve redeveloping two or more self-contained homes, or the development of a site allocated for self-contained homes in the Camden Site Allocations document. Camden will also resist proposals involving the development of a site that has an existing consent for self-contained housing where the consented scheme would better meet Camden's housing needs and there is a reasonable prospect of the consent being implemented.

8.127 Where new student housing is proposed the Council will negotiate planning obligations to ensure that the term-time occupiers are students at one or more recognised institutions, which will generally be institutions supported by the Higher Education Funding Council for England (HEFCE) and based in Camden or an adjoining borough.

8.128 As noted in paragraph 3.203, there are a number of other colleges in the borough that help to support Camden's international academic reputation. The final report of the Mayor's Academic Forum 2014 estimated that 14% of London's full-time students could be at colleges of this type. In some instances the Council may support development of student housing by these colleges.

8.129 To ensure that a proportion of student housing is available at competitive rates, the Council will:

- expect student housing developments to include clustered study-bedrooms with some shared facilities;
- prevent lease or sale of the accommodation as general market housing;
- wherever possible tie occupation to students attending a specified institution or institutions; and
- where specific institutions are not specified, subject to viability, expect student housing developments to include an element of student accommodation that is affordable in the context of average student incomes and rents for comparable accommodation provided by Camden-based universities.

### **HMO**

8.130 Policy H10 in the Local Plan: Housing with shared facilities (HMO) specifies that the Council will aim to ensure that there is continued provision of housing with shared facilities to meet the needs of small households with limited incomes and modest space requirements. They will support development of housing with shared facilities (HMO) provided that the development:

- will not involve the loss of two or more self-contained homes;
- will not involve land identified for self-contained housing through a current planning permission or a development plan document;
- complies with any relevant standards for houses in multiple occupation;
- contributes to creating a mixed, inclusive and sustainable community;
- does not create a harmful concentration of such a use in the local area or cause harm to nearby residential amenity; and
- is secured as a long-term addition to the supply of low-cost housing, or otherwise provides an appropriate amount of affordable housing, having regard to policy H4.

### **Approach to release of stock**

8.131 There is no mention of any policy regarding the release of stock back into the general market.

### **Planning gain policy – S106/CIL**

8.132 The Local Plan states that where a proposed student housing development is not robustly secured as student housing in accordance with criterion (g) the Council will expect the development to provide an appropriate amount of affordable housing for general needs having regard to policy H4.

## Islington

### Housing market

8.133 Last year most property sales in Islington involved flats, which sold for on average £642,887.<sup>55</sup> Terraced properties sold for an average price of £1,416,528, while semi-detached properties fetched £2,240,400. During the last year, sold prices in Islington were 7% up on the previous year and 36% up on 2013 when the average house price was £564,396.

### Local Plan

8.134 The Local Plan is made up of various documents and contains a number of policies for ensuring that the borough develops in a sustainable manner. The Core Strategy is the key document within Islington's Local Plan. It sets out Islington Council's strategic vision for the borough up to 2025, and was adopted in February 2011.<sup>56</sup>

### Policy on student housing

8.135 The Core Strategy<sup>57</sup> (Section 3.3.23) states that Higher Education is a very important employer in London, and in turn student accommodation contributes to the economic prosperity of London. However, a huge increase in the development of student halls of residence in Islington in recent years is providing a large number of student bedrooms and the potential of overconcentration of student accommodation. The sheer scale of applications for student accommodation in the borough raises real concern as it can threaten the attempt to achieve a more mixed balanced and stable population. The Council has exceeded its targets for student housing many times over in recent years and believes that some action is now required to ensure a balanced approach is taken that weighs the benefits of student accommodation against its impact on the wider community. In addition, land for housing and employment uses in Islington is in very short supply, making delivery of these two uses the Council's absolute priority.

8.136 The London-wide Strategic Land Availability Assessment addresses the issues of student accommodation and has informed provisional targets for this form of housing in each London borough. In addition, the need for student accommodation will be addressed through a sub-regional Strategic Housing Market Assessment (SHMA), referred to above. The Council will provide details in a supplementary planning document of how concentration of student accommodation is measured and what level of concentration is regarded as acceptable.

8.137 In Policy CS12 Meeting the housing challenge, it states that student accommodation developments will help increase access to higher and further education and tackle worklessness by providing funding for bursaries for students leaving council care and

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<sup>55</sup> <http://www.rightmove.co.uk/house-prices/Islington-87515.html>

<sup>56</sup> [https://www.islington.gov.uk/planning/planningpol/local\\_dev\\_frame](https://www.islington.gov.uk/planning/planningpol/local_dev_frame)

<sup>57</sup> <https://www.islington.gov.uk/~media/sharepoint-lists/public-records/environmentalprotection/qualityandperformance/reporting/20112012/20120303corestrategyfebruary2011.pdf>

other Islington students facing hardship who are attending a higher or further education establishment. The funding provided by the development will be an annual payment equivalent to the rent level charged for a percentage of the student bedrooms in a development. The payments will continue for as long as the site is used for student accommodation. The percentage of student bedrooms used for this payment will be set in a supplementary planning document.

8.138 The Student Accommodation Contributions for Bursaries Supplementary Planning Document<sup>58</sup> (SPD) provides details on the implementation of Core Strategy policy CS12, Part J.

8.139 The SPD identifies the specific level of contribution that student accommodation developments will need to provide towards student bursaries. The Council will set the requirement to pay a financial contribution for student bursaries equivalent to 2.4% of the total annual rental income from a development of student accommodation for 30 years or as long as the site is used for student accommodation, whichever is the shorter period of time.

## HMO

8.140 Islington has a mandatory HMO licensing scheme.<sup>59</sup> This scheme aims to ensure that larger, higher-risk HMO meet HMO standards and are adequately managed. It applies to any rented property that is three or more storeys high and is occupied by five or more people in more than one household. Additional licensing was introduced for both Holloway Road and Caledonian Road as there was evidence that the majority of HMO in these areas were poorly managed.

## Approach to release of stock

8.141 There is no mention of any policy regarding the release of stock back into the general market.

## Planning gain policy – S106/CIL

8.142 The London Plan states that boroughs should not seek conventional affordable housing contributions on applications for student accommodation, but this does not preclude these developments from providing affordable student accommodation. The Council has already secured funding and subsidised rents for student accommodation through S106 agreements for new student halls or residences.

8.143 The CIL charge for student accommodation is £400/m<sup>2</sup> and for residential dwellings (Use classes C3, C4) is £300/£250/m<sup>2</sup>.<sup>60</sup>

<sup>58</sup> [https://www.islington.gov.uk/planning/planningpol/pol\\_supplement/student-accommodation-contributions-for-bursaries](https://www.islington.gov.uk/planning/planningpol/pol_supplement/student-accommodation-contributions-for-bursaries)

<sup>59</sup> <https://www.islington.gov.uk/housing/landlords/houses-in-multiple-occupation/hmos-and-islington>

<sup>60</sup> <https://www.islington.gov.uk/~media/sharepoint-lists/public-records/planningandbuildingcontrol/publicity/publicconsultation/20142015/20140829islingtoncilchargein gschedule010914.pdf>

## Southwark

### Student population

8.144 Southwark has the second largest number of student homes in London. The area hosts two large tertiary institutions, which bring around 30,000 students into the area each week. London South Bank University (LSBU) has just under 18,000 students.

### Housing market

8.145 The majority of sales in Southwark during the last year were flats, selling for an average price of £547,180. Terraced properties sold for an average of £789,567, with semi-detached properties fetching £1,104,588. Overall sold prices in Southwark over the last year were 11% up on the previous year and 39% up on the 2013 level of £441,443.<sup>61</sup>

### Local Plan

8.146 The New Southwark Plan Preferred Option Draft is dated October 2015.<sup>62</sup> The policies in the plan are currently in their second draft.

8.147 The New Southwark Plan will replace the two adopted planning policy documents that currently form the Local Plan. These are the saved Southwark Plan policies (2007) and the Core Strategy (2011).

### Policy on student housing

8.148 In the New Southwark Plan Preferred Option policy DM22 Student homes<sup>63</sup> states that planning permission will be granted for student homes in Regeneration Areas to support the growth of universities and colleges where:

- schemes providing direct-let student rooms at market rent provide 35% of the Gross Internal Area as conventional affordable housing, and 27% of student rooms let at a rent that is affordable to students;
- schemes providing affordable student rooms for nominated further and higher education institutions provide as much conventional affordable housing as is viable;
- adequate living space is provided;
- 10% of student rooms are easily adaptable for occupation by wheelchair users;
- there is an excellent public transport accessibility level;
- the development would not harm local character or residential amenity through an overconcentration of student homes.

<sup>61</sup> <http://www.rightmove.co.uk/house-prices-in-Southwark.html>

<sup>62</sup> [http://www.southwark.gov.uk/info/856/planning\\_policy/3943/local\\_plan](http://www.southwark.gov.uk/info/856/planning_policy/3943/local_plan)

<sup>63</sup> [http://www.southwark.gov.uk/downloads/download/4346/new\\_southwark\\_plan\\_preferred\\_option](http://www.southwark.gov.uk/downloads/download/4346/new_southwark_plan_preferred_option)

**HMO**

8.149 In the New Southwark Plan Preferred Option policy DM7 Houses in multiple occupation and hostels, it states that planning permission will be granted for new HMO and hostels that provide support for vulnerable people where:

- there is no overconcentration of these types of uses within the local area;
- HMO meet the Council's Standards for HMO;
- there is an identified local need for hostel provision;
- planning permission will not be granted for the change of use from hostels where it meets an identified local housing need.

8.150 Where there is already a high concentration of these types of accommodation in one particular area, the Council may consider the use of Article 4 Directions to restrict the amount of accommodation of these types coming forward in future.

**Approach to release of stock**

8.151 There is no mention of any policy regarding the release of stock back into the general market.

**Planning gain policy – S106/CIL**

8.152 The Council will require provision of affordable housing in new developments to help address the current shortage of affordable homes in the borough. The threshold is a student housing scheme of 30 or more bed spaces and living spaces, or where the development is over 0.5 hectares (whichever is smaller).

8.153 In terms of CIL charges, the Council will seek a Section 106 planning obligation to secure controlled rent levels for university-nomination student housing developments. Universities providing student accommodation will have three options when considering their CIL payment:

- Provide student accommodation as the majority land owner. This will allow them to apply for Charitable Relief and not be liable to pay CIL.
- Provide student accommodation with another party but restrict the rents. This will not be subject to CIL but will need a Section 106 Planning Obligation to make sure the low rent is maintained.
- Provide direct-let student accommodation with another party. This would be CIL liable for £100/m<sup>2</sup> (as set out in the CIL charging schedule).

8.154 BNP Paribas Real Estate's study 'Student Housing Study: Implementation' (March 2011) identifies two separate types of student accommodation. This has been confirmed in the representations to the consultation on the Southwark Council CIL by the major student accommodation providers in the borough. One type of accommodation is market student housing, which charges unrestricted rents. The

other, usually tied to a university, is restricted rents at lower than market levels. Given that there is a viability consequence of offering restricted rents, Southwark Council's CIL is not applied to student accommodation with restricted rents. A planning obligation will be sought where proposals include restricted rent student accommodation, to make sure that the low rent is provided.

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## **Accessible Housing in Cambridge**

A study into accessible housing requirements in Cambridge for the emerging Local Plan.

January 2017

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**Use of PANSI and POPPI data:**

The licence to use either the PANSI and/or POPPI systems does not extend to any third party use. Therefore, you may not, for the use by a third party, distribute, modify, copy, transmit, display, reuse, reproduce, publish, license, create derivative works from, transfer, sell or otherwise use content without the Department of Health's prior written permission

## 1. Background: Accessible Housing Standards

- 1.1. On 25 March 2015, the Government issued a Written Ministerial Statement introducing new steps designed to “streamline the planning system, support economic growth and assist locally-led decision-making” (CLG [online], 2015).
- 1.2. The Written Ministerial Statement removed the ability of Local Planning Authorities to set a policy requirement for Lifetime Homes and Wheelchair Housing Design standards<sup>1</sup>, and introduced both mandatory and optional Building Regulations, which came into force on 1 October 2015.
- 1.3. Cambridge City Council has produced this study in order to align Policy 51: *Lifetime Homes and Lifetime Neighbourhoods* of the emerging Local Plan with current Government guidance for M4(2): *Accessible and adaptable dwellings* standard and M4(3): *Wheelchair user dwellings* standard and assess the current need in the city for accessible and adaptable homes.
- 1.4. The need for accessible and adaptable housing across the country has been reiterated by Habinteg’s accessible housing toolkit (2016) which notes that there is a clear case for building 100% of new housing to M4(2): *Accessible and adaptable dwellings* standard, except for 10% that is built to M4(3): *Wheelchair user dwellings* standard. This is broadly the policy that has been followed for several years in London. This standard gave developers clarity and certainty regarding the requirements for new build properties and was complied with in London.
- 1.5. The Council acknowledges that as a result of improved life expectancy nationally, people may be living longer with mobility impairments and long-term health and disability issues. It is beneficial for the wider community for housing to be built to inexpensive and inclusive principles.

### Local Policy Context

- 1.6. The Cambridge Local Plan 2014: Proposed Submission (the Plan) was submitted to the Secretary of State for examination on 28 March 2014. The Plan included Policy 51: *Lifetime Homes and Lifetime Neighbourhoods* which required 100% of new homes to be built to Lifetime Homes standard and 5% of any housing scheme providing 20 or more self-contained homes to meet the Wheelchair Housing Design Standard<sup>2</sup>.

