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Cambridge City Council

DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE

To: Scrutiny Sub Committee Members: Councillors Reid (Chair), Saunders (Vice-Chair), Blencowe, Price, Marchant-Daisley and Tucker

Alternates : Councillors Herbert and Stuart

Executive Councillor for Planning and Climate Change: Councillor Ward

Despatched: Tuesday, 19 March 2013

Date: Wednesday, 27 March 2013

Time: 4.30 pm

Venue: Committee Room 1 & 2 - Guildhall

Contact: Toni Birkin

Direct Dial: 01223 457013

AGENDA

1 APOLOGIES

To receive any apologies for absence.

2 DECLARATIONS OF INTEREST

Members are asked to declare at this stage any interests, which they may have in any of the following items on the agenda. If any member is unsure whether or not they should declare an interest on a particular matter, they are requested to seek advice from the Head of Legal Services **before** the meeting.

3 PUBLIC QUESTIONS (SEE BELOW)

4 CAMBRIDGE LOCAL PLAN -TOWARDS 2031 - DRAFT POLICIES AND CHAPTERS Planning Policy Manager (*Pages 1 - 92*)

Information for the Public

Location The meeting is in the Guildhall on the Market Square (CB2 3QJ).

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To: Executive Councillor for Planning and Climate Change: Councillor Tim Ward
Report by: Head of Planning Services
Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 27/3/2013
Wards affected: All Wards

CAMBRIDGE LOCAL PLAN - TOWARDS 2031

Additional Sections of Draft Plan for Consideration – Tranche 2 (of 4)

- Section Two (part) The Spatial Strategy - Standing Item, no recommendations
- Section Four - Supporting the Knowledge Economy and Managing Visitors
- Section Five - Maintaining a Balanced Supply of Housing (Draft policies on Specialist Housing, Lifetime Homes and Lifetime Neighbourhoods, Protecting Garden Land and Subdivision of Existing Dwelling Plots, Flat Conversions, Residential Moorings)

Non Key Decision

1. Executive Summary – Background

- 1.1 The current Local Plan was adopted in July 2006 and runs to 2016 and beyond. The committee report to 25 March Development Plan Scrutiny Sub Committee explained the background and next steps for the new Local Plan.
- 1.2 This committee report covers further sections of the draft plan, including the sections concerning the knowledge economy (higher and further education and employment) and the first group of housing policies.

2. Recommendations

- 2.1 This report is being submitted to the Development Plan Scrutiny Sub-Committee for prior consideration and comment. The Executive Councillor for Planning and Climate Change is recommended:

- a) To agree those draft plan sections to be put forward into the composite full draft plan;
- b) To also consider feedback from this committee on the accompanying policy justification documents for each draft policy which will be published alongside the draft plan as an audit trail of how the policy was evidenced, consulted on and assessed;
- c) To agree that any amendments and editing changes that need to be made prior to the version put to Environment Scrutiny Committee in June and Full Council in June should be agreed by the Executive Councillor in consultation with the Chair and Spokesperson.

3. Legal and National Policy Requirements

3.1 There are a number of legal duties that members must considering in submitting any development plan. These are summarised as:

1. Whether the plan been prepared in accordance with the **Local Development Scheme** and in compliance with the **Statement of Community Involvement** [The Planning and Compulsory Purchase Act 2004¹ (the Act) sections 19(1) and 19(3) respectively]
2. Whether the plan has had regard to **policies developed by a local transport authority** in accordance with section 108 of the [Transport Act 2000](#) [Reg 10(a)]
3. Whether the plan pursues the objectives of **preventing major accidents and limiting consequences of accidents** by pursuing those objectives through the controls described in Article 12 of [Council Directive 96/82/EC](#) [The Seveso directive] [Reg 10 (b) (c)]
4. Whether it has been subject to a **strategic environment assessment**, and where required an appropriate assessment of impact on any sites falling under the EU Habitat (and Birds) directive [The Act Section 19(5), [EU Directive 2001/42/EC](#), [The Environmental Assessment of Plans and Programmes Regulations 2004](#), [EU Habitats and Birds Directives Directive 92/43/EEC](#), [The Conservation of Habitats and Species Regulations 2010](#)]

¹ Note 'The Act' refers to [The Planning and Compulsory Purchase Act 2004](#). The Regulations refers to the [Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#)

5. Whether the plan is compatible with the requirements of the [EU Water Framework Directive](#) and any River Basin Management Plans prepared under that directive [[Directive 2000/60/EC](#)]
 6. Whether the plan has regard to the **National Waste Management Plan** [Reg 10(d) and [Waste \(England and Wales\) Regulations 2011](#)]
 7. Whether the plan is in **general conformity to the Regional Spatial Strategy** [The Act Section 24 – does not apply as the RS the East of England Plan has been revoked – [The Regional Strategy for the East of England Revocation Order 2012](#)].
 8. Whether the plan has regard to any **Sustainable Community Strategy (SCS)** for its area; [section 19(2)(f), section 4 of the [Local Government Act 2000](#)]²
 9. Whether the plan meets the **procedural requirements involving publicity and availability of the development plan document and related documents**; [The Act Section 20(3), prescribed documents Reg 17 and Reg 22, Consultation Reg 18, Submission Reg 22]
 10. Whether the plan meets the **Duty to Cooperate** [The Act Section 33A, Reg 4]
- 3.2 Plans must also meet the soundness tests as set out in the National Planning Policy Framework, that (paragraph 182).

A local planning authority should submit a plan for examination which it considers is “sound” – namely that it is:

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and

² [The Cambridge SCS](#) was adopted by the Cambridge Local Strategic Partnership in 2004 and has not been updated. The Local Strategic Partnership no longer sits being replaced by a Public Services Board which does not produce an SCS. [There is also a Cambridgeshire LPS SCS adopted in 2006.](#)

- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

4. Ongoing Work on Objectively Assessed Need for Housing and Employment

4.1 The forthcoming Spatial Strategy chapter will set out the results of the evidence work in terms of the objectively assessed needs for housing and employment land. This is a key central theme of plan making in the wake of the National Planning Policy Framework (NPPF) and the Localism Act 2011, as now local planning authorities are responsible for setting their own level of housing and employment provision rather than targets being set at a regional level through Regional Spatial Strategies (RSS).

4.2 This section is not put to you for agreement but to update you that a number of detailed technical challenges were made to the methodology used to determine this by the City Council and other authorities in Cambridgeshire in the Issues and Options 2 consultation. There have also been developments at Local Plan Examinations in Public, and subsequent judicial review hearings, across the country on how to interpret the NPPF on the question of ‘objectively assessed need’. Appendix F summarises these. There is no current national requirement for how ‘objectively assessed need’ should be determined. Only now is guidance emerging from Government to assist local authorities with this. For some councils who are further along with their plan production this has become a major source of plan delay.