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<sup>1</sup> Lifetime Homes [online], 2016.

<sup>2</sup> Delivered in accordance with British Standards Institution's *BS 8300: 2009 Design of buildings and their approaches to meet the needs of disabled people*.

- 1.7. Following the Written Ministerial Statement, the National Planning Practice Guidance (PPG) introduced the following guidance regarding optional technical housing standards notes:

“Where a local planning authority adopts a policy to provide enhanced accessibility or adaptability they should do so only by reference to Requirement M4 (2) and / or M4 (3) of the optional requirements in the Building Regulations and should not impose any additional information requirements .... They should clearly state in their Local Plan what proportion of new dwellings should comply with the requirements.”<sup>3</sup>

- 1.8. In a letter from the Inspectors dated 20 May 2015<sup>4</sup>, the Inspectors examining the Local Plan requested a review of Local Plan policies in light of the publication of Written Ministerial Statements in order to bring them up to date with recent changes in Government guidance and policy. Policy 51 has therefore been reviewed to establish the current need in the city for accessible and adaptable homes.

### Government Guidance

- 1.9. Paragraph 58 of the National Planning Policy Framework (NPPF) states that planning policies and decisions should aim to ensure that developments create safe and accessible environments and promote community cohesion.
- 1.10. In addition, paragraph 50 (first bullet point) of the NPPF also requires that local authorities plan for a mix of housing and housing needs, including that of older people and people with disabilities.
- 1.11. On 25 March 2015, the Government issued a Written Ministerial Statement which set out a new approach to the application of Local Plan Policies in respect of accessible and adaptable home standards and requirements.
- 1.12. This Written Ministerial Statement was followed by the introduction of specific guidance on Housing – Optional Space Standards within the Government’s National Planning Practice Guidance (PPG)<sup>5</sup>.
- 1.13. On 1 October 2015, the Government introduced mandatory and optional Building Regulations covering new dwellings. These regulations can be found in Part M, Volume 1 of the Government’s Building Regulations<sup>6</sup>.

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<sup>3</sup> Reference 56-008-20160519 (CLG [online], 2016).

<sup>4</sup> <https://www.cambridge.gov.uk/sites/default/files/documents/RD-GEN-170.pdf> (Planning Inspectorate [online], 2015).

<sup>5</sup> (CLG [online], 2016).

<sup>6</sup> (HM Government [online], 2010).

- 1.14. Mandatory Building Regulations are contained within Regulation *M4(1): Visitable Dwellings* and cover the physical security of dwellings.
- 1.15. Two further optional Building Regulations were also established: *M4(2): Accessible and adaptable dwellings* and *M4(3): Wheelchair user dwellings*.
- 1.16. Local planning authorities have the option to include these standards within Local Plan policies. The PPG notes that: “Local planning authorities will need to gather evidence to determine whether there is a need for additional standards in their area, and justify setting appropriate policies in their Local Plans.”<sup>7</sup> This evidence requirement is discussed in more detail later in this report.
- 1.17. The PPG also notes that Local Plan policies for wheelchair accessible homes (optional requirement *M4(3)*) can only be applied to dwellings where the local authority is responsible for allocating, or nominating a person to live in that dwelling. This indicates that the wheelchair user dwellings standard could only be applied to affordable housing.

#### **What are the Mandatory and Optional Building Regulations?**

- 1.18. Mandatory Building Regulation *M4(1): Visitable Dwellings* covers the physical security of dwellings. It requires that reasonable provision should be made for most people, including wheelchair users, to approach and enter the dwelling and to access habitable rooms and sanitary facilities on the entrance storey.
- 1.19. Optional Building Regulation *M4(2): Accessible and adaptable dwellings* enables Councils to stipulate through planning policy that a specific percentage of dwellings in a development should meet the differing needs of occupants (including older or disabled people) and can be adapted over time to meet these changing needs. It requires that reasonable provision should be made to enable most people to access the dwelling. The dwelling should incorporate features that make it potentially suitable for a wide range of occupants, including older people, those with reduced mobility and some wheelchair users.
- 1.20. Optional Building Regulation *M4(3): Wheelchair user dwellings* enables Councils to stipulate through planning policy that a specific percentage of dwellings in a development should meet the needs of wheelchair users and allow for the simple adaption of the dwelling for wheelchair users. It requires wheelchair users to be able to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants. This

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<sup>7</sup> Reference 56-002-20160519 (CLG [online], 2016).

Regulation can only be applied to dwellings where the local authority is responsible for allocating, or nominating a person to live in that dwelling<sup>8</sup>.

1.21. A summary of the criteria needed to meet these requirements can be found in Table 1.

**Table 1: Summary of provisions required to meet the mandatory and optional Part M Building Regulations (Volume 1)**

<b>Mandatory Requirement</b>	<b>Optional Requirement</b>	<b>Optional Requirement</b>
<b>M4(1): <i>Visitable Dwellings</i></b>	<b>M4(2): <i>Accessible and Adaptable Dwellings</i></b>	<b>M4(3): <i>Wheelchair User Dwellings</i></b>
a. Within the curtilage of the dwelling or the building containing the dwelling, it is possible to approach and gain access to the dwelling.	a. Within the curtilage of the dwelling, or of the building containing the dwelling, it is possible to approach and gain step-free access to the dwelling and to any associated parking space and communal facilities intended for the occupants to use.	a. Within the curtilage of the dwelling or of the building containing the dwelling, a wheelchair user can approach and gain step-free access to every private entrance to the dwelling and to every associated private outdoor space, parking space and communal facility for occupants' use.
b. It is possible to gain access to the dwelling, or the building containing the dwelling, from the most likely point of alighting from a car.	b. There is step-free access to the WC and other accommodation within the entrance storey, and to any associated private outdoor space directly connected to the entrance storey.	b. Access to the WC and other accommodation within the entrance storey is step-free and the dwelling is designed to have the potential for step-free access to all other parts.
c. A disabled person who is able to walk is able to visit any dwelling in a building containing one or more dwellings.	c. A wide range of people, including older and disabled people and some wheelchair users, are able to use the accommodation and its sanitary facilities.	c. There is sufficient internal space to make accommodation within the dwelling suitable for a wheelchair user.
d. Visitors can access and use the habitable rooms and a WC within the entrance storey of the dwelling (or the principal storey where the entrance storey does not contain a habitable room).	d. Features are provided to enable common adaptations to be carried out in future to increase the accessibility and functionality of the dwelling.	d. The dwelling is wheelchair adaptable such that key parts of the accommodation, including sanitary facilities and kitchens, could be easily altered to meet the needs of a wheelchair user or, where required by a local planning authority, the dwelling is wheelchair accessible.
e. Where the habitable rooms and the WC are located on the entrance storey, access between them is step free.	e. Wall-mounted switches, socket outlets and other controls are reasonably accessible to people who have reduced reach	e. Wall-mounted switches, controls and socket outlets are accessible to people who have reduced reach.
f. Wall-mounted switches and socket outlets in habitable rooms are reasonably accessible to people who have reduced reach.		

<sup>8</sup> Paragraph: 009, Reference ID: 56-009-20150327 (CLG [online], 2016).

## Evidence Requirements

1.22. The Planning Practice Guidance notes that it is for local planning authorities to set out how they intend to demonstrate need for the optional Building Regulations.

“Based on their housing needs assessment and other available datasets it will be for local planning authorities to set out how they intend to approach demonstrating the need for Requirement M4(2) (accessible and adaptable dwellings), and / or M4(3) (wheelchair user dwellings), of the Building Regulations. There is a wide range of published official statistics and factors which local planning authorities can consider and take into account, including:

- the likely future need for housing for older and disabled people (including wheelchair user dwellings).
- size, location, type and quality of dwellings needed to meet specifically evidenced needs (for example retirement homes, sheltered homes or care homes).
- the accessibility and adaptability of existing housing stock.
- how needs vary across different housing tenures.
- the overall impact on viability.”<sup>9</sup>

(CLG [online], 2016)

1.23. In addition, the Government produced a *Guide to available disability data*<sup>10</sup> which also provides potential useful data and sources of further information which planning authorities can use to inform their assessments.

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<sup>9</sup> Reference ID: 56-007-20150327 (CLG [online], 2016).

<sup>10</sup> (CLG [online], 2015a).

## 2. Existing Housing Stock

- 2.1. This section assesses the current situation with regard to accessible and adaptable housing in Cambridge.
- 2.2. In assessing the current situation in Cambridge, a range of data has been considered. It is a complex area of study, given that data has been collected for a range of purposes and does not necessarily lend itself to use for the purposes of assessing need for accessible homes.
- 2.3. In order to ascertain the accessibility and adaptability standards of housing stock in Cambridge, an analysis will be made using the findings from the English Housing Survey and applying them at a local level to current household figures.
- 2.4. It should also be noted that the Council undertook a *Cambridge Private Sector House Condition Survey* in 2015. At that time, it was noted that 14% of all homes and 18% of privately rented homes in the city contained a category one hazard<sup>11</sup>. A category one hazard is a 'serious hazard' as defined through the national Housing Health and Safety Rating System and includes, physiological hazards related to damp, cold, heat and pollutants; psychological hazards such as over-crowding, security, noise and infectious hazards related to hygiene sanitation and water supply. This implies that regardless of existing accessibility and adaptability requirements, a significant proportion of homes in Cambridge require remedial work to eliminate hazards in the home that could potentially contribute towards ill health (physical or psychological) and/or hospitalisation. These hazards may also affect the health and well-being of the elderly and those with long-term illness or disability who are also most in need of homes built to accessible and adaptable standards.

### National Accessible and Adaptable Dwellings

- 2.5. The *English Housing Survey Profile of English housing 2014-15* (EHS) was commissioned by the Department for Communities and Local Government (CLG) and assesses housing conditions and housing circumstances in England. The survey results and their associated data annexes are provided through a suite of documents all published in July 2016<sup>12</sup>:

- English Housing Survey 2014 To 2015: *Adaptations And Accessibility Of Homes Report*;

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<sup>11</sup> Source: *Cambridge City Council Strategic Housing Key Facts, September 2016*, indicator GD7 (CCC [online], 2016).

<sup>12</sup> (CLG [online], 2016a).

- English Housing Survey 2014: *Energy Report*;
- English Housing Survey 2014 To 2015: *First Time Buyers And Potential Home Owners Report*;
- English Housing Survey 2014: *Housing And Well-Being Report*;
- English Housing Survey 2014 To 2015: *Housing For Older People Report*;
- English Housing Survey 2014 To 2015: *Private Rented Sector Report*;
- English Housing Survey 2014 To 2015: *Housing Stock Report*;
- English Housing Survey 2014 To 2015: *Smoke Alarms In English Homes Report*;
- English Housing Survey 2014 To 2015: *Social Rented Sector Report*;
- English Housing Survey 2014 To 2015: *Headline Report*;
- English Housing Survey 2014 To 2015: *Questionnaire And Physical Survey Form*.

2.6. A physical survey of 12,297 occupied or vacant dwellings across England was completed to gather data which related to information regarding the physical aspects of dwellings. Information was gathered for the survey between April 2013 and March 2015, creating a 'mid-point' of April 2014 from which to base results upon.

2.7. 13,174 households were also contacted as part of the fieldwork carried out for the EHS between April 2014 and March 2015. This survey work asked questions of households to address issues which could not be covered by the purely physical survey.

2.8. The EHS *Adaptations and Accessibility of Homes Report*<sup>13</sup> evaluates the accessibility of dwellings and disability adaptations. Visitability of dwellings is based on four key features which form the basis for the requirements in Part M of the Building Regulations, these are expanded upon in Appendix 1 and include:

1. Level access;
2. Flush threshold;
3. Sufficiently wide doors and circulation space;
4. WC at entrance level.

2.9. The visitability standards in the EHS do not replicate exactly the more detailed standards in Part M4 of the Building Regulations<sup>14</sup>, but do provide an indication of what key features were considered to be the most important in enabling people with mobility difficulties to access a home.

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<sup>13</sup> (CLG [online], 2016b).

<sup>14</sup> (HM Government [online], 2010).

- 2.10. The EHS *Adaptations and Accessibility of Homes Report* surmised that approximately 7% (around 1.7 million homes) possessed all four key features which render a dwelling ‘fully visitable’. Around two thirds (64%) of homes had a toilet at entrance level but the presence of the other three visitable features was less common, especially level access (18%)<sup>15</sup>.
- 2.11. Out of the 93% of homes that were not fully visitable, 57% of homes required minor or moderate work to bring them up to fully visitable standard (Table 2).

**Table 2: Estimates of work needed to make homes in England fully visitable 2014-15**

Proportion of all homes in England not already fully visitable	Description and estimated cost of work to make the home fully visitable	
11.9%	Minor work	<£1,000
45.1%	Moderate work	£1,000-£15,000
15.3%	Major work/problematic	>£15,000
27.7%	Not feasible to make fully visitable	

Source: Annex Table 2.3: Level of work required to make homes 'visitable', by dwelling characteristics, (CLG [online] 2016) and page 57 of CLG [online], 2015d.