4.3 As a result of these issues the Cambridge Sub-Regional Housing Board which commissions the Strategic Housing Market Assessment (SHMA) has met and agreed a recommendation that:

“further work is undertaken to consider the objectively assessed need for the housing market area. This should examine issues beyond the current largely trend based housing figures.” (Item 5 1st March 2013 meeting)

4.4 Officers from a number of bodies involved in the Strategic Housing Market Assessment have been working intensively on the Strategic Housing Market Assessment outputs on ‘objectively assessed needs’. It is hoped that agreement can be reached and the results of this presented to you at the next Development Plan Scrutiny Sub-Committee meeting.

5. Section Four - Supporting the Knowledge Economy and Managing Visitors

5.1 The following policies are proposed on:

-Business Space

- Policy 22: Development & Expansion of Business Space
- Policy 23: Ensuring Space for Jobs

-Communications

- Policy 24: Connecting New Developments to Digital Infrastructure

5.2 The approach suggested follows the approach agreed to the broad direction of policy development suggested in response to Issues and Options consultation and discussed previously at Development Plan Scrutiny Sub-Committee. The policies have been developed to give clarity on what applications would be permitted where for the main employment uses. Draft Policy 22 provides this overarching approach for new development with an emphasis on securing sufficient space over the lifetime of the plan for office, R&D and research uses. A difficulty with this is that the approach to specific areas inevitably needs to tie in with the overall strategy, which is not yet due to go before members. Therefore the reference to specific areas is framed in a fairly general way as the emerging work on areas such as developing a shared vision for the area around Science Park Station in North East Cambridge will allow for this to be worked up over the following weeks in partnership with key stakeholders.

5.3 A key suggested policy change would be the dropping of the selective employment policy. The reasons for this are set out in the policy justification document and the same recommendation is going before members in South Cambridgeshire. The Cambridge Cluster at 50 report and the Employment Land Review 2012 commissioned by both Councils concluded that the policy was harming the expansion of existing businesses and businesses locating to the area that could benefit the local knowledge sector economy. The February 2013 meeting of the Development Plan Scrutiny Sub Committee considered this issue and agreed that the policy could be changed.

5.4 Draft policy 23 seeks to expand the approach in the current Local Plan of protecting of industrial and storage land to cover all types of employment land. Although sites in Protected Industrial Sites would still be required to seek other industrial uses in the first instance.

5.5 Draft policy 24 requires provision for high speed broadband to be installed at the outset of development.

-Universities, Higher and Further Education and Specialist Schools

- Policy 25: University Faculty Development

5.6 The approach suggested follows the approach agreed to the broad direction of policy development suggested in response to Issues and Options consultation and discussed at Development Plan Scrutiny Sub-Committee. The policy is part of a broader overall strategy which allows for continued growth of the universities (with associated accommodation) but with the quid-pro-quo set out in the section on housing policy that student housing (subject to certain exemptions) does not crowd out space for social rented and other intermediate affordable housing as defined in the plan.

5.7 This is a key contrast with policies followed in Oxford which does effectively cap growth of their University on housing grounds and so should allow for expansion which retains our universities' international competitiveness. It is proposed that the two universities are covered by one policy, as the material issue in planning terms is growth of the HFE sector rather than the specific institution. This is accomplished by a small suggested expansion of the City Centre Boundary to encompass Anglia Ruskin and some other City Centre uses. The issue of the detailed City Centre boundary will be considered at a future meeting.

- Policy 26: Specialist Colleges and Language Schools

5.8 The approach suggested follows the approach agreed to the broad direction of policy development in response to Issues and Options consultation. It recognises the economic benefits these institutions bring to the local economy (£78m per annum), and allows for their expansion if they meet the accommodation and amenity needs of any new non-local students.

-The Visitor Economy

- Policy 27: Development and Expansion of Hotels
- Policy 28: Ensuring Space for Hotels in the City Centre and Along Public Transport Corridors
- Policy 29: Visitor Attractions

5.9 The approach suggested follows the approach agreed to the broad direction of policy development in response to Issues and Options consultation and discussed at Development Plan Scrutiny Sub-Committee. It makes a distinction between those sectors under and overprovided with accommodation and allows for consideration of applications for high grade hotels on sites where uncertainties and availability have prevented specific allocations.

6. Section Five - Maintaining a Balanced Supply of Housing

6.1 This section focuses on the need to provide a balanced mix of high quality housing types meeting the needs of all sections of the community within the City. This housing provision will be secured at a level to meet objectively assessed need from household growth, including the maximum reasonable proportion of Affordable Housing.

6.2 The following policies are proposed:

-Meeting The Range of Housing Needs

- Policy 36: Specialist Housing

-Quality of Housing

- Policy 40: Lifetime Homes and Lifetime Neighbourhoods
- Policy 41: Protecting Garden Land and the Subdivision of Existing Dwelling Plots
- Policy 42: Flat Conversions
- Policy 43: Residential Moorings

6.3 Building upon the options consulted on in the Issues and Options report (2012) and taking into account discussion at Development Plan Scrutiny Sub-Committee, Policy 36 seeks to establish a policy for the provision of specialist housing to meet the needs of the frail elderly, disabled and vulnerable people. Policy 40 meanwhile requires new dwellings to meet the Lifetime Homes Standards and the provision of a percentage of housing to meet the Wheelchair Housing Design Standard. Policy 41 sets out a criteria-based policy for small scale residential development in gardens. Policies 42 and 43 also set out criteria-based approaches for flat conversions and residential moorings respectively. Policy 42 on Flat Conversions is framed so as to be very clear when conversions are and are not acceptable. The approach on heavily parked (overnight) streets reflects an approach used in a number of other authorities with similar problems however the suggestion of 'capping' permits from new residents in conversions on such streets will require agreement

from County and close joint working and conclusion of these discussions should be completed before a future meeting.

7. Implications

(a) Financial Implications

7.1 There are direct financial implications arising from this report, but the cost of preparing a Local Plan has been budgeted for and included in the draft budget for 2013-2014 and the medium term final planning for 2015-2016. The agreed approach of preparing one single Local Plan rather than three separate Development Plan Documents will mean that considerable cost and time savings can be achieved.

(b) Staffing Implications

7.2 There are no direct staffing implications arising from this report.

(c) Equal Opportunities Implications

7.3 There are no direct equal opportunities arising from this report. An Equalities Impact Assessment (as an integral part of the sustainability appraisal) will be undertaken as part of preparing a new development plan for Cambridge.

(d) Environmental Implications

7.4 There are no direct environmental implications arising from this report. The new Local Plan for Cambridge will assist in the delivery of high quality and sustainable new developments along with protecting and enhancing the built and natural environments in the City. This will include measures to help Cambridge adapt to the changing climate as well as measures to reduce carbon emissions from new development. Overall there should be a positive climate change impact.

(e) Consultation

7.5 The draft submission plan will be consulted on following the Full Council decision in June and more details on the arrangements for consultation will follow in a future report. The consultation and communications 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 for Best Practice on Consultation and Community Engagement.

(f) **Community Safety**

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

8. Background papers

These background papers were used in the preparation of this report:

- Localism Act 2011, which can be accessed at:
<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>
- National Planning Policy Framework 2012, which can be accessed at:
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- Cambridge Local Plan 2006, which can be accessed at:
<https://www.cambridge.gov.uk/local-plan-2006>
- Cambridgeshire and Peterborough Structure Plan 2003
- <http://www.cambridgeshire.gov.uk/environment/planning/policies/structure-plan.htm>
- Cambridge Local Plan Towards 2031 – Issues and Options and Issues and Options 2 consultations, which can both be accessed at:
<https://www.cambridge.gov.uk/local-plan-review>

9. Appendices

- Appendix A - Draft Section Four – Supporting the Knowledge Economy and Managing the Visitor Economy
- Appendix B - Draft Section Five – Maintaining a Balanced Supply of Housing (Part)
- Appendix C - Policy Justification for Section Four - Supporting the Knowledge Economy and Managing the Visitor Economy
- Appendix D - Policy Justification for Section Five – Maintaining a Balanced Supply of Housing (Part)
- Appendix E - Summary of the Use Classes Order
- Appendix F - Information on stalled or suspended Examinations in Public

10. Inspection of papers

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

Author's Name: Andrew Lainton
Author's Phone Number: 01223 457186
Author's Email: andrew.lainton@cambridge.gov.uk

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Section 4. Supporting the Knowledge Economy and Managing the Visitor Economy

How Policies in This Section Deliver Sustainable Development

4-1. Cambridge has a successful local economy that is resilient and dynamic. The University of Cambridge has helped develop Cambridge as a centre of excellence and world leader in the fields of education and research. The University of Cambridge's success has contributed to the energy, prosperity and further expansion of the local economy. The concentration of high technology businesses and links between the Universities, Addenbrooke's Hospital, and other leading edge research facilities have helped with knowledge transfer from academic research into commercial applications. Cambridge's economy continues to perform well despite the national, and global economic downturn.

4-2. The Council aims to strengthen and diversify Cambridge's economy and enable a range of job opportunities across the city. Cambridge's excellence in the fields of research, higher education and high technology uses will be promoted.

4-3. Cambridge's high technology economy has flourished since development of the Cambridge Science Park on the edge of the city in the 1970s, and over the intervening years the area has developed a global profile and importance in terms of its technology based business community and wider research community. In the Cambridge area, there are around 1,500 high technology businesses employing around 53,000 people. The high technology cluster is diverse and innovative, it includes businesses in a wide variety of sectors including: drug discovery, bioinformatics, software, computer hardware, electronics, ink-jet printing, computer games, clean tech and web-based new media.

4-4. The continuing vibrancy of the Cambridge high technology business sector is fuelled by the scale and excellence of the wider research community. This has two key impacts: first, there is the science itself, but second, there is the influence on the character of the labour market in and around Cambridge. The high technology business sector and the research community overlap in important respects and the relationship between them is central to the cluster's character and performance. The high technology businesses and research community operate in a global marketplace and their competitors are as likely to be in another country

as they are to be in the UK. For this reason maintaining the quality of life in Cambridge, including its key competitive advantage from its compactness, is critical. This quality of life has been critical in sustaining the success of the Cambridge Cluster over 50 years. Sustainable economic growth as achieved in Cambridge therefore depends on the achievement of the other aspects of sustainable development that positively contributes so maintaining and enhancing the quality of life.

4-5. Cambridge also has a thriving low technology and services economy, this includes offices in the city centre associated with the high technology economy and serving the local population. There is also a legacy of industrial uses alongside the railway and in industrial estates in Cambridge. Over the last ten years, and beyond, Cambridge has seen the loss of land and premises in industrial use as higher value uses, such as residential and retail, have put pressure on sites. The offices and industrial uses make up an important part of the economy, they meet the needs of people and businesses in the local area, in particular the business services that high technology firms rely on, as well as helping to provide a diverse range of jobs. The low technology businesses operate in a more local marketplace and their competitors are more likely to be in other businesses operating in the Cambridge area, and in some cases other businesses in the wider United Kingdom.

Business Space

Policy 22. Development and Expansion of Business Space

Development that helps reinforce the existing high technology and research cluster of Cambridge is permitted. Proposals for employment development (in B1, B2 or B8 Use Classes) and pure research (sui generis) will be supported in accordance with the spatial strategy for the Cambridge area (Section 2) and other planning policies.

A high priority is given to securing space for small high-tech startups.

New large scale offices, research & development and research facilities are acceptable within the following locations:

- i. in the City Centre, and the Eastern Gateway providing they are of an appropriate scale, and are part of mixed use schemes with active frontage uses where practicable at ground floor level;
- ii. in the areas around the two stations (defined and subject to policies in Section 9 - Localities and New Communities); and
- iii. in addition research and research and development facilities are appropriate in the Addenbrookes (southern fringe) and West/North West Cambridge Areas subject to policies in the Localities and New Communities section.

for offices space has contracted to the City Centre & stretching down Hills Road to Cambridge Station and the Business Science Parks on the northern edge of the City. This policy seeks to meet the demand for new office space by supporting the development of business space in areas where there is strong demand. Business growth of appropriate scale in other sustainable locations throughout the city will also be supported.

4-8. In the past employment policies in the local plan have sought to support the high technology economy through a policy of selective management of the economy, which sought to reserve employment land in Cambridge for high technology uses. There is now a significant supply of land for high technology uses, enough to last beyond the lifetime of the plan, and hence this policy emphasis has been changed. Changes in national policy, combined with new local evidence indicated that this approach was no longer the best for Cambridge. Consequently the previous policy is not proposed to be carried forward and this new policy supports all types of employment development subject to a number of criteria.

4-6. 20,000 new jobs are expected in Cambridge by 2031, with some 7,000 in B Use Class (offices and industry). This will generate a demand for just over 100,000m² of floorspace. The local plan will support the continued development of a strong local economy that is able to compete on a global stage and continues to provide job opportunities to residents of the area.

4-7. Employment proposals, in B Use Class, that are situated in sustainable locations will be supported. Evidence suggests that over the past few years demand

Policy 23. Ensuring Space for Jobs

Existing sites of employment uses are protected (where planning control exists) in accordance with A. and B. below:

A. Development including change of use that results in the loss of floorspace within Use Class B or Sui Generis (not within a specific use class) research institutes, outside protected industrial sites (shown on the proposals map), will not be permitted unless:

- i. the loss of a small proportion of floorspace would facilitate the redevelopment and continuation of employment uses (within B Use Class or Sui Generis research institutes) on the site, where practical including space for high tech start ups. The proposed redevelopment should modernise buildings that are out of date and do not meet business needs; or
- ii. the site is vacant and has been marketed for a period of twelve months for its existing use and for potential modernisation for alternative employment generating uses (in Use Class B or Sui Generis research institutes) and no future occupiers have been found.

B. Development within protected industrial sites, including change of use that results in the loss of floorspace or land within Use Class B or Sui Generis research institutes (not within a specific use class) will not be permitted unless:

- iii. the loss of a proportion of floorspace would facilitate the redevelopment and continuation of employment uses (within B1c, B2 or B8 Use Class) on the site. The proposed redevelopment will modernise buildings that are out of date and do not meet business needs; or

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- iv. the site has been marketed for a period of twelve months for its existing use and for potential modernisation for alternative employment generating uses (in Use Class B1c, B2 or B8) and no future occupiers have been found.