- 2.12. The level of work required to make a dwelling fully visitable is not costed in the EHS 2014-15 reports. Information from the Profile of English Housing 2013<sup>16</sup> does however provide an approximation of likely costs. This has been provided in Table 2 above as an approximation of the potential cost required to make each category of dwelling fully visitable.
- 2.13. The EHS *Accessibility and Adaptability Report* highlighted that the four most common adaptations needed by households were: grab hand rails inside the dwelling (40%); a bath or shower seat or other bathing aids (30%); a specialist toilet seat (25%); a shower to replace a bath (19%).<sup>17</sup> These are relatively low cost conversions. Building Regulation M4(2) requires buildings to be designed so that all walls, ducts and boxings to the WC/cloakroom, bathroom and shower are strong enough to support grab hand rails, seats and other adaptations that could impose a load of up to 1.5N/m<sup>2</sup>

### Local Accessible and Adaptable Dwellings

- 2.14. To establish the potential proportions of accessible and adaptable housing stock of existing households in Cambridge, the national proportions of all homes in England not already fully visitable (Table 2) can be applied to the existing household

<sup>15</sup> (pp.2, CLG [online], 2016b).

<sup>16</sup> (pp.57, CLG [online], 2015d).

<sup>17</sup> (pp.2, CLG [online], 2016b).

population in Cambridge as established through the 2011 Census. The 2011 Census counts the number of households in Cambridge at 46,714<sup>18</sup>.

- 2.15. The EHS estimates that 7% of homes are fully visitable. If this percentage is applied to the number of households in Cambridge, this is the equivalent of 3,270 homes (46,714 x 0.07). This implies that the remaining 43,444 households require some form of work to render them fully visitable. This figure (43,444) has been applied to the percentages identified in Table 2 to provide a local approximation as to the number of households and work required to make households in Cambridge fully visitable, and therefore accessible and adaptable. These figures can be found below in Table 3.

**Table 3: Estimates of work needed to make homes in Cambridge fully visitable**

Number of dwellings in Cambridge not already fully visitable	Description and estimated cost of work to make the home fully visitable	
5,170	Minor work	<£1,000
19,593	Moderate work	£1,000-£15,000
6,647	Major work/problematic	>£15,000
12,034	Not feasible to make fully visitable	

- 2.16. Table 3 illustrates that approximately 24,763 existing households in Cambridge would require minor or moderate work to make homes fully visitable. The remaining 18,681 dwellings would require major work, be too problematic or be unfeasible to render accessible.
- 2.17. These figures are based on estimates from the EHS and therefore do not represent actual requirements in Cambridge. They do however, provide an approximation of the potential deficit, or severe lack of, accessible and adaptable dwellings in Cambridge.

### Estimated Existing Household Need

- 2.18. The 2011 Census counts the number of households in Cambridge housing at least one person aged 65 years or over as 9,809<sup>19</sup>. This equates to 21% of the total household population.
- 2.19. To cater for the needs of any long-term health problems as a result of an ageing population, it could be argued that all households housing a person over 65 years should at the least be fully accessible and adaptable. Even by making the extremely cautious assumption that all 7% of fully visitable homes in Cambridge belong to

<sup>18</sup> Table QS402EW: *Accommodation Type – Households, 2011 Census* (NS [online], 2016).

<sup>19</sup> Table QS404EW: *Tenure - Household Reference Person Aged 65 and Over* (NS [online], 2016).

households who house at least one person over 65 years, a current need would still remain to make 6,539 homes fully visitable (a further 14% of the existing housing stock).

For Example:

Number of households housing someone over 65 years – current number of houses that are fully visitable = potential existing need for accessible and adaptable homes

$$9,809 - 3,270 = 6,539$$

- 2.20. Unfortunately, data within the 2011 Census do not confirm the number of households which house someone with a long-term health problem or disability that limits their day to day activities a lot, as the 2011 Census provides information on a population basis rather than a household basis. Further information relating to existing household need for adaptable dwellings based on long-term health or disability issues cannot therefore be factored into the above assumption.

**Summary**

- 2.21. The ‘conservative’ need for a potential 6,539 households living in accessible and adaptable homes is substantial, especially when taken in the context of the number of households to be built to 2031.
- 2.22. The emerging Cambridge Local Plan identifies that 14,000 new homes are required by 2031, this is the Council’s objectively assessed housing need figure which is currently being tested through the Local Plan examination. Information provided by Cambridgeshire County Council’s Business Intelligence Service estimates that this equates to 13,540 households, this figure is rounded to the nearest ten. The method of calculation was derived from identifying the dwelling to household ratio from the 2011 Census and applying this to the Council’s objectively assessed housing need 14,000.

For Example

Number of households in 2011 Census<sup>20</sup> / Number of dwellings in 2011 Census<sup>21</sup> = dwelling to household ratio

$$46,714 / 48,288 = 0.967$$

Cambridge City Council objectively assessed housing need<sup>22</sup> x dwelling to household ratio = number of households formed in Cambridge during the Plan period

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<sup>20</sup> Table QS402EW: *Accommodation Type – Households, 2011 Census* (NS [online], 2016).

<sup>21</sup> Table: *Cambridge Dwelling Stock by Tenure and condition* (NS [online], 2016).

$14,000 \times 0.967 = 13,543.65$  or 13,540 rounded to the nearest ten households

- 2.23. This implies that before even taking into account future need for accessible and adaptable homes, 48% of new households would be required to be fully accessible and adaptable to meet existing need.

For Example:

Estimated existing need for fully accessible and adaptable homes / number of households to be created to 2013 = percentage of new households built that would need to be fully accessible to meet existing accessibility need

$$6,539 / 13,540 = 48\%$$

- 2.24. This is a simplistic estimate of existing accessible housing need and does not take into account the needs of households with people who have long-term health or disability issues, or the variables associated with long-term health problems, disability and age. It does however, illustrate the potential percentage of new households built between 2011/12 and 2030/31 that would be required to meet this standard to meet existing unmet need in Cambridge.
- 2.25. It should also be noted that between 2011/12 and 2015/16, 3,744 new dwellings have been built<sup>23</sup> none of which have been required through planning policy to be built to Lifetime Homes standard or M4(2) Building Regulation specification. This increases the percentage of new homes required to be built to Building Regulation M4(2) to 67% to meet existing need.<sup>24</sup>

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<sup>22</sup> 2011 to 2031.

<sup>23</sup> Cambridge City Council Housing Trajectory Dwelling Completions within the *Cambridge City Council Annual Monitoring Report 2016*: <https://www.cambridge.gov.uk/content/annual-monitoring-reports>

<sup>24</sup> Estimated existing need for adaptable homes / (Estimated household increase to 2031 – Housing completions 2011/12 to 2015/16), or  $6,539 / (13,540 - 3,744) = 67\%$

### 3. The Need for Accessible and Adaptable Homes across Tenures

- 3.1. This section assesses the current situation with regard to accessible and adaptable housing in Cambridge by tenure. It is a complex area of study, given that data has been collected for a range of purposes and does not necessarily lend itself to use for the purposes of assessing need for accessible homes.
- 3.2. The need for accessible and adaptable homes varies across tenures on a national level. Of all households that required adaptations: “Compared with other tenures, private renters (32%) were the most likely to feel that their accommodation was unsuitable for their needs. Around a fifth of social renters (22% of housing association tenants and 23% local authority tenants) stated their accommodation was unsuitable. Owner occupiers were the least likely to feel that their accommodation was unsuitable (15%).”<sup>25</sup>
- 3.3. This illustrates that the need for accessible homes is not solely limited to those in social and local authority housing and could imply that private rented accommodation is currently falling behind other tenures in the provision of accessible and adaptable dwellings.
- 3.4. To ascertain the accessibility and adaptability standards of housing stock by tenure in Cambridge, an analysis will be made using the findings from the English Housing Survey’s *Adaptations and Accessibility of Homes Report*<sup>26</sup> and supporting figures and annexes which detail the level of work that is required to make dwellings in England fully visitable (Appendix 2). This information will then be applied a local level to 2011 Census figures relating to housing stock by tenure in Cambridge.

#### Local Accessible and Adaptable Dwellings by Tenure

- 3.5. The English Housing Survey’s *Adaptations and Accessibility of Homes Report* and supporting figures and annexes identify the level of work required to make dwellings fully visitable by tenure. An extract of these tables can be found in Appendix 2 of this document.
- 3.6. Tables within this report (also found in Appendix 2) identify the national position regarding accessible housing, and show that only 7% of all homes are fully visitable. Findings from the report are also summarised below in Table 4.

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<sup>25</sup> (pp.3, CLG [online], 2016b).

<sup>26</sup> (pp.3, CLG [online], 2016b).

**Table 4: Level Of work required to make dwelling fully 'visitable' on a national basis**

Tenure	Minor work only	Moderate work only	Major/ problematic	Not feasible	No Work Required
Owner Occupied	12.84%	46.74%	11.59%	23.68%	5.15%
Private Rented	8.11%	30.92%	17.77%	35.21%	7.99%
Local Authority	7.80%	39.39%	24.85%	21.45%	6.51%
Housing Association	8.10%	34.41%	16.48%	22.71%	18.29%

(Appendix 2, Table A2:2)

- 3.7. Table 4 identifies that housing association properties are least likely to require work to render properties fully visitable; 18% of housing association properties require no work and 43% only require minor or moderate work. Owner occupied dwellings are least likely to be fully visitable.
- 3.8. The 2011 Census identifies that 26% of Cambridge households are privately rented accommodation, 25% are housing association or local authority dwellings and 49% are owner-occupier or living rent free.

**Table 5: Number and percentage of households in Cambridge by tenure**

	Number of households	Percentage of households
Rents Privately	12,258	26%
Rents from Housing Association /Registered Social Landlord	3,914	8%
Rents from Local Authority	7,109	15%
Shared Ownership	526	1%
Owner-Occupier	22,171	47%
Lives Rent Free	736	2%
<b>Total</b>	<b>46,714</b>	

Source: Census 2011 - Households by Tenure (NS [online], 2016)

- 3.9. To understand the level of work required to make dwellings fully visitable by tenure in Cambridge, the national percentages identified in Table 4 can be applied to the number of households in Cambridge by tenure in Table 5. These figures can be found below in Table 6.
- 3.10. In order to match the categories in Table 4 assumptions have been made that living rent free is equivalent to owner occupied and shared ownership is Local Authority owned housing. It should also be noted that the number of properties requiring minor work, moderate work, major work etc. established in Table 6 will not directly relate to those in Table 3 (section 2). This is because the numbers are derived from

national percentages and therefore only provide an approximation of the number of dwellings requiring adaptations.

**Table 6: Estimated level of work required to make dwellings fully 'visitable' by tenure in Cambridge**

Tenure	Minor work only	Moderate work only	Major/ problematic	Not feasible	No work required (fully visitable)	Total
Owner Occupied	2,940	10,706	2,655	5,425	1,180	22,907
Private Rented	994	3,790	2,179	4,316	979	12,258
Local Authority	596	3,007	1,897	1,638	497	7,635
Housing Association	317	1,347	645	889	716	3,914

### Summary

- 3.11. Table 6 predicts that approximately 13,646 owner occupier households, 5,267 housing association or local authority households and 4,784 privately rented households would require minor or moderate work to meet full visitability requirements. These existing households could be considered feasible to convert to accessible dwellings if considering the costs identified in Table 2 (section 2 of this document). However, by providing 100% accessible and adaptable new dwellings through Part M4(2) of the Building Regulations, the future need and cost associated with accessibility adaptations to those homes could be reduced for residents and a better range of alternative new-build accommodation would be available for those in properties where adaptations would be problematic or unfeasible. Choice for residents would therefore be increased.
- 3.12. Table 6 also demonstrates a lack of accessible homes across all tenures and identifies the greatest need for accessible and adaptable homes (due to the lack of fully visitable homes) is not in the affordable housing sector<sup>27</sup>, but in the private sector.
- 3.13. By demonstrating that the historic lack of accessible homes is spread across all tenure types and that the greatest deficiency in accessible homes is in the private housing sector, it could be argued that all housing stock irrespective of tenure should meet the optional accessibility requirements within Part M4(2) of the Building Regulations.

<sup>27</sup> Local Authority or Housing Association properties.

## 4. Evidence of Need: Ageing Population

- 4.1. This section aims to understand the likely need for accessible and adaptable housing for older people to 2031<sup>28</sup>. Unfortunately, no significant data is currently available that correlates the household needs of those over 65 years with mobility and health issues and therefore accessible housing need. The following section instead provides a population based indication of the number of those over 65 years who may require accessible and adaptable housing.
- 4.2. Cambridgeshire County Council produces mid-year population estimates and forecasts for Cambridge to 2031.
- 4.3. The Projecting Older People Population Information System (POPPI) provides useful projections to 2030 of the needs and mobility levels of those over 65. The projections are based on Office for National Statistics (ONS) population projections with a base year of 2012 projected forward to 2030.
- 4.4. The POPPI population projections used to identify needs and mobility levels in the over 65 age group do not correlate exactly with Cambridgeshire County Council's population forecasts. POPPI population projections are trend-based projections, meaning future levels of births, deaths and migration are based on observed levels mainly over the previous five years. The projections do not take into account any policy changes that have not yet occurred, or those that have not yet had an impact on observed trends. Therefore POPPI's predicted population by age is lower than that of the County Council's data.
- 4.5. As this section aims to understand the potential future need of older people within the Plan period, it seems reasonable to base the estimated need on population forecasts provided by Cambridgeshire County Council. Therefore, to ascertain the mobility, accessibility and adaptability needs in Cambridge of the over 65 age group to 2031, assumptions will be made using the findings from the POPPI projections and applying them at a local level to Cambridgeshire County Council's population forecast for Cambridge.
- 4.6. This section will start by examining the Cambridgeshire County Council population forecasts for Cambridge before looking at the specific issues of mobility, self-care and predicted falls and applying POPPI trends to Cambridge population forecasts.