If this does not prove possible, other employment uses (in B use Class) will be permitted. If other employment uses do not prove possible, then other uses will be permitted, both types of alternative use subject to their compatibility with surrounding uses.

This policy applies to all land and buildings in B Use Class or Sui Generis research institutes.

4-9. The Employment Land Review (updated in 2012) noted a significant loss of industrial floorspace in Cambridge, although offices have also been lost. High residential land values and a scarcity of land in Cambridge means that there will be a continuing pressure on employment floorspace from other uses. Maintaining a good supply of employment land is essential for Cambridge's economy and hence its quality of life. Without the high technology businesses involved in research and development in Cambridge, the Cambridge Cluster will not be able to lever the advantages from university and other research. Furthermore, without the professional services and industry that makes up Cambridge's diverse economy, the cluster will also be harmed. Each of these elements unify to define the success of the Cambridge Phenomenon.

4-10. This policy seeks to protect land in employment use (B Use Class) and sui-generis research institutes, to ensure that sufficient supply remains to meet demand. One option when seeking to redevelop sites which are nearing the end of their useful life is to build 'hybrid' buildings. A key emergence over the past few years has been 'hybrid' research and development buildings. Examples of these can be found around the key Cambridge Science Parks and typically they comprise modern warehouse type construction with high quality office fit-out typically occupies 20 – 50% of the built space. Externally, the buildings will have the appearance of office building Business Park space with high quality landscaping, street furniture and external finishes. They will combine office functions, but also Research and Development and production facilities all

under one roof. The Employment Land Review update 2012 identifies 'hybrid' buildings as a likely growth area.

4-11. The policy allows for the loss of employment space if it is marketed for that use for a period of twelve months, including with potential for modernisation, and there is no genuine interest. This is to test whether there is a reasonable prospect of the sites having continued use as an employment site. If the site is rejected following market testing, through this policy, then redevelopment for other uses will be supported.

4-12. Employment land on protected industrial sites is treated slightly differently than employment land elsewhere. In the first instance land and buildings on these sites should be retained in industrial or storage use. It is treated differently for three reasons: firstly industrial land in Cambridge has come under significant pressure over recent years and a number of sites have been lost; secondly buildings in industrial use can be 'bad neighbours' there can be noise and/or odour associated with operation that would be a nuisance to non-industrial uses. These underlying reasons make the preservation of these sites in industrial use an important objective. Finally the reorganisation of the economy, and the redevelopment of some well located former industrial sites for mixed use requires a stock of more traditional industrial estate type land to enable firms to locate/relocate to. Overall then there is a range of employment floorspace that needs to be provided for, from pure offices, offices aimed at research and product development, smaller business service space and space for start ups and more traditional industrial and warehousing and modern production and hybrid warehousing space. A particular priority is negotiating affordable space for start ups in the high tech sector.

4-13. This policy needs to be read in conjunction with the spatial strategy set out in Section 2 and the area based policies in Section 9. In particular, the policies allow two existing industrial areas near Cambridge Station to be redeveloped for mixed uses at higher densities with no overall loss of employment floorspace. Also industrial uses near the new station servicing Cambridge Science Park Station and Chesterton are not specifically identified on the proposals map as the strategy allows for mixed use employment based intensification around that station. Finally the Localities and New Communities section has special policies for the expansion/intensification and consolidation of a number of high tech employment and research areas such as at West Cambridge and St John's Innovation Park.

Communications

Policy 24. Connecting new Developments to Digital infrastructure

Provision for high capacity broadband (such as ducting for cables) should be designed and installed as an integral part of development, which minimises visual impact and future disturbance during maintenance. All telecommunications infrastructure should be capable of responding to changes in technology requirements over the period of the development. Ducting should be to industry standards.

4-14. Early provision of high quality broadband to new homes and offices in Cambridge can avoid future disruption and harm to the street scene, and ensure that all new development is fully integrated into modern communication technology. This will:

- Help communication for business and residents;
- Allow for increased homeworking (impacting on demand for business land);
- Reduce the need to dig up pavements; and
- Help address isolation.

Universities, Higher and Further Education and Specialist Schools

Policy 25. University Faculty Development

The development or redevelopment of faculty, research and administrative sites for the University of Cambridge and Anglia Ruskin University (including teaching hospital facilities) will be supported when it meets the principles set out in this policy.

A. Faculty Development in the City Centre

In the City Centre, these uses will be permitted provided they:

- i.** optimise the use of land, including a mix of uses on larger sites to meet the needs of the relevant institution; and
- ii.** take reasonable opportunities to improve circulation for pedestrians and cyclists, together with public realm improvements, reductions in car parking provision and the introduction of active frontages at ground floor level.

The following sites are allocated for these uses and shown on the proposals map (see Key Sites in the City Centre – in Localities and New Communities Section).

- iii.** mixed use redevelopment of the Mill Lane/Old Press site; (Key Site X)
- iv.** mixed use redevelopment of the New Museums site. (Key Site Y)

In addition sites in the East Road/Eastern Gateway area should include a significant element of such uses for Anglia Ruskin University in accordance with Policy X (In in Localities and New Communities Section City, Centre –Grafton Centre/East Road) & Policy Y Eastern Gateway.

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B. Faculty Development Outside the City Centre

Beyond the City Centre the following sites will provide opportunity for enhanced faculty and research facilities:-

- v.** the development of medical teaching facilities and related University research institutes at Cambridge Biomedical Campus (see section X);
- vi.** the continued development of the West Cambridge site at Maddingley Road (see section X);
- vii.** the development of the North West Cambridge site between Huntingdon Road and Maddingley Road (see section X) , and
- viii.** land around Maddingley Rise (Key Site Z)

Other proposals for these uses will be treated on their merits provided they do not result in a shortage of land for other uses as identified in this plan.

4-15. Cambridge is a University City, home to both the University of Cambridge and Anglia Ruskin University.

4-16. The University of Cambridge continues to be a world leader in higher education and research. The University of Cambridge is consistently ranked in the top three research universities globally based on the two internationally recognised measures. It is a vital driver of the Cambridge economy and is the reason why so many high technology, and knowledge-based employers decide to locate in the city. It contributes to and is dependent upon the quality of life in the city and city centre. The University of Cambridge's esteemed reputation has underpinned the Cambridge Phenomenon and much of the city's prosperity in recent years. The University Of Cambridge and its Colleges are also significant employers in their own right providing over 12,000 jobs. Their reputation and heritage continues to attract students from across the world, tourists, language students, spin out enterprise and medical research and it continues to be a vital driver of the local and national economy.

4-17. The University of Cambridge has plans to grow undergraduate numbers by 0.5% a year and postgraduates by 2% a year in order to maintain there globally successful institution. The University of Cambridge has an overall estate comprising around 650,000m² on 247 ha distributed across a number of key locations in the City Centre and West Cambridge. West and North West Cambridge have been the focus of the University of Cambridge's growth and relocations in the past 14 years. Remaining development there will focus on further academic development and commercial research and development. Cambridge Biomedical Campus now has outline consent. The only other key locations where significant change is still planned are Old Press/Mill Lane and the New Museums site (see section X).

4-18. The University of Cambridge's key growth needs are being met by the developments in West and North West Cambridge and around Addenbrooke's, including those satellite centres where the plan is seeking densification and a broader mix of uses. The policy acknowledges existing plans of the University of Cambridge on outlying sites outside the City Centre and also provides an opportunity for those sites in the City Centre where plans are evolving to be redeveloped.

4-19. Anglia Ruskin University has made significant progress on the East Road site in modernising the faculty accommodation within the framework of the agreed 2009 Masterplan. A planning application was subsequently approved and this work is now largely complete and provides around 9,000m² of new accommodation.

4-20. When the Master Plan was written in 2008, Anglia Ruskin University had needs for around 12,000m². The Campus on East Road remains one of the tightest in the sector. The Master Plan implementation however has left a shortfall in teaching space. The most recent Anglia Ruskin University Estate Strategy and Corporate Plan for 2014 has identified a need for at least 6,000m² of additional space. As well as catering for growth in student numbers there is also a need to enhance existing space and recently redeveloped space e.g. for laboratories which are not meeting current day requirements and to reconsider the future of the Anglia Ruskin University's library on the site. This will require the masterplan for the University to be revisited.

4-21. The East Road site and area remains the most sustainable location for Anglia Ruskin University during the next plan period, and any future needs for this institution should, in the first instance, be met close to this site.

Policy 26. Specialist Colleges and Language Schools

The development of existing and new specialist schools will be permitted where they provide residential accommodation, social and amenity facilities for all non-local students (students arriving to study from outside Cambridge and the Cambridge City Region), with controls in place to ensure that the provision of accommodation is in-step with the expansion of student places.

4-22. There are a growing number of specialist schools in Cambridge, including secretarial and tutorial colleges, pre-university foundation courses, and crammer schools. These schools concentrate on GCSE and A level qualifications along with pre university entrance tuition. They attract a large number of students and contribute significantly to the local economy.

4-23. Cambridge is also an important centre for study of English as a foreign language. Overseas students have been coming to Cambridge to study English for over 50 years in language schools (another form of specialist college). The City has 22 permanent foreign language schools and a fluctuating number of around 30 temporary schools which set up in church halls and other temporary premises over the summer months. Currently, the annual student load at these centres is thought to be around 31,000 though the average length of stay is only 5 weeks.

4-24. 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 student clientele, including people working in business as well as the more traditional younger students.

4-25. The Cambridge Cluster Study has recognised the increasing contribution these establishments make to the local economy and has suggested a review in the policy approach as the schools between them contribute £78 million per annum to the local economy. The NPPF supports a policy approach which seeks to take advantage of this benefit.

4-26. Language schools can place additional burdens on the housing market. Hostels and other accommodation for language students are dealt with under Policy 33. and Policy 34.

4-27. The Visitor Economy

Policy 27. Development and Expansion of Hotels

The development of small new boutique hotels and/or larger 3 star and 4 star hotels will be supported as part of mixed use schemes at:-

- i. Mill Lane;
- ii. on key sites around Parkers Piece;
- iii. on land around Cambridge Station and the planned new Station serving North East Cambridge (see section X); and
- iv. on any suitably located large windfall sites that come forward in the City Centre during the plan period.

Development of small new boutique hotels will be also be supported in other City Centre locations.

Acceptable locations for other hotels beyond the City centre include North West Cambridge and Addenbrooke's.

There is a preference for visitor accommodation that is designed and operated as a hotel rather than an apart-hotel or serviced apartments, these will be treated as residential uses and affordable housing provision will be sought (see policy X).

Further budget hotels in the City are not needed.

offer of the city, encourage longer stays and to enhance the competitiveness of the city as a visitor destination.

4-30. These rooms could be delivered as new hotels, as extensions to existing hotels, or through the re-positioning and redevelopment of existing hotels – or indeed as a mixture of the three approaches.

4-31. The Cambridge Hotel Futures Study identifies market potential for a further 2-3 new boutique hotels in Cambridge city centre approximately 150-300 rooms over the next 20 years together with possible scope for a new luxury 4 or 5 star hotel.

4-32. A new generation of serviced accommodation that combines an element of self-catering with some hotel-style service is causing a blurring of the boundaries between uses in planning terms.

4-33. These types of premises are generally intended to service extended stay corporate and university markets. They may, however, let units for shorter stays to business and leisure markets.

4-28. A consultancy study has been undertaken, entitled 'Cambridge Hotel Futures April 2012', to assess the supply of, and demand for, hotel and short stay accommodation in Cambridge to 2031.

4-29. The study shows that there is very strong and continuing market demand for significant new hotel development in Cambridge, particularly in the City Centre and on the outskirts of the city. Depending on how strongly the economy grows and the extent to which new hotels create additional demand, Cambridge looks to need around 1,500 new hotel bedrooms over the next 20 years to widen the accommodation

Policy 28. Ensuring Space for Hotels in the City Centre and Along Public Transport Corridors

Proposals for the upgrade of existing hotels and guest houses is supported subject to proposals complying with urban design and conservation policy (Section 6) and Policy 25.

New hotels and guest houses should be located on the frontages of main roads or areas of mixed use on bus route corridors with good public transport accessibility.

Development will not be permitted which would result in the loss of existing hotels and guest houses within the City centre and along bus route corridors with good public transport accessibility unless the use is no longer viable. Applications for change of use will need to demonstrate that:

- i. all reasonable efforts have been made to preserve the facility but it has been proven that it would not be economically viable to retain the hotel or guest house in its current form; and
- ii. the property or site has been appropriately marketed for at least 12 months in order to confirm that there is no interest in the property or site for hotel or guest house use.

4-34. While some of the requirement for new bedrooms in the City Centre can be met through the repositioning and upgrading of existing City Centre hotels, there is likely to be a requirement for further sites or conversion opportunities to fully satisfy the identified market opportunities.

4-35. With limited short-term identifiable sites for new-build hotel development in the City Centre, the conversion of suitable properties looks likely to provide the most realistic way forward for delivering the required new hotels in the city centre.

4-36. However, where the case can be made that the hotel is not and cannot be made viable with investment, loss can be acceptable. Evidence would be required, in terms of marketing and viability of existing uses. The preference is for conversion to residential

use including where appropriate an element of affordable housing.

Policy 29. Visitor Attractions

The development of new visitor attractions is supported where proposals compliment the existing cultural heritage of the City; it is not the intention to encourage major new attractions but some diversification of the offer to better support the needs of families will be encouraged.

The locations of any new attractions should have good public transport accessibility.

4-37. Some of the pressures on existing attractions can be eased by the diversification of the attractions on offer where this continues to be related to the cultural heritage and or interpretation of the City.