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<sup>28</sup> The Cambridge Local Plan 2014: Proposed Submission Plan period runs from 2011/12 to 2030/31.

## Cambridgeshire County Council's Population Forecast to 2031

- 4.7. Cambridgeshire County Council produce mid-year population estimates and forecasts for Cambridgeshire. At the time of writing, the 2015 based population forecasts had not been published and therefore 2013 based estimates have been used.
- 4.8. 2013 population forecasts estimate a resident population in Cambridge of 123,900 at the start of the Plan period in 2011; this figure is expected to rise to 154,200 by 2031<sup>29</sup>. Table 7 illustrates the estimated growth in population by age.

**Table 7: Population forecast for Cambridge local authority area by age<sup>30</sup>**

Age	2011		2031		% Increase 2011 to 2031
	Population	%	Population	%	
0-4	6,700	5.41%	7,400	4.80%	10.45%
5-14	10,100	8.15%	14,700	9.53%	45.54%
15-24	28,300	22.84%	33,100	21.47%	16.96%
25-44	40,800	32.93%	44,500	28.86%	9.07%
45-64	23,300	18.81%	30,800	19.97%	32.19%
65-74	6,900	5.57%	11,000	7.13%	59.42%
75-84	5,000	4.04%	7,700	4.99%	54.00%
85+	2,700	2.18%	5,000	3.24%	85.19%
<b>Total</b>	<b>123,900</b>	<b>100.00%</b>	<b>154,200</b>	<b>100.00%</b>	<b>24.56%</b>

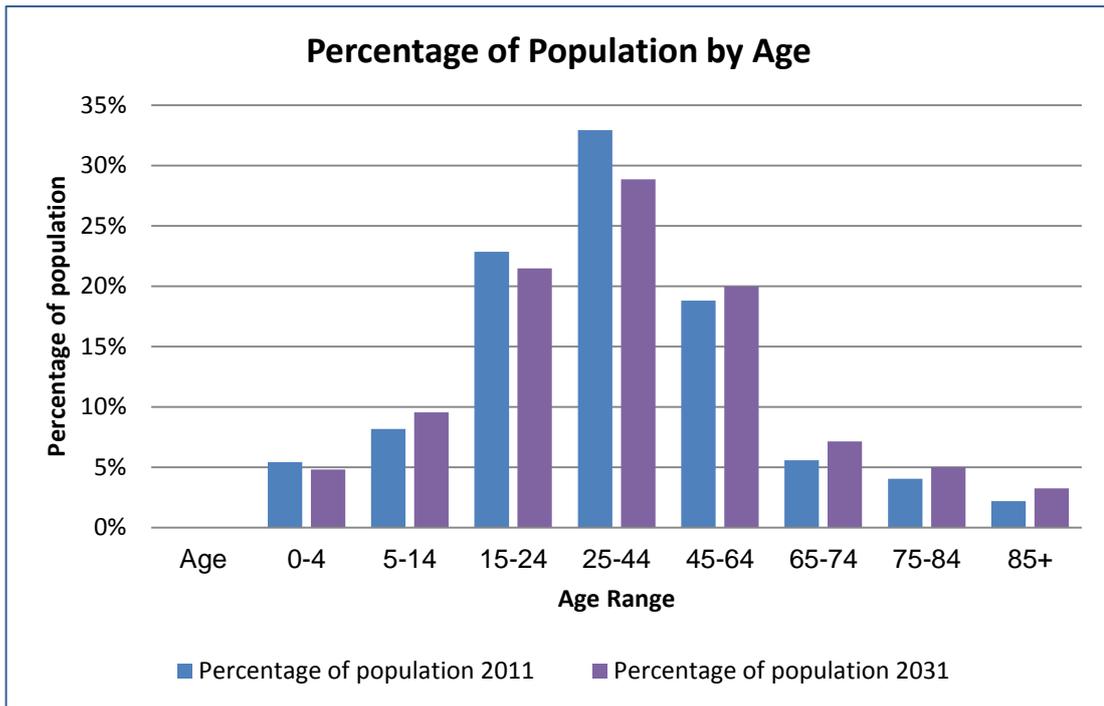
(Cambridgeshire Insight [online], 2013)

- 4.9. Table 7 demonstrates an increase in the proportion of people in the over 65 age group from 11.8% to 15.4% based on the proportion of the total Cambridge population from 2011 to 2031, this equates to an additional 9,100 residents.

<sup>29</sup> (Cambridgeshire Insight [online], 2013).

<sup>30</sup> All figures are rounded and therefore may not necessarily add up to the total population figure displayed. For more information on the methodology behind the data see bibliography reference: *Cambridgeshire Insight [online], 2013*.

**Figure 1: Percentage of population in Cambridge by age**



(Cambridgeshire Insight [online], 2013)

4.10. Figure 1, provides a pictorial representation of the population shift towards demonstrating an ageing population. As the population of Cambridge ages, the need for more accessible and adaptable housing will increase. Evidence from the Government further substantiates these claims by pointing out that ‘the prevalence of disability rises with age’<sup>31</sup>.

### Mobility in Older People

4.11. The Projecting Older People Population Information System (POPPI) provides useful projections of the needs of Cambridge residents over 65 years and their ability to manage at least one mobility activity on their own. This information can be found in Table A3:4a (Appendix 3) and is grouped in age bands of ten years from the age of 65 onwards. These activities include going outdoors and walking down the road, getting up and down stairs, moving around the house on the level, getting to the toilet and in and out of bed and have been calculated as a proportion of those in each band who are unable to manage at least one mobility activity.

4.12. The POPPI proportions of those in each band who are unable to manage at least one mobility activity (Table A3:4a) have then been applied to Cambridgeshire County Council’s population estimates for people in Cambridge over 65 and can be found below in Table 8.

<sup>31</sup> (pp. 15, Habinteg [online], 2016).

**Table 8: Estimated percentage of people over 65 in Cambridge who will be unable to manage at least one mobility activity on their own in 2031**

	A	B	C
	Percentage of population unable to manage at least one mobility activity (POPPI projections)	Cambridge population estimates to 2031	Number of people in Cambridge estimated to be unable to manage one mobility activity on their own (A + B)
People aged 65-74	11%	11,000	1,161
People aged 75-84	20%	7,700	1,524
People aged 85 and over	44%	5,500	2,420
			<b>4,985</b>

4.13. Table 8 approximates that, in 2031, a potential 4,985 people aged 65 years and over will be unable to manage one mobility activity on their own; these people may therefore be in need of specialist care or in house adaptations such as level or step-free access and access ramps to improve their mobility and quality of life within their home.

4.14. These findings illustrate a demonstrable need for adaptable homes to meet the requirements of an ageing population in Cambridge. Unfortunately, no significant data is currently available that correlates the household needs of those over 65 years with mobility issues and therefore accessible housing need. As such, a population based indication of the number of people of over 65 years who may require accessible and adaptable housing has been provided. However, it is of interest to note that, in 2011, 5,194 households in Cambridge out of a total of 46,714 households were one person households consisting of a person aged 65 years and over. This represents 11% of all households<sup>32</sup>. 9,809 households included at least one person over 65 years old<sup>33</sup>.

### Self-Care and Older People

4.15. POPPI also provides useful projections of the needs of Cambridge residents over 65 years and their ability to manage at least one self-care activity on their own. This information can be found in Table A3:2a (Appendix 3) and is grouped in age bands of ten years from the age of 65 onwards. These activities including bathing,

<sup>32</sup> Table QS113EW - Household composition – Households (NS [online], 2016).

<sup>33</sup> Table OS404EW Tenure – Household Reference Persons Aged 65 and Over (NS [online], 2016).

showering or washing all over, dressing and undressing, washing their face and hands, feeding, cutting their toenails and taking medicines.

- 4.16. The POPPI proportions of those in each band who are unable to manage at least one self-care activity (Table A3:2a) have then been applied to Cambridgeshire County Council’s population estimates for people in Cambridge over 65 and can be found below in Table 9.

**Table 9: Estimated percentage of people over 65 in Cambridge who will be unable to manage at least one self-care activity on their own in 2031**

	A	B	C
	Percentage of population unable to manage at least one self-care activity (POPPI projections)	Cambridge population estimates to 2031	Number of people in Cambridge estimated to be unable to manage one self-care activity on their own (A + B)
People aged 65-74	22%	11,000	2,400
People aged 75-84	38%	7,700	2,927
People aged 85 and over	65%	5,500	3,564
			<b>8,755</b>

- 4.17. Table 9 calculates that, in 2031, a potential 8,755 people aged 65 years and over in Cambridge will be unable to manage at least one self-care activity on their own. These people would therefore be in need of specialist care or in house adaptations such as step-free access to a toilet and sanitary facilities to improve their mobility and quality of life within their home.
- 4.18. It also establishes that adaptability requirements for those over 65 years are more prevalent in the self-care category as opposed to the mobility category (Tables 8 and 9).

### **Predicted Falls in the Older Population**

- 4.19. Issues relating to mobility in the elderly also manifest in trips and falls within the home. These falls can result in hospital admissions and/or longer term impacts on health and mobility. The proportion of those over 65 years who are predicted to have a trip or fall can be found in Table A3:6a (Appendix 3).The table is grouped in age bands of ten years from the age of 65 onwards.
- 4.20. The POPPI proportions of those in each band who are predicted to have a trip or fall (Table A3:2a) have then been applied to Cambridgeshire County Council’s

population estimates for people in Cambridge over 65 and can be found below in Table 10.

**Table 10: Estimated percentage of people over 65 predicted to have a trip or fall in 2031**

	A	B	C
	Percentage of population predicted to have a trip or fall (POPPI projections)	Cambridge population estimates to 2031	Number of people in Cambridge estimated to have a trip or fall (A + B)
People aged 65-74	22%	11,000	2,407
People aged 75-84	27%	7,700	2,082
People aged 85 and over	43%	5,500	2,365
			<b>6,755</b>

- 4.21. Table 10 shows that in 2031 approximately 6,755 people aged 65 years and over will be likely to have a trip or fall. Hospital admissions and further care as a result of trips and falls in the home put a further strain on the NHS. The *Care Act 2014* (Article 19) promotes preventative action in housing, including home adaptations, which is a core principle of the promotion of wellbeing.
- 4.22. These findings therefore illustrate a demonstrable need for adaptable homes to meet the requirements of an ageing population in Cambridge, and to reduce the strain on other local government services.

### Summary

- 4.23. The data analysed in this section illustrates a demonstrable need for the provision of accessible and adaptable homes to support an ageing population in Cambridge. Although some of these needs may already be catered for by home adaptations and specialist or home care, there is a projected need for future accessible and adaptable homes to keep up with a growing older population, meet the requirements of The *Care Act 2014*, and to reduce the strain on other local services.
- 4.24. Adaptions to homes to meet mobility issues would require the installation of or availability of dwellings with step-free or level access, and access ramps. A growing number of people over 65 years will also require in house adaptations to assist in self-care activities such as step-free access to a toilet and sanitary facilities.

## 5. Evidence of Need: Long-Term Health and Disability

- 5.1. Section 149 of the *Equality Act 2010* requires public bodies (including local authorities) to have ‘due regard’ to the need to promote equality of opportunity for disabled people. In order to demonstrate they have paid ‘due regard’, local authorities should ensure that they assess the impact of decisions they take on disabled people.
- 5.2. Information from the 2011 Census identifies that Cambridge has 10,392 residents with a long-term health problem or disability. 6,160 of Cambridge’s population in 2011 had a long-term health problem or disability that limited their ‘day to day activities a lot’<sup>34</sup>. Some of these people will be 65 or over and will be the result of an ‘elderly’ population; this need has been discussed in section 4 of this study.
- 5.3. The projected needs of residents with a long-term health problem or disability that limits their ‘day to day activities a lot’ (6,160) will no doubt impact upon future and existing accessible and adaptable housing needs. However, it is unknown what the future impact will be on the need for accessible housing for the 8,537 residents who have ‘day to day activities limited a little’ as they age, or how old they are. Table 11 however, does demonstrate that the number of people with long-term health issues or disability is not restricted to a particular tenure.

**Table 11: Number of residents in households with a long-term illness or disability by tenure**

Tenure	All categories: Long-term health problem or disability		Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
	Count	%	Count	%	Count	%	Count	%
All tenure categories	107,345	100%	6,160	6%	8,537	8%	92,648	86%
Owned or shared ownership	52,630	49%	2,704	5%	4,565	9%	45,361	86%
Social rented	23,727	22%	2,903	12%	2,859	12%	17,965	76%
Private rented or living rent free	30,988	29%	553	2%	1,113	4%	29,322	94%

(Number of residents in households with a long-term illness or disability (Census 2011: NS [online], 2016)

<sup>34</sup> Terminology used in the 2011 Census.

- 5.4. As explained above, some of the people in Table 11 will be 65 or over; this need has already been discussed in section 4 of this study. This section aims to add further detail to the likely need for accessible and adaptable housing by looking at the long-term health and disability needs of people aged 18 to 64 years to 2031. No significant data is currently available that correlates the household needs of those aged 18 to 64 years with long-term health and disability issues and therefore accessible housing need. As such, this section instead provides a population based indication of the number of those aged 18 to 64 years who may require accessible and adaptable housing.
- 5.5. The Projecting Adult Needs and Service Information system (PANSI) was designed to help explore the possible impact that demography and certain conditions may have on people aged 18 to 64. It provides useful projections of the long-term health and disability needs of those aged 18 to 64 based on disability and long-term health problems.
- 5.6. PANSI projections are trend-based projections and based on Office for National Statistics (ONS) population projections with a base year of 2012 that are projected forward to 2030. The projections do not take into account any policy changes that have not yet occurred, or those that have not yet had an impact on observed trends.
- 5.7. As this section aims to understand the potential future need for accessible and adaptable homes of those aged 18 to 64 within the Plan period, it seems reasonable to base the estimated number of people aged 18 to 64 with long-term health or disability problems on population forecasts provided by Cambridgeshire County Council (Table 7) as these take into account the effects of Local Plan policy. Therefore, to ascertain the long-term health and disability difficulties of those aged 18 to 64 to 2031 assumptions will be made by using the findings from the PANSI projections and applying them at a local level to Cambridgeshire County Council's population forecast for Cambridge.
- 5.8. These figures can be considered in addition to the needs of older people (aged 65 and over) discussed in section 4 of this document.

#### **Long-Term Health and Disability in the 18-64 Age Group: Moderate and Serious Disability**

- 5.9. PANSI provides projections of the estimated number of people in Cambridge aged 18 to 64 who have a moderate or serious disability.
- 5.10. Table 12 summarises the percentage of those in Cambridge who have a moderate or serious disability according to PANSI projections. This information has been taken

from Table A4:2a in Appendix 4. Unfortunately, Cambridgeshire County Council Population Projections do not fall exactly into the same age brackets as the PANSI data, but the table does give an idea of the percentages of people nationally aged 18 to 24, or 35 to 44 for example, who have a long-term health problem or disability, some of whom may require accessible and adaptable homes to assist in day to day activities.

- 5.11. By taking the total forecast population for Cambridge to 2031 of 154,200 (Table 7) and applying it to the percentage of those aged 18-64 who have a physical disability as a percentage of total population<sup>35</sup>, an approximation can be made to ascertain the potential number of people who have a moderate or serious disability. These calculations can be found in Table 12 below.
- 5.12. 7,073 of people in Cambridge aged 18 to 64 are estimated to have a moderate disability by 2031, this equates to 4.59% of the total population. An estimated 1,959 people aged 18 to 64 will be living with a serious disability by 2031, this equates to 1.27% of the total population.

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<sup>35</sup> Taken from Table A4:2a, Appendix 4.

**Table 12: Estimated % of people in Cambridge aged 18-64 predicted to have a moderate or serious disability in 2031**

	A	B	C	D	E	F
	Percentage of population predicted to have a moderate physical disability (PANSI projections)	Cambridge population estimates to 2031	Number of people estimated to have a moderate physical disability (A + B)	Percentage of population predicted to have a serious physical disability (PANSI projections)	Cambridge population estimates to 2031	Number of people estimated to have a serious physical disability (D + E)
People aged 18-24	4.10%			0.80%		
People aged 25-34	4.20%			0.40%		
People aged 35-44	5.60%			1.70%		
People aged 45-54	9.70%			2.70%		
People aged 55-64	14.90%			5.80%		
<b>Percentage of those aged 18-64 who have a physical disability as a % of total population</b>	<b>4.59%</b>	<b>154,200</b>	<b>7,073</b>	<b>1.27%</b>	<b>154,200</b>	<b>1,959</b>

- 5.13. Those who have a moderate disability may be in need of adaptations to their home now or in the future. Potential adaptations could include electrical modifications such as wall-mounted switches, socket outlets and other controls accessible to people with reduced reach. Those with more serious disabilities may require specialist homecare and the provision of a range of adaptations.

5.14. Not all people with moderate disabilities will need in-house adaptations and some may be in specialist care facilities. It is also difficult (due to the lack of household data relating to disability) to estimate the number of households that contain people aged 18 to 64 who have a moderate or serious disability. However, as the 18 to 64 population ages, some of their needs will increase over time and homes will be required to be sufficiently adaptable to provide additional aids to meet these needs. Evidence from the Government further substantiates these claims by pointing out that ‘the prevalence of disability rises with age’<sup>36</sup>.

### Summary

5.15. The information provided in this section demonstrates that there is also a need for accessible and adaptable homes to meet the needs of those aged 18 to 64 who have a moderate or serious disability, now and in the future. A total of 9,032 Cambridge residents are estimated to be likely to be affected by a moderate or serious disability by 2031. Although some of these residents may already have in house adaptations, or specialist care, many will not and the need for further adaptations may increase over time as part of the ageing process.

5.16. In order to meet Government requirements (Section 149 of the *Equality Act 2010*) and to reduce the strain on other local services, it is reasonable to assume that a significant number of the population will require dwellings built to Building Regulation M4(2) to meet their needs.

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<sup>36</sup> (pp. 15, Habinteg [online], 2016).

## 6. Wheelchair Accessible Housing Need

- 6.1. Optional regulation M4(3): *Wheelchair user dwellings* enables Councils to stipulate through planning policy that a specific percentage of dwellings in a development should meet the needs of wheelchair users and allow for the simple adaption of the dwelling for wheelchair users. It requires that wheelchair users should be able to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants.
- 6.2. Optional requirement M4(3) can only be applied to dwellings where the local authority is responsible for allocating, or nominating a person to live in that dwelling<sup>37</sup>.
- 6.3. Advice provided by Habinteg: *Towards Accessible Housing – A Toolkit for Planning Policy*, provides a methodology for calculating the number of wheelchair user households with unmet housing need<sup>38</sup> i.e. not wheelchair adaptable. The report estimates that 2% of all households in the East of England are wheelchair user households and 9% of wheelchair user households have unmet wheelchair housing need. By using the 2011 Census count of a 46,714<sup>39</sup> households, the calculations (below) establish an unmet need of 84.08 wheelchair accessible homes.

**Figure 2: Number of wheelchair user households with unmet need**

Step 1: Number of households in local authority area **X** % of all households that are wheelchair user households

Step 2: Step one **X** number of wheelchair user households with unmet housing need.

$$46,714 \times 0.02 = 934.28$$

$$934.28 \times 0.09 = 84.09$$

- 6.4. Using the estimated household figure to 2031 of 13,540 (see paragraph 2.22) and multiplying this figure by wheelchair housing need (2%) provides the future wheelchair housing need to 2031. This establishes a future need of 270.80 dwellings.

<sup>37</sup> Reference ID: 56-009-20150327 (CLG [online], 2016).

<sup>38</sup> (pp. 18-19, Habinteg [online], 2016).

<sup>39</sup> Table QS402EW: *Accommodation Type – Households, 2011 Census* (NS [online], 2016).

### Figure 3: Future wheelchair user households need

Step 1: Future estimated number of households X % of all households that are wheelchair user households

$$13,540 \times 0.02 = 270.80$$

- 6.5. By combining unmet need with future need, the total wheelchair housing need is estimated as 354.89 households (84.09 + 270.80).
- 6.6. As noted above, optional requirement M4(3) can only be applied to dwellings where the local authority is responsible for allocating, or nominating a person to live in that dwelling. Therefore any requirement for wheelchair accessible housing should be calculated based on the estimated proportion of households that live in affordable housing.
- 6.7. The Council currently has an affordable housing policy for the provision of 40% affordable housing on sites of 0.5 hectares or more or 15 dwellings or more<sup>40</sup>. This however, does not infer that 40% of all new households will be affordable as many approved applications and housing completions may be under 0.5 hectares or 15 dwellings. Therefore to ascertain the potential average affordable housing build to 2031, the following methodology has been devised. The average affordable housing completion rate (established within the current Plan period) is equivalent to 24.4% of all total net housing completions (see Figure 4 Step 1). If applied to Cambridgeshire County Council's estimated household increase of 13,540, this implies that 3,303.76 affordable households will be formed by 2031. By dividing the unmet and future wheelchair housing need (354.89) by the estimated future affordable housing (3,303.76) it can be established that 10.74% of affordable housing would need to be wheelchair accessible to meet unmet and future wheelchair housing need.

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<sup>40</sup> Policy 5/5 Meeting Housing Needs in the Cambridge Local Plan 2006.

**Figure 4: Unmet and Future Wheelchair User Household Need**

Step 1: Establish affordable housing provision based on past net housing completions for the Plan<sup>41</sup> period commencing in 2011/12 to 2015/16 (most recent monitoring year). Affordable housing net completions divided by total net completions.

2011/12 = 54/352 = 15.3%  
2012/13 = 68/471 = 14.4%  
2013/14 = 424/1,325 = 32.0%  
2014/15 = 190/713 = 26.6%  
2015/16 = 297/884 = 33.6%

Step 2: Calculate the average affordable housing percentage from 2011/12 to 2015/16.

$(15.3 + 14.4 + 32.0 + 26.6 + 33.6)/5 = 24.4\%$

Step 3: Apply estimated future household provision to 2031 to estimated affordable housing completion rate

$13,540 \times 24.4\% = 3,303.76$

Step 4: Unmet and future wheelchair housing divided by estimated future affordable housing provision (step 3)

$354.89 / 3,303.76 = 10.74\%$

- 6.8. Not every resident with wheelchair housing need will be housed in Council or housing association housing. However, information established in section 5 of this document within *Table 11: Number of Residents in households with a long-term illness or disability by tenure* highlights the fact that households whose day-to-day activities are 'limited a lot' through long-term illness or disability is more prevalent for residents in Housing Association or Council housing. It is therefore considered conservative to require 5% wheelchair accessible housing through the application of optional building regulation M4(3): *Wheelchair user dwellings* to affordable housing. Requiring 5% of wheelchair user dwellings on developments with 20 affordable housing units or more allows for the provision of one full unit and eliminates the need for fractions of dwellings less than one unit.
- 6.9. It has been established within this section that the required wheelchair housing need is more substantial than 5% of all new affordable housing. It could therefore

<sup>41</sup> Data taken from *Housing Completions in Cambridge 2016* (CCoC [online], 2016).

be argued that the building of a certain amount of wheelchair accessible homes should also be encouraged within market housing completions. Although this could not be included in any revisions to the text within Policy 51 due to Government restrictions in the PPG, support for provision of wheelchair user housing in market housing developments has been included within the supporting text to the policy.

## 7. Profile of Council and Housing Association Tenants: Supplementary Information

- 7.1. This section provides a brief overview of known data on Council and Housing Association tenants. It has not been used to derive predicted need for accessible homes, but provides an overview of the current accessibility, mobility and adaptability requirements of Council and Housing Association tenants as a snapshot in time, providing evidence of current demonstrable need for accessible and adaptable dwellings and the Council’s response to these needs.
- 7.2. As of August 2016, a count of lead tenants in Cambridge City Council properties revealed that 35.8% are over 65 years. This profile is higher than that of the general population illustrated in Cambridgeshire County Council’s Table 7: Population Forecast for Cambridge Local Authority by Age (11.8% in 2011). This illustrates the need for the provision of a higher percentage of affordable accessible and adaptable homes for to cater for the needs of elderly residents.

**Table 14: Age of lead tenant**

Age of lead tenant	Number	Percentage
Under 65	4,406	64.2%
Over 65	2,457	35.8%
<b>Total</b>	<b>6,863</b>	<b>100%</b>

Source: Cambridge City Council, Orchard Monitoring Software

- 7.3. Data from Cambridge City Council’s Orchard monitoring software also reveals that 549 tenants (around 8%) have a disability. This is thought to be under recorded, and can cover a whole range of disabilities. There is no specific data on wheelchair use.
- 7.4. Home-Link, a choice-based letting scheme for Council and housing associations properties, records the mobility ratings of those on the Home-Link system using a mobility rating category:
- Mobility 1 = wheelchair user indoors or outdoors;
  - Mobility 2 = cannot manage steps or stairs, and may use wheelchair some of the day;
  - Mobility 3 = only able to manage one or two steps or stairs (currently listed separately but due to be merged with mobility 2).

- 7.5. Of the 1,959 people registered on the Home-Link register<sup>42</sup> for Cambridge, 93% have no mobility rating and the remaining 7% have mobility issues which could require adaptations to homes such as ramps.

**Table 15: Mobility rating of people on the Home-Link register in Cambridge**

Mobility category of household (December 2016)	Number of applicant households	Percentage
Mobility 1	18	0.9%
Mobility 2	10	0.5%
Mobility 3	109	5.6%
No mobility rating	1822	93.0%
<b>Total</b>	<b>1,959</b>	<b>100.00%</b>

Source: Home-Link, December 2016

- 7.6. Appendix 5 illustrates the number of properties let to households based on dwelling type, mobility category of the dwelling, and number of bedrooms. The number of households with Mobility 3 needs (only able to manage one or two steps or stairs) could be reflective of an ageing population and the need for more adaptable homes, which could provide for a household over their lifetime.
- 7.7. Anecdotal evidence from Home-Link staff (found in full in Appendix 6) reveals the unsuitability of new build and existing properties for people requiring an adaptable home. Instead of finding the best solution for an adaptable home, Home-Link often have to look towards meeting the basic needs of tenants within the properties available. The information also reveals a need for 3-4 bed single level accommodation and more wheelchair adaptable dwellings.
- 7.8. This snapshot of Council and Housing Association tenants reveals that the need for accessible and adaptable homes is still required in affordable properties.