4-38. The emphasis in tourism is on continued visitor management, and to extend dwell times of visits, rather than major promotion. Whilst the City would benefit from enhanced provision for families, major theme parks and other national profile leisure developments will not be appropriate in Cambridge.

4-39. Attractions that draw visitors beyond the City centre attractions and encourage the development of alternative attractions throughout the City-Region are also encouraged.

4-40. There are a number of museums ancillary to the University of Cambridge on sites on both sides of Downing Street / Pembroke Street. When any faculty development associated with the University of Cambridge comes forward, the redevelopment of these museums on-site will be looked upon favourably as part of the wider strategy of better coordinating attractions in the City Centre and extending the areas of through movement to relieve pressure on the most overcrowded streets.

Policy 36. Specialist Housing

Planning permission will be granted for the development of specialist housing, subject to the development being:

- i. supported by evidence of the demonstrable need for this form of development within Cambridge;
- ii. suitable for the intended occupiers in relation to the quality and type of facilities, and the provision of support and/or care;
- iii. accessible to local shops and services, public transport and other sustainable modes of transport; and community facilities appropriate to the needs of the intended occupiers; and
- iv. In a location which avoids excessive concentration of such housing within any one street or small area.

Where the development falls within Use Class C3 (dwellings), the development will be expected to contribute to the supply of Affordable Housing within Cambridge in accordance with Policy 32. Where existing specialist housing does not meet modern standards, its refurbishment or redevelopment will be considered favourably. If development would involve a net loss of residential floorspace, this will only be permitted, where appropriate replacement specialist housing accommodation will be made that satisfies the four criteria i- iv.

5-11. This policy relates to housing designed and designated for occupation by older people, people with disabilities, and vulnerable people with specific housing needs, referred to within the policy and hereafter as 'specialist housing'. Specialist housing can be developed with particular groups of people in mind such as older people (including the frail elderly and those with dementia), people with physical and/or sensory disabilities, those with learning difficulties or acquired brain injury, young people at risk, people with alcohol or drug dependency, those requiring refuge from harassment and violence, and others who may, for a variety of reasons, be excluded from or find it more difficult to integrate with, the local community. People with the need for specialist housing contribute to the

community in many ways, but for some their ability to participate fully in society is hampered by poor or inappropriate housing, which affects their physical or mental health, or their ability to receive the support they need to live as independently as possible.

5-12. Forms of housing covered under this policy include:

- Sheltered housing
- Residential care and nursing homes
- Extra-care housing
- Shared homes
- Cluster units
- Hostel accommodation

5-13. This policy does not relate to student accommodation or other types of accommodation within the C2 Use Class, but not specifically for older, disabled or vulnerable people, e.g. hospitals and boarding schools. It also does not relate to individual homes built to wheelchair accessible standards.

5-14. In demonstrating need for specialist housing, applications should refer to the Council's Housing Strategy, Cambridgeshire County Council's Joint Strategic Needs Assessment, the Cambridgeshire Health and Wellbeing Strategy, local health and social care commissioning strategies and, where appropriate, the Extra Care Commissioning Strategy for Cambridgeshire and its successor documents.

5-15. Specialist housing is intended to enable people to live as independently as possible, but is designed so that support can be provided to them (and often to others in the wider community) on-site. Examples may range from a small scheme of cluster flats with additional facilities for support staff, to much larger extra care schemes enabling older people to live in their own self-contained accommodation but with care and support on-site. Where possible, such housing should be designed flexibly so that it can be adapted to meet alternative housing uses as needs change in the future. Such housing should be provided across the city, as opposed to being concentrated in certain areas, to help to enable people moving into such accommodation to remain in their local area and to create and maintain balanced communities.

5-16. In demonstrating need for specialist housing, applications should refer to the Council's Housing Strategy, Cambridgeshire County Council's and local healthcare commissioning strategies and, where appropriate, the Extra Care Commissioning Strategy for

Cambridgeshire and its successor documents. Ideally the scheme should be endorsed by the appropriate revenue funding commissioners under the newly emerging health and social care commissioning arrangements, where care and/or support funding may be required for some or all of the residents – either from the outset or for future residents.

Policy 40. Lifetime Homes and Lifetime Neighbourhoods

In order to create Lifetime Homes and Neighbourhoods:

- i. all housing development should be of a size, configuration and internal layout to enable the Lifetime Homes Standard to be met, so far as this does not duplicate Building Regulations requirements in the manner set out in Table 6, and
- ii. 5% of all housing schemes providing or capable of acceptably providing 20 or more self-contained homes, including conversions and student housing, should either meet Wheelchair Housing Design Standards, or be easily adapted to meet them. Compliance with criteria i and ii should be demonstrated in the design and access statement submitted with the planning application.

Compliance with the criteria should be demonstrated in the design and access statement submitted with the application.

5-22. Note: The plan's interpretation of the Lifetime Homes standard includes recommendations put forward by the Technical Forum to DCLG. Any criteria not covered within Table 6 are considered to be addressed appropriately via Building Regulations.

5-23. 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 enables 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.

5-24. A Lifetime Home 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. Lifetime Homes was pioneered by the Joseph Rowntree Foundation/Habinteg and the Government has incorporated much of the standard into revisions to Part M of the Building Regulations and seven studies commissioned by the Government have confirmed the practicality and affordability of the standard being applied in full, providing it is applied pragmatically with regards to high density and car free settings. "Table 6 Application of Lifetime Homes Standard" on page 69 sets out how the aspects of the standard that do not supplant building regulations requirements will be applied.

5-25. The standards for Lifetime Homes and wheelchair accessibility relate primarily to the layout of self-contained homes for permanent occupancy. As occupants of student housing will only stay for a limited period, student housing is not expected to meet Lifetime Homes standards. However 10% of student flats or study-bedrooms (together with supporting communal spaces) should be built to meet the needs of disabled people. Within the percentage, half should be designed and built for wheelchair users and at least 1 unit should be delivered in accordance with the guidance in BS8300 (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.