### Cambridge City Council Household Adaptions

- 7.9. Data from Cambridge City Council Housing Services (City Homes) reveals that 520 adaptations were carried out in 2014/15. Some adaptations may be to the same properties, for example one dwelling may have received a modular ramp and level access shower. This does, however, illustrate the extent of adaptations undertaken in Council houses in Cambridge.
- 58 level access showers
  - 25 over bath showers
  - 15 modular ramps, 4 automatic door openers, widened a number of doorways

<sup>42</sup> All people on the Home-Link Register have applied for housing; some are already housed in social housing but are on the register in order to transfer to more suitable accommodation.

- 21 stair lifts and 1 through floor lift
- 11 fencing jobs
- 5 specialist WCs and 1 WC lifter
- 2 property extensions
- 381 minor jobs (rails, half steps, lever taps etc.)

7.10. Of the adaptations completed between 2013/14 and 2015/16, on average 84% of adaptations were completed for adult household members and 16% were for children. As at November 2016, 8% of referrals for adaptations were for children, 51% for those aged 18-64 and 51% for those aged over 65 years.

7.11. Over the past five years 2010/11 to 2015/16, Cambridge City Council has spent £4.3m on dwelling adaptations<sup>43</sup>.

7.12. Requiring all homes to meet accessible and adaptable Building Regulation standard M4(2) would not only decrease financial burden on Housing Associations and Council housing, but also on private tenants.

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<sup>43</sup> Source: Cambridge City Council, Housing Services.

## 8. Adaptions to Homes: Disabled Facilities Grants

- 8.1. The Disabled Facilities Grant covers any adaptations costing over £1,000 to a dwelling for people living in the private sector and in Housing Association properties. Adaptions to properties range from level access showers and stair lifts to ground floor house extensions.
- 8.2. The Disabled Facilities Grant does not equate to the number of people or households who have applied for a grant as applicants may apply for more than one grant. The grants are also means-tested and will therefore not identify the number of dwelling adaptations carried about by people above the financial eligibility threshold.
- 8.3. The number of completed grants in Cambridge from 2010/11 to 2015/16 total 352. Within the emerging Local Plan period thus far, this equates to 278 completed adaptations (2011/12 to 2015/16).

**Table 16: Number of completed Disabled Facilities Grants**

Financial year	Completed disabled facilities grants
2010/11	74
2011/12	60
2012/13	68
2013/14	86
2014/15	64
<b>Total</b>	<b>352</b>

Source: Cambridge City Council

- 8.4. These figures show the consistent need for dwelling adaptations of existing properties and the number of households who are unable to undertake them without financial assistance.

## 9. Specialist Housing

- 9.1. Although specialist housing is available for those with long term health problems, disabilities, and the elderly, specialist housing cannot meet growing needs of all residents with health or mobility problems. The Cambridgeshire Joint Strategic Needs Assessment<sup>44</sup> – Phase 6 Summary Report<sup>45</sup> looks towards a reconfiguration of services to support older people to live in a community setting as long as possible, avoid admission to hospital and care homes, and return to a community setting after discharge from hospital.
- 9.2. The report notes that “housing is a major factor determining physically disabled people’s health and wellbeing. It appears from national reports that most disabled people live in unsuitable accommodation.”<sup>46</sup>
- 9.3. This approach meets the requirements of Section 149 of the *Equality Act 2010* which requires public bodies (including local authorities) to have ‘due regard’ to the need to promote equality of opportunity for disabled people.
- 9.4. The approach also directs local authorities towards the positive impact that preventative action, i.e. the provision of accessible and adaptable homes, can have on the population in line with the requirements of Article 19 of The *Care Act 2014*.

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<sup>44</sup> Produced by Cambridgeshire County Council and NHS Cambridgeshire.

<sup>45</sup> (pp. 18, CCCNHS [online], 2012).

<sup>46</sup> (pp.28, CCCNHS [online], 2012).

## 10. Further Considerations

### Viability

10.1. The impact of viability on the implementation of optional Building Regulations M4(2): *Accessible and adaptable dwellings* and M4(3): *Wheelchair user dwellings* has not been addressed in detail as part of this study. However, research from Habinteg’s *Accessible Housing Standards 2015*<sup>47</sup> suggests that Building Regulation M4(2) is less onerous to implement than the Lifetime Homes standard currently proposed under Policy 51 of the emerging Cambridge Local Plan. This implies that the implementation of Building Regulations M4(2): *Accessible and adaptable dwellings* could therefore be considered less costly to implement than its predecessor (Lifetime Homes).

“We have often referred to Category 2 as broadly equivalent to Lifetime Homes – although ... we do have some concerns over omissions or reductions in certain aspects.”

(pp.2,Habinteg [online], 2015)

10.2. *Cambridge City Council’s Statement of Consultation and Audit Trails*<sup>48</sup> explained the viability impact of the Council’s requirement for 100% Lifetime homes and 5% wheelchair housing which was to be applied to all new homes through Policy 51: *Lifetime Homes and Lifetime Neighbourhoods*.

10.3. The potential impacts on viability were taken into account in a suite of viability documents produced on behalf of the council. These were the:

- *Cambridge City Council Local Plan – Community Infrastructure Levy Viability Assessment*;<sup>49</sup>
- *Cambridge City Council Local Plan - SHLAA and Potential Site Allocations High Level Viability Assessment*;<sup>50</sup> and
- *Cambridge City Council Local Plan – Student Housing Affordable Housing Study*<sup>51</sup>.

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<sup>47</sup> (pp.2,Habinteg [online], 2015).

<sup>48</sup> (CCC [online], 2013).

<sup>49</sup> (CCC [online], 2013b).

<sup>50</sup> (CCC [online], 2013c).

<sup>51</sup> (CCC [online], 2013d).

- 10.4. These reports considered the implementation of a Lifetime Homes standard to be viable and achievable. Paragraphs 2.6.4 to 2.6.6 of the *Cambridge City Council Local Plan – Community Infrastructure Levy Viability Assessment*<sup>52</sup> summarises the approach taken to this and also explained that an additional allowance of 5 to 7% of build costs was factored into the calculations to cover any contingencies.
- 10.5. *Cambridge City Council’s Statement of Consultation and Audit Trails* also adds that “At present, local authorities and health authorities bear the cost of adapting housing and re-housing people who become disabled. This budget is unlikely to expand and will encounter more demand with an ageing population and people living longer with profound disabilities and illnesses. Lifetime Home provision will help reduce future costs and will not require considerable resources to make further adaptations for people who become disabled....As Lifetime Homes design standards can be incorporated into development at an early stage and are already required for all affordable housing delivered in the city, it is considered appropriate to set out a requirement for all homes to comply with Lifetime Homes standards”<sup>53</sup>.
- 10.6. It is therefore considered that the implementation of optional Building Regulations M4(2): *Accessible and adaptable dwellings* and M4(3): *Wheelchair user dwellings*, as Policy 51, will not be detrimental to the delivery of homes.
- 10.7. The Greater London Authority (GLA) adjusted its policy in light of the new national standards and proposed that 90 per cent of new housing be built to M4(2) (Lifetime Homes equivalent) and 10 per cent to M4(3) (wheelchair accessible or adaptable) standards. The viability study commissioned by the GLA showed that there was no additional cost involved in implementing Categories 2 and 3 compared to the existing London Plan standards. Further GLA data on the unmet need for accessible housing can be seen at: <http://www.habinteg.org.uk/toolkit-the-case-in-london>.

### Lift Access

- 10.8. Building Regulation M4(2) requires that step free access should be provided. In the case of blocks of four storeys or less, the Greater London Plan determined that the implementation of lift access could cause potential viability issues<sup>54</sup>. In these cases, it was considered that a development specific viability assessment should be undertaken and consideration should be given as to the implication of ongoing maintenance costs on the affordability of service charges for residents.

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<sup>52</sup> (CCC [online], 2013b).

<sup>53</sup> (pp.449-450, CCC [online], 2013a).

<sup>54</sup> <https://www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/london-plan-chapter-3/policy-38-housing-choice>

- 10.9. This is considered a sensible approach to assessing the need for lift access in flatted developments and allows flexibility within the policy, however the remaining requirements of M4(2) could still apply where applicable.

#### **Need for Updates**

- 10.10. Cambridgeshire County Council, in collaboration with the Cambridgeshire local authorities, is currently in the process of undertaking a Joint Strategic Needs Assessment regarding specialist housing need. The process began in late 2014. This project is expected to be completed in Spring 2017.
- 10.11. The project will identify what provision currently exists within the housing sub-region for people with disabilities or mental ill health, and ascertain the future need for such homes or schemes. This information will provide more robust and location specific data by local authority area, will be justified by cross-organisational collaboration and cooperation and include organisations such as Cambridgeshire County Council's Research Group, housing, health and social care commissioners from other agencies – in particular Cambridgeshire and Suffolk Adult Social Care services and Home Improvement Agencies.
- 10.12. This assessment will be used as an evidence base for the creation of future planning policies concerning specialist housing need and provision.

## 11. Conclusion

- 11.1. This document has reassessed the need and requirement to allow optional Building Regulations M4(2): *Accessible and adaptable dwellings* and M4(3): *Wheelchair user dwellings* to be applied in lieu of the Lifetime Homes Standard and Wheelchair Housing Design Standard. The Council believes it prudent to apply optional requirement M4(2) to all new build homes and optional requirement M4(3) to 5% of all affordable housing developments of 20 units or more.
- 11.2. Wheelchair housing and disability need spans all tenures and therefore the provision of wheelchair accessible housing should also be encouraged in market housing. Although this could not be included in any revisions to the text within Policy 51, it has been included within the supporting text to the policy.
- 11.3. The recommendation to require 100% of all new homes to be built to regulation M4(2): *Accessible and adaptable dwellings* is based on the following evidence provided within the Accessible Housing in Cambridge evidence document:
- It is estimated that only 7% of homes in Cambridge (3,270 households) currently meet the equivalent of M4(2). 5,170 households in Cambridge would require minor work to meet this standard and 19,593 would require moderate work. The remaining 18,681 homes would require major work or are unable to be adapted.
  - There is a potential unmet need for 6,539 accessible and adaptable homes. This implies that before even taking into account future need for accessible and adaptable homes, 48% of new planned homes between 2011/12 and 2031/31 would be required to be fully accessible and adaptable to meet existing need. As 3,744 homes have already been built within the plan period (2011/12 to 2015/16), this unmet need could rise to up to 67% of all remaining homes to be built to 2031.
  - The lack of accessible and adaptable homes is spread across all tenures.
  - Cambridge's population is expected to rise to 154,200 by 2031. The proportion of people over 65 years is also expected to rise from 11.8% in 2011 to 15.4% by 2031. This illustrates an ageing population, as the older population increases, so does the need for accessible and adaptable housing.
  - It is estimated that 4,985 people aged 65 and over will be need of specialist care or in house adaptations to improve their mobility and quality of life within their home. Likewise 8,755 people over 65 years are estimated to be unable

to manage a self-care activity on their own<sup>55</sup>. Predicted trips or falls by the Cambridge residents over 65 years are estimated to reach 6,755 by 2031. Hospital admissions and further care as a result of trips or falls in the home also put a further strain on the NHS.

- Article 19 of The Care Act 2014 directs local authorities towards the implementation of preventative action through housing i.e. the provision of accessible and adaptable homes
- The number of people with long-term health issues or disability is not restricted to a particular tenure.
- An estimated 7,073 people aged 18 to 64 years in Cambridge will be living with a moderate disability in 2031 and 1,959 with a serious disability.
- As the 18 to 64 years population ages their in-home needs will increase over time and homes will be required to be sufficiently adaptable to provide additional aids to meet these needs.

11.4. At present, local authorities and health authorities bear the cost of adapting housing and re-housing people who become disabled. This budget is unlikely to expand and will encounter more demand with an ageing population and people living longer with profound disabilities and illnesses. Accessible housing provision will help to reduce future costs and will not require considerable resources to make further adaptations for people who become disabled. The optional Building Regulations can be incorporated into development at an early stage and the equivalent Lifetime Homes standard was until recently required for all affordable housing delivered in the city, it is considered appropriate to set out a requirement for all homes to comply with optional regulation M4(2): *Accessible and adaptable dwellings*.

11.5. The recommendation to require that M4(3): *Wheelchair user dwellings* be applied to 5% of all affordable housing developments of 20 units or more and to encourage the application of wheelchair accessible dwellings in market housing is based on the following evidence provided within the accessible housing in Cambridge evidence document:

- It is estimated that unmet and future wheelchair user household need to 2031 will be 354.89 households. This is equivalent to 10.74% of all affordable housing completions to 2031. Long-term health issues or disability is more prevalent in Housing Association or Council Housing. It is therefore considered conservative to require 5% wheelchair accessible housing through

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<sup>55</sup> This includes bathing, showering or washing all over, dressing and undressing, washing their face and hands, feeding, cutting their toenails, taking medicines.

the application of optional building regulation M4(3): *Wheelchair user dwellings* to affordable housing. Wheelchair housing and disability need spans all tenures and therefore the provision of wheelchair accessible housing should also be encouraged in market housing, although this could not be included in any revisions to the text within Policy 51 due to the government's restriction on the use of M4(3), it has been included within the supporting text to the policy.

- 11.6. Although specialist housing is available for those with long term health problems, disabilities and the elderly, specialist housing cannot meet growing needs of all residents with health or mobility problems. The Cambridgeshire Joint Strategic Needs Assessment looks towards a reconfiguration of services to support older people to live in a community setting as long as possible, avoid admission to hospital and care homes, and return to a community setting after discharge from hospital. This approach meets the requirements of Section 149 of the Equality Act 2010 which requires public bodies (including local authorities) to have 'due regard' to the need to promote equality of opportunity for disabled people.
- 11.7. It is considered that the implementation of optional Building Regulations M4(2): *Accessible and adaptable dwellings* and M4(3): *Wheelchair user dwellings*, will not be detrimental to the delivery of homes.
- 11.8. The requirements of M4(2): *Accessible and adaptable dwellings* and M4(3) *Wheelchair user dwellings*, are not dissimilar to that of the requirements in the Council's Policy 51: *Lifetime Homes and Lifetime Neighbourhoods*, they are in fact less onerous on housebuilders and could therefore also be considered to be less costly. The viability impacts of applying Lifetime Homes and Wheelchair Housing Design standards to new dwellings were previously taken into account through a suite of viability documents produced on behalf of the Council. It was considered that the implementation of this policy was viable and achievable. It is therefore considered that the implementation of M4(2): *Accessible and adaptable dwellings* and M4(3): *Wheelchair user dwellings* would also be achievable.

## Appendix 1: Excerpt from English Housing Survey – Profile of English Housing 2013

### Box 2.2 - Visitability: four key features

Visitability comprises four key features which are considered to be the most important for enabling people with mobility problems to either access their home or visit someone else's home. These four features form the basis for the requirements in part M of the Building Regulations, although the EHS cannot exactly mirror the detailed requirements contained there.

1. Level access: For all dwellings with a private or shared plot, there are no steps between the gate/pavement and the front door into the house or block of flats to negotiate. This includes level access to the entrance of the survey module (i.e. a group of flats containing the surveyed flat). Dwellings without a plot are excluded from the analysis as access is, in effect, the pavement/road adjacent to the dwelling.
2. Flush threshold: a wheelchair can be wheeled directly into the dwelling from outside the entrance door with no steps to negotiate and no obstruction higher than 15mm.
3. Sufficiently wide doors and circulation space: the doors and circulation space serving habitable rooms, kitchen, bathroom and WC comply with the requirements of part M of the Building Regulations.
4. WC at entrance level: there is an inside WC located on the entrance floor to the dwelling.

(pp.54, CLG [online], 2015d)

## Appendix 2: Level of Work Required to Make Homes Visitable

Data extracted from Annex Table 2.2: 'Visitability' features, by dwelling characteristics, 2014 and Annex Table 2.3: Level of work required to make homes 'visitable', by dwelling characteristics, 2014 found in the English Housing Survey Adaptations and Accessibility Report, July 2016.

**Table A1:1 – Level of work required to make a dwelling fully visitable (by thousands of dwellings)**

Level Of work required to make dwelling fully 'visitable' (in thousands)								
	Minor work only	Moderate work only	Major/ problematic	Not feasible	Fully visitable	Total stock	Sample size	% Fully visitable
<b>Tenure</b>								
Owner Occupied	1,894	6,897	1,710	3,495	760	14,757	4,662	5%
Private Rented	371	1,415	813	1,611	365	4,575	2,387	8%
Local Authority	131	661	417	360	109	1,679	1,961	7%
Housing Association	191	812	389	536	432	2,360	2,291	18%
				Total	1,667	23,371		7%
<b>Dwelling Type</b>								
Terraced House	449	2,183	759	3,329	316	7,037	3,879	4%
Semi-Detached House	574	3,615	1,100	964	160	6,413	3,145	2%
Detached House	1,140	3,010	151	679	281	5,262	1,715	5%
Flat	424	977	1,320	1,029	909	4,659	2,562	20%
				Total	1,667	23,371		7%
<b>Dwelling Age</b>								
Pre 1919	282	1,098	717	2,570	32	4,698	1,934	1%
1919-44	327	2,075	599	866	36	3,903	1,810	1%
1945-64	458	2,580	625	756	54	4,473	2,880	1%
1965-80	639	2,487	671	817	161	4,775	2,638	3%
1981-90	292	719	313	397	120	1,841	922	7%
post 1990	590	827	405	596	1,264	3,681	1,117	34%
				Total	1,667	23,371		7%

Table A1:2 – Level of work required to make a dwelling fully visitable (by %)

	Level Of work required to make dwelling fully 'visitable'					
	Minor work only	Moderate work only	Major/ problematic	Not feasible	No work required	
<b>Tenure</b>						
Owner Occupied	12.84%	46.74%	11.59%	23.68%	5.15%	100%
Private Rented	8.11%	30.92%	17.77%	35.21%	7.99%	100%
Local Authority	7.80%	39.39%	24.85%	21.45%	6.51%	100%
Housing Association	8.10%	34.41%	16.48%	22.71%	18.29%	100%
<b>Dwelling Type</b>						
Terraced House	6.38%	31.03%	10.78%	47.32%	4.49%	100%
Semi-Detached House	8.95%	56.37%	17.15%	15.03%	2.50%	100%
Detached House	21.67%	57.20%	2.87%	12.91%	5.35%	100%
Flat	9.11%	20.97%	28.34%	22.08%	19.50%	100%
<b>Dwelling Age</b>						
pre 1919	5.99%	23.38%	15.25%	54.70%	0.68%	100%
1919-44	8.37%	53.16%	15.35%	22.20%	0.92%	100%
1945-64	10.25%	57.67%	13.98%	16.90%	1.20%	100%
1965-80	13.39%	52.08%	14.05%	17.11%	3.37%	100%
1981-90	15.84%	39.05%	17.01%	21.58%	6.52%	100%
post 1990	16.02%	22.47%	11.00%	16.18%	34.33%	100%

Note: terraced, semi-detached and detached dwelling types include bungalows

Source: (CLG [online], 2016b)

## Appendix 3: Forecasts of Older People’s Needs for Cambridge

This data is provided by POPPI (Projecting Older People Population Information System). The data provided was originally developed by the Institute of Public Care (IPC) for the Care Services Efficiency Delivery Programme (CSED). The system is now provided solely by the Institute of Public Care on licence from the Department of Health. The data are derived from population based analysis.

Figures are taken from Office for National Statistics (ONS) subnational population projections by persons, males and females, by single year of age. The latest subnational population projections available for England, published 29 May 2014, are full 2012-based and project forward the population from 2012 to 2037.

Long-term subnational population projections are an indication of the future trends in population by age and sex over the next 25 years. They are trend-based projections, this means assumptions for future levels of births, deaths and migration are based on observed levels mainly over the previous five years. They show what the population will be if recent trends continue.

The projections do not take into account any policy changes that have not yet occurred, nor those that have not yet had an impact on observed trends.

**Table A3:1: Population in Cambridge aged 65 and over, projected to 2030**

	2014	2015	2020	2025	2030
People aged 65-69	4,500	4,500	4,500	4,800	5,500
People aged 70-74	3,200	3,400	4,100	4,100	4,400
People aged 75-79	2,800	2,800	3,100	3,800	3,800
People aged 80-84	2,300	2,300	2,400	2,700	3,500
People aged 85-89	1,700	1,700	1,800	2,000	2,300
People aged 90 and over	1,200	1,200	1,500	1,800	2,200
<b>Total population 65 and over</b>	<b>15,700</b>	<b>15,900</b>	<b>17,400</b>	<b>19,200</b>	<b>21,700</b>

Figures may not sum due to rounding. Crown copyright 2014

**Table A3:2: People in Cambridge aged 65 and over unable to manage at least one self-care activity on their own, by age and gender, projected to 2030. Activities include: bathe, shower or wash all over, dress and undress, wash their face and hands, feed, cut their toenails, take medicines**

	2014	2015	2020	2025	2030
Males aged 65-69 unable to manage at least one self-care activity on their own	396	396	396	432	504
Males aged 70-74 unable to manage at least one self-care activity on their own	285	304	380	361	399
Males aged 75-79 unable to manage at least one self-care activity on their own	348	348	406	522	493
Males aged 80-84 unable to manage at least one self-care activity on their own	297	330	330	396	495
Males aged 85 and over unable to manage at least one self-care activity on their own	510	510	612	765	918
Females aged 65-69 unable to manage at least one self-care activity on their own	483	483	483	504	567
Females aged 70-74 unable to manage at least one self-care activity on their own	510	540	660	660	690
Females aged 75-79 unable to manage at least one self-care activity on their own	624	585	663	780	780
Females aged 80-84 unable to manage at least one self-care activity on their own	689	689	742	795	1,007
Females aged 85 and over unable to manage at least one self-care activity on their own	1,332	1,406	1,480	1,702	1,998
<b>Total population aged 65 and over unable to manage at least one self-care activity on their own</b>	<b>5,474</b>	<b>5,591</b>	<b>6,152</b>	<b>6,917</b>	<b>7,851</b>

Figures may not sum due to rounding. Crown copyright 2014

**Table A3:2a: People in Cambridge aged 65 and over unable to manage at least one self-care activity on their own as a percentage of the population projected to 2030.**

These figures have been calculated by summing all adults by age band who are unable to manage at least one self-care activity on their own (from Table A3:2) and comparing them to the estimated population in 2030 by age band (Table A3:1) to identify what proportion of each age band is unable to manage at least one mobility activity on their own.

	Unable to manage at least one mobility activity	Total estimated population	% of population
People aged 65-74	2,160	9,900	22%
People aged 75-84	2,775	7,300	38%
People aged 85 and over	2,916	4,500	65%

**Table A3:3: Rates for men and women unable to manage on their own at least one self-care activity**

Age range	% males	% females
65-69	18	21
70-74	19	30
75-79	29	39
80-84	33	53
85+	51	74

Figures are taken from Living in Britain Survey (2001), table 35.

The prevalence rates have been applied to ONS population projections of the 65 and over population to give estimated numbers predicted to be unable to manage at least one of the self-care activities listed, to 2030.

**Table A3:4: People in Cambridge aged 65 and over unable to manage at least one mobility activity on their own, by age and gender, projected to 2030. Activities include: going out doors and walking down the road; getting up and down stairs; getting around the house on the level; getting to the toilet; getting in and out of bed**

	2014	2015	2020	2025	2030
People aged 65-69 unable to manage at least one mobility activity on their own	383	383	383	408	467
People aged 70-74 unable to manage at least one mobility activity on their own	422	448	552	542	578
People aged 75-79 unable to manage at least one mobility activity on their own	480	459	525	636	624
People aged 80-84 unable to manage at least one mobility activity on their own	539	557	586	651	821
People aged 85 and over unable to manage at least one mobility activity on their own	1,250	1,300	1,420	1,675	1,980
<b>Total population aged 65 and over unable to manage at least one mobility activity on their own</b>	<b>3,074</b>	<b>3,147</b>	<b>3,466</b>	<b>3,912</b>	<b>4,470</b>

Figures may not sum due to rounding. Crown copyright 2014

**Table A3:4a: People in Cambridge aged 65 and over unable to manage at least one mobility activity on their own as a percentage of the population projected to 2030.**

These figures have been calculated by summing all adults by age band who are unable to manage at least one mobility activity on their own (from Table A3:4) and comparing them to the estimated population in 2030 by age band (Table A3:1) to identify what proportion of each age band is unable to manage at least one mobility activity on their own.

	Unable to manage at least one mobility activity	Total estimated population	% of population
People aged 65-74	1,045	9,900	11%
People aged 75-84	1,445	7,300	20%
People aged 85 and over	1,980	4,500	44%

**Table A3:5: Rates for those who are unable to manage at least one of the mobility tasks listed are as follows:**

Age range	% males	% females
65-69	8	9
70-74	10	16
75-79	12	21
80-84	18	29
85+	35	50

Figures are taken from Living in Britain Survey (2001), table 29.

The prevalence rates have been applied to ONS population projections of the 65 and over population to give estimated numbers predicted to be unable to manage at least one of the mobility tasks listed, to 2030.

**Table A3:6: People aged 65 and over in Cambridge predicted have a fall, by age and gender, projected to 2030**

	2014	2015	2020	2025	2030
People aged 65-69 predicted to have a fall	925	925	925	984	1,125
People aged 70-74 predicted to have a fall	759	806	994	974	1,041
People aged 75-79 predicted to have a fall	660	633	725	882	863
People aged 80-84 predicted to have a fall	721	752	786	882	1,111
People aged 85 and over predicted to have a fall	1,204	1,247	1,376	1,634	1,935
<b>Total population aged 65 and over predicted to have a fall</b>	<b>4,269</b>	<b>4,363</b>	<b>4,806</b>	<b>5,356</b>	<b>6,075</b>

Figures may not sum due to rounding. Crown copyright 2014

**Table A3:6a: People aged 65 and over in Cambridge predicted have a fall, by age and gender, projected to 2030 by percentage of population.**

These figures have been calculated by summing all adults by age band who are predicted to have a trip or fall (from Table A3:6) and comparing them to the estimated population in 2030 by age band (Table A3:1) to identify what proportion of each age band is predicted to have a trip or fall.

	Number of people predicted to have a trip or fall	Total estimated population	% of population
People aged 65-74	2,166	9,900	22%
People aged 75-84	1,974	7,300	27%
People aged 85 and over	1,935	4,500	43%

**Table A3:7 Rates for people who report at least one fall during the last 12 months are as follows:**

Age range	% males	% females
65-69	18	23
70-74	20	27
75-79	19	27
80-84	31	34
85+	43	43

Figures are taken from Health Survey for England (2005), volume 2, table 2.1: Prevalence and number of falls in last 12 months, by age and sex.