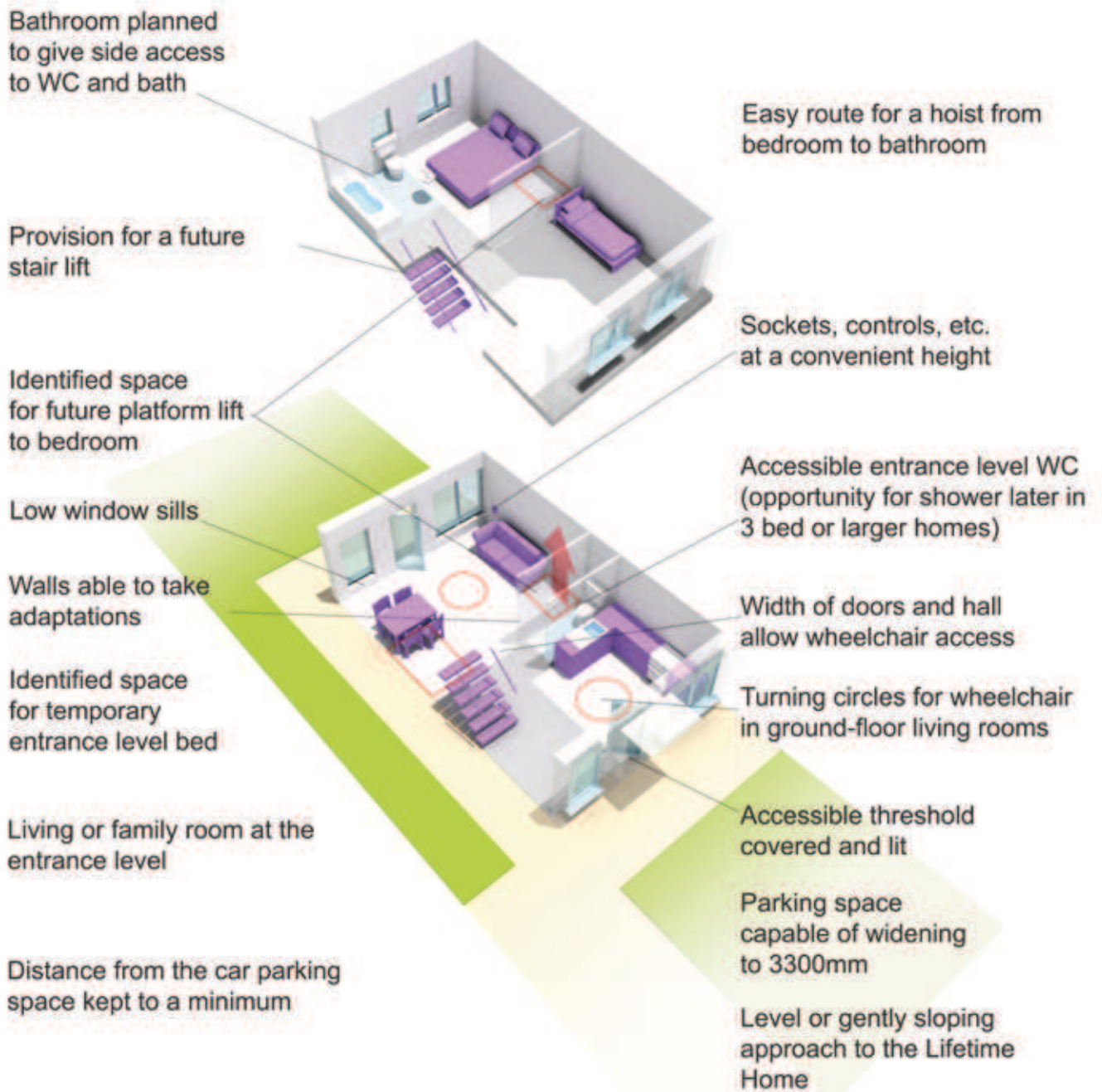
5-26. Lifetime Homes standards will be applied to all developments of self-contained housing, including flat conversions, where reasonable and practical. It is acknowledged that the design or nature of some existing properties and proposed development sites means that it will not be possible to meet 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 having regard to Table 6.

5-27. Where proposals involve re-use of an existing building (particularly a listed building), the wheelchair percentage will be applied flexibly taking into account of any constraints that limit adaptation to provide entrances and circulation spaces that sufficiently level and wide for a wheelchair user.

Table 6 Application of Lifetime Homes Standard

Those Lifetime Homes Standards to be applied through Planning Regulation	Covered by Building Regulations?
<p>2 The distance from the car parking space to the home should be kept to a minimum and should be level or gently sloping</p>	<p>NO – However this part of the standard will be applied pragmatically and should not imply that all parking should be located next to dwellings. Parking in areas within a short distance (300m) of a home across routes meeting the Part M 1.3.1.1E standard is acceptable.</p>
<p>6 The width of the doorways and hallways should conform to the specifications in the next column</p>	<p>PART – Small additional requirement in Lifetime Homes Standard regarding front door clearance.</p>
<p>7 There should be space for turning a wheelchair in dining areas and living rooms and adequate circulation space for wheelchair users elsewhere</p>	<p>NO</p>
<p>8 The living room should be at entrance level</p>	<p>NO – Will be interpreted that the main ground floor room can easily be adapted for use as a living room</p>
<p>9 In houses of two or more storeys, there should be space on the entrance level that could be used as a convenient bed space</p>	<p>NO – This room can be the same as the room for Standard 7 providing Standard 8 and minimum room size standards are met.</p>
<p>10 There should be: a) a wheelchair accessible entrance level WC, with b) drainage provision enabling a shower to be fitted in the future b) drainage provision enabling a shower to be fitted in the future</p>	<p>PART – The additional lifetimes home standard is to allow adaptation to fit a shower in the future. There is currently no Lifetime Homes guidance on circulation space in kitchens and kitchens should be a key accessible facility at entrance level. Future adaptability to provide for improved access to the WC is acceptable (rather than requiring a full side transfer space from the outset).</p>
<p>11 Walls in bathrooms and toilets should be capable of taking adaptations such as handrails</p>	<p>NO</p>
<p>12 The design should incorporate: a) provision for a future stair lift b) a suitably identified space for a through the floor lift from the ground to the first floor, for example to a bedroom next to a bathroom</p>	<p>NO - There is no requirement in the Lifetime Homes standard itself for two or three storey blocks of flats to be served by a lift. However, without a lift homes above the ground floor are not visitable by wheelchair users and without the facility to install a lift at a later stage those homes are not adaptable either. Hence a lift should be installed where a core serves 8 or more homes, and in all cases space should be provided for future fitting (as provided for in the BSI Draft for Development Code of Practice (DD266:2007). Maisonettes and smaller cores should have space to enable future fitting of a communal lift.</p>
<p>13 The design should provide for a reasonable route for a potential hoist from a main bedroom to the bathroom</p>	<p>NO – Note there is a need for point tracking only in bathroom and bedroom – rather than a full tracking route – and the ability to retro-fit for point loading will reduce the necessary initial works.</p>
<p>15 Living room window glazing should begin at 800mm or lower and windows should be easy to open/ operate</p>	<p>NO</p>

Table 7 Lifetime Homes Principles



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 Diagram indicative only

Policy 41. Protecting Garden Land and the Subdivision of Existing Dwelling Plots

Proposals for development on sites which form part of a garden or group of gardens, or which subdivide an existing residential plot will be permitted in locations with good sustainable transport accessibility (see strategy section) and where:

- i.** the form, height and layout of the proposed development is appropriate to the surrounding pattern of development and the character of the area;
- ii.** sufficient garden space and space around existing dwellings is retained, especially where these, and views of trees worthy of retention, contribute to the character of an area;
- iii.** the amenity and privacy of neighbouring, existing and new properties is preserved;
- iv.** provision is made for adequate amenity space, vehicular access arrangements and parking spaces for the proposed and existing properties, and
- v.** there is no detrimental effect on the potential comprehensive development of the wider area.