The prevalence rates have been applied to ONS population projections of the 65 and over population to give estimated numbers of those predicted to be have fallen at least once in the last 12 months, to 2030.

(POPPI [online], 2016)

## Appendix 4: Forecasts of Disability Needs for Cambridge

This data is provided by PANSI (Protecting Adult Needs and Service Information). The data provided was originally developed by the Institute of Public Care (IPC) for the Care Services Efficiency Delivery Programme (CSED). The system is now provided solely by the Institute of Public Care on licence from the Department of Health. The data are derived from population based analysis.

Figures are taken from Office for National Statistics (ONS) subnational population projections by persons, males and females, by single year of age. The latest subnational population projections available for England, published 29 May 2014, are full 2012-based and project forward the population from 2012 to 2037.

Long-term subnational population projections are an indication of the future trends in population by age and sex over the next 25 years. They are trend-based projections, this means assumptions for future levels of births, deaths and migration are based on observed levels mainly over the previous five years. They show what the population will be if recent trends continue.

The projections do not take into account any policy changes that have not yet occurred, nor those that have not yet had an impact on observed trends.

**Table A4:1: Population in Cambridge aged 18-64, projected to 2030**

	2014	2015	2020	2025	2030
People aged 18-24	23,800	23,700	23,300	23,600	26,100
People aged 25-34	23,600	23,000	21,300	20,500	19,800
People aged 35-44	16,300	16,400	16,600	16,400	16,100
People aged 45-54	13,800	13,900	14,000	13,900	14,200
People aged 55-64	10,600	10,600	11,700	12,600	12,700
<b>Total population aged 18-64</b>	<b>88,100</b>	<b>87,600</b>	<b>86,900</b>	<b>87,000</b>	<b>88,900</b>
<b>Total population - all ages</b>	<b>124,900</b>	<b>125,100</b>	<b>126,500</b>	<b>128,800</b>	<b>132,400</b>

Figures may not sum due to rounding. Crown copyright 2014

**Table A4:2: People in Cambridge aged 18-64 predicted to have a moderate or serious physical disability, by age, projected to 2030**

	2014	2015	2020	2025	2030
People aged 18-24 predicted to have a moderate physical disability	976	972	955	968	1,070
People aged 25-34 predicted to have a moderate physical disability	991	966	895	861	832
People aged 35-44 predicted to have a moderate physical disability	913	918	930	918	902
People aged 45-54 predicted to have a moderate physical disability	1,339	1,348	1,358	1,348	1,377
People aged 55-64 predicted to have a moderate physical disability	1,579	1,579	1,743	1,877	1,892
<b>Total population aged 18-64 predicted to have a moderate physical disability</b>	<b>5,798</b>	<b>5,784</b>	<b>5,881</b>	<b>5,973</b>	<b>6,073</b>
People aged 18-24 predicted to have a serious physical disability	190	190	186	189	209
People aged 25-34 predicted to have a serious physical disability	94	92	85	82	79
People aged 35-44 predicted to have a serious physical disability	277	279	282	279	274
People aged 45-54 predicted to have a serious physical disability	373	375	378	375	383
People aged 55-64 predicted to have a serious physical disability	615	615	679	731	737
<b>Total population aged 18-64 predicted to have a serious physical disability</b>	<b>1,549</b>	<b>1,551</b>	<b>1,610</b>	<b>1,656</b>	<b>1,682</b>

Figures may not sum due to rounding. Crown copyright 2014

This table is based on the prevalence data for moderate and serious disability by age and sex included in the Health Survey for England, 2001.

**Table A4:2a: estimated % of people in Cambridge aged 18-64 predicted to have a moderate or serious disability in 2030**

These figures have been calculated by summing all adults by age band who are predicted to have a moderate and serious disability (from Table A4:2) and comparing them to the estimated population in 2030 by age band (Table A4:1) to identify what proportion of each age band has a moderate or serious disability.

	Moderate physical disability	Total estimated population	%	Serious physical disability	Total estimated population	%
People aged 18-24	1,070	26,100	4.10%	209	26,100	0.80%
People aged 25-34	832	19,800	4.20%	79	19,800	0.40%
People aged 35-44	902	16,100	5.60%	274	16,100	1.70%
People aged 45-54	1,377	14,200	9.70%	383	14,200	2.70%
People aged 55-64	1,892	12,700	14.90%	737	12,700	5.80%
Total population aged 18-64	6,073	88,900	6.83%	1,682	88,900	1.89%
Percentage of those aged 18-64 who have a physical disability as a percentage of total population	6,073	132,400	4.59%	1,682	132,400	1.27%

**Table A4:3: Rates given in the survey for moderate and serious physical disability are as follows:**

Age range	% moderate	% serious
18-24	4.1	0.8
25-34	4.2	0.4
35-44	5.6	1.7
45-54	9.7	2.7
55-64	14.9	5.8

The prevalence rates have been applied to ONS population projections of the 18 to 64 population to give estimated numbers predicted to have a moderate or serious physical disability to 2030.

(PANSI [online], 2016)

## Appendix 5: Number of Home-Link Properties in Cambridge Let to Households with Different Mobility Ratings Through Home-Link.

**Table A5:1: Number of people housed in Mobility 1 properties**

Number of people housed in Mobility 1 properties								
Year	2008	2009	2010	2011	2012	2013	2014	2015
One bed	4	4	9	3	7	3	4	4
Two bed	1	3	3	4	1	2		4
Three bed	2			2		3	2	2
Four+ beds			3	1		1	2	
<b>Total</b>	<b>7</b>	<b>7</b>	<b>15</b>	<b>10</b>	<b>8</b>	<b>9</b>	<b>8</b>	<b>10</b>

**Table A5:2: Number of people housed in Mobility 2 properties**

Number of people housed in Mobility 2 properties								
Year	2008	2009	2010	2011	2012	2013	2014	2015
One bed	4	10	14	6	6	8	6	
Two bed		2	1	3	2	2	4	7
Three bed		3	1	1	1	3	2	2
Four+ beds					1	1		
<b>Total</b>	<b>4</b>	<b>15</b>	<b>16</b>	<b>10</b>	<b>10</b>	<b>14</b>	<b>12</b>	<b>9</b>

**Table A5:3: Number of people housed in Mobility 3 properties**

Number of people housed in Mobility 3 properties								
Year	2008	2009	2010	2011	2012	2013	2014	2015
One bed	14	21	25	16	27	66	97	78
Two bed	1	4	9	5	8	20	26	23
Three bed	1	2	1	2	3	7	14	5
Four+ beds						1		4
<b>Total</b>	<b>16</b>	<b>27</b>	<b>35</b>	<b>23</b>	<b>38</b>	<b>94</b>	<b>137</b>	<b>110</b>

Source: Cambridge Home-Link

## Appendix 6: Anecdotal Evidence From Home-Link Staff

Comments received from Home-Link staff. These comments are qualitative data and cannot be quantified by the number of comments of a similar nature that have been received.

- 3/4-bed need families in requirement of single level accommodation can be waiting indefinitely as there are no 3/4-bed flats. 3/4-bed dwellings on the register are all houses and often hard to adapt with a through-floor lift. Floor lifts often cannot be installed within the footprint of the property. Additionally these houses often don't have the 'turning circles' for wheelchair users.
- A lot of houses (especially new-builds which can be over 3 floors) are unsuitable for adaptation.
- New build properties will not allow adaptations within the first year of occupancy.
- Stairlifts cannot be installed in properties with children under seven, or for people who are very obese.
- A lot of metal frame and other houses cannot be fitted with hoisting equipment (even some new builds).
- Applicants in need of 2-bed properties can get housed very quickly – Home-Link receive many 2-bed wheelchair flats and have to hunt around to find a suitable match and convince the applicants to take the offer. Reasons for applicants not wishing to take the property include distance from support networks or schools.
- There are not many 1-bed wheelchair properties available, but there isn't a particularly high demand for these.
- Bungalows are generally only suitable for tenants within the mobility 2 and 3 categories, as they are too small for wheelchair users
- Adapted flats are often poorly planned, for example, two new build Council properties at Scholars Court are wheelchair accessible but have baths. Anyone in a wheelchair will find a bath very difficult to access and would ideally require a level-access shower instead of a bath. Other new builds have changed during the construction phase for example, changes to the toilet location within the bathroom renders the property unusable for people requiring transfer.
- Home-Link are often looking at meeting the basic needs rather than offering the best solution, for example, using 3-bed parlour houses to create a downstairs bedroom.

## Glossary

Term/Abbreviation	Definition
Affordable Housing	<p>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.</p> <p>Affordable housing should:</p> <ul style="list-style-type: none"> <li>• 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</li> <li>• 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.</li> </ul>
Affordable rented housing	<p>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 per cent of the local market rent (including service charges, where applicable).</p> <p>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</p>
CIL	<p>Community Infrastructure Levy.</p> <p>CIL is a levy that local authorities in England and Wales can choose to charge on new developments in their area. In areas where CIL is in force, landowners and developers must pay the levy to the local Council.</p> <p>CIL charges, set by the local Council, are based on the size and type of the new development. The money raised can be used to support development by funding infrastructure that the Council, local community and neighbourhoods would like.</p>
CLG	Department for Communities and Local Government
EHS	<p>The English Housing Survey Profile of English housing 2013 (EHS): commissioned by the CLG. The survey assesses housing conditions and housing circumstances. Information gathering for the 2014-15 survey was undertaken between April 2013 and March 2015 creating a 'mid-point' of April 2014 from which to base results upon. (CLG [online], 2016a).</p> <p>The survey findings are split into a suite of documents that</p>

Term/Abbreviation	Definition
	<p>can be found at:  <a href="https://www.gov.uk/government/collections/english-housing-survey">https://www.gov.uk/government/collections/english-housing-survey</a></p>
Habinteg	<p>An affordable housing provider that provides and promoting accessible homes and neighbourhoods. The organisation also provides and researches into disability accessibility standards within housing.  <a href="https://www.habinteg.org.uk/">https://www.habinteg.org.uk/</a></p>
HMO	<p>Housing in Multiple Occupation  An HMO, depending on the number of occupants, is classed as either:</p> <ul style="list-style-type: none"> <li>• a small HMO – this is a shared dwelling house which is occupied by between three and six unrelated individuals who share basic amenities such as a kitchen or bathroom. This falls into use class C4 under the Town and Country Planning (Use Classes) Order 2010; or</li> <li>• 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 (Use Classes) Order 2010.</li> </ul>
Home-Link	<p>A choice-based lettings scheme for Council and housing association properties across the Cambridgeshire and West Suffolk area. The scheme covers all the available Council and housing association properties, including housing for older people.  <a href="https://www.home-link.org.uk/">https://www.home-link.org.uk/</a></p>
Household	<p>A household is defined as one person living alone, or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room, sitting room or dining area.</p>
Intermediate Housing	<p>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.</p>
Lead Tenants	<p>An individual tenant that acts on behalf of all other tenants resident in a property.</p>
Lifetime Homes Standard	<p>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.  <a href="http://www.lifetimehomes.org.uk/">http://www.lifetimehomes.org.uk/</a></p>

Term/Abbreviation	Definition
NPPF	National Planning Policy Framework was published on 27 March 2012 and sets out the Government's planning policies for England and how these are expected to be applied.
ONS	Office of National Statistics The UK's largest independent producer of official statistics and the recognised national statistical institute of the UK. <a href="https://www.ons.gov.uk/">https://www.ons.gov.uk/</a>
PANSI	A view-only system developed by the Institute of Public Care (IPC). For use by local authority planners and commissioners of social care provision in England, together with providers. It is a programme designed to help explore the possible impact that demography and certain conditions may have on populations aged 18 to 64. Prevalence rates from research are used to estimate the impact of conditions such as: learning disabilities, moderate or serious physical disability including personal care, visual impairment etc.
the Plan	Cambridge Local Plan 2014: Proposed Submission. <a href="https://www.cambridge.gov.uk/local-plan-core-documents-library">https://www.cambridge.gov.uk/local-plan-core-documents-library</a>
POPPI	A view-only system developed by the Institute of Public Care (IPC). It is for use by local authority planners and commissioners of social care provision in England, together with providers. It is a programme designed to help explore the possible impact that demography and certain conditions may have on populations aged 65 and over.
PPG	National Planning Practice Guidance was published in March 2014 it adds further context to the National Planning Policy Framework. The PPG replaces over 7,000 pages of planning guidance that was previously published in separate documents.
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.
Sheltered/extra Care Housing	Accommodation with varying levels of care and support available on site. People who live in this housing have their own self-contained homes, their own front doors and a legal right to occupy the property.
Social 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

Term/Abbreviation	Definition
	authority or with the Homes and Communities Agency.
Specialist Housing	<p data-bbox="587 280 1326 353">Housing that has been specifically designed to meet the needs of people with particular needs.</p> <p data-bbox="587 398 1362 584">It can refer to housing that has been purpose designed or designated for a particular client group to assist tenants to live independently. This may include people with physical disabilities, learning difficulties or mental health issues and is sometimes referred to as 'Supported Housing'.</p> <p data-bbox="587 629 1378 815">Specialist Housing can also refer to housing designated to meet the needs of older people. This is characterised as housing that includes special design features and/or access to support to assist tenants to live independently for as long as possible in their own home.</p>

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