5-28. For the avoidance of doubt, proposals that are considered to be appropriate on garden sites in accordance with the criteria set out in this policy will also be assessed against other policies within the Local Plan, to ensure that they achieve a high standard of development. This policy covers sites where:

- an existing house or houses is retained and new dwellings are erected in the garden area or multiple gardens areas or curtilage; and/or
- the existing buildings are demolished and the plot(s) sub-divided in order to make way for further residential development.

5-29. Gardens are an important environmental resource and are a vital component of Cambridge's character. They form part of an area's development pattern, providing a setting for buildings, which in turn informs the prevailing privacy and amenity enjoyed by

residents. They provide a semi-natural habitat for local wildlife and corridors for the movement of wildlife through the urban environment. Collectively, they help to mitigate fluvial and surface water flooding in otherwise built-up parts of the city.

5-30. As the definition of previously developed land within the National Planning Policy Framework excludes private residential gardens and in the light of the need to consider the environmental impacts of development on garden land, the inappropriate development of garden sites will be resisted. However, some forms of redevelopment and infill development, which are well designed and make efficient use of land, will continue to be a valuable additional source of housing supply and need not be inappropriate.

Policy 42. Flat Conversions

Proposals to convert a single family dwellinghouse or non-residential development into self-contained flats will be permitted where:

- i.** the property (including through acceptable extensions and roof conversions) has an internal gross floor area of at least 120m² (excluding stairwells, balconies, external open porches, conservatories and areas with a floor to ceiling height of less than 1.5m), and proposed room sizes meet minimum room standards (see Policy 39);
- ii.** the ground or lower ground floor includes a family (2 bedroom plus) unit with garden access;
- iii.** the proposal in terms of the number of units and/or scale of associated extensions would not have an unacceptable impact on the amenity or character of the area or place unacceptable stress on highway safety on streets experiencing overnight parking stress;
- iv.** the proposal would result in a satisfactory standard of amenity for its occupiers and is designed to avoid significant negative impacts on neighbouring residential properties, and
- v.** the proposal includes appropriate refuse, recycling and cycle storage to serve the development.

5-31. For avoidance of doubt, this policy also applies to conversions for aparthotels and where the flats are intended for students or other multi-occupancy. It also applies where residential units are proposed within the rear yards of shops or other retail units.

5-32. The subdivision of predominantly large houses into flats has contributed to the supply of reasonably affordable private rented accommodation in Cambridge over time, meeting a need in the market. However, in some circumstances, residential conversions have proved unsatisfactory, providing poor or inadequate accommodation for tenants and leading to problems and issues for adjoining residents and for wider local areas. As dwelling conversions tend to come forward sporadically it is often difficult to account for the cumulative impacts of the conversions. Whilst an individual scheme may appear to have a relatively minor additional impact on its own, the impacts are significantly greater however they may potentially become very significant when assessed in the context of the impacts of other developments nearby or in the general locality. It is important, therefore, that cumulative impact is considered when looking at individual schemes. Increasing the units of accommodation within existing established streetscapes can generate additional car parking requirements. In many cases, it is not possible to provide on-site parking, and this leads to saturation of existing on-street spaces. This not only removes opportunities for other nearby residents to park within the street, but also has an overall negative impact on the quality of the streetscape.

5-33. The detrimental impact of the conversion of existing single dwellinghouses or non-residential development into two or more smaller units of accommodation can include:

- off-street parking within front gardens with an associated reduction in front garden space and vegetation and with loss of domestic character;
- disturbance of the building's façade and entrances;
- extension of the building with associated impacts on privacy and quality of life, daylight and the character of the area;
- intensification of the building's use, with potential for impacts on overlooking/privacy and acoustic issues;
- saturation of on-street parking resulting in car dominated environments;

5-34. In all flat conversions, it is expected that the resulting development does not cause detriment to

the character of the area or the amenity of surrounding properties. In order to ensure that the proposed development provides units of a sufficient size for its occupiers, individual units must provide appropriate minimum internal floor standards and headroom in accordance with the Council's minimum internal floorspace standards set out in Policy 37. Furthermore, the stacking between units should ensure that different rooms are not stacked inappropriately, e.g. the kitchen of one unit over the bedroom of another unit with resultant noise impacts on the bedroom.

5-35. Non-residential development does not include B or other use classes with permitted development rights to change use, other than those aspects of the change, which fall within planning control.

5-36. Streets with overnight parking stress are defined as those streets where the level of on-street overnight parking leaves less than 10% free notional on-street overnight parking capacity. Notional parking capacity is defined from the maximum number of spaces that can be lawfully parked on (i.e. excluding double parking, corner parking, spaces with yellow line control, on bus only lanes and cycle lanes (including outside areas of formal enforcement) and in controlled parking areas spaces with spaces blocking drive way access) and access for emergency vehicles. A marked survey should be completed for conversions where this is likely to be an issue, unless there has been another recent survey on the same street. The survey should cover a radius of 200m around the property including side roads. The addition to stress will be measured by the 'no more than' parking standard before and after the conversion minus the acceptable level of off street parking before and after. This requirement is relaxed in controlled parking areas where the scheme is car-capped, i.e. a planning obligation prevents residents applying for parking permits, or similarly controlled as a car-free development.

Policy 43. Residential Moorings

Proposals for residential moorings will be permitted, where the proposal:

- i.** integrates successfully and positively with the surrounding landscape and/or town-
scape;
- ii.** is served by adequate pedestrian and ve-
hicular access;
- iii.** is served by appropriate electricity, sewer-
age and refuse disposal facilities;
- iv.** has no significant negative effect on the
amenity, visual character, water quality,
historic and ecological value of the river or
nearby land;
- v.** is close to existing services and amenities;
- vi.** only provides minimal essential lighting,
which shall be located so as to minimise
glare and/or visual intrusion; and
- vii.** does not impede navigation and/or the use
of the footpath.

areas along the River Cam at Midsummer Common, Stourbridge Common and Jesus Green.

5-40. Given the extensive usage of the river by other river users, including anglers and rowers, and the potential for further moorings on the river itself to have a detrimental effect on navigation, the delivery of further residential moorings within off-river basins or marinas will be considered favourably. The Council will continue to work with the Conservators of the River Cam, boaters, landowners, and other stakeholders to increase the supply of residential moorings in Cambridge.

5-41. Where new residential mooring proposals come forward, consideration will need to be given to the quality of life experienced by both the bargees themselves and any neighbouring occupiers. Furthermore, the impact on the natural and historic environment is also paramount, given the richness of the River Cam’s wildlife, its cultural and historic significance and its role in flood risk management. Residential car and cycle parking standards will be applied as set out in Policy XX with consideration given to the impact of car parking on nearby streets.

5-37. The delivery of further residential moorings within off-river basins or marinas will be considered favourably, providing appropriate access arrangements can be made and onshore facilities constructed which comply with other policies of the plan.

5-38. Over the course of the last two decades, the city has seen a gradual increase in the number of boat owners wishing to live permanently on the River Cam and the number of visitors spending time on the city’s waterways. They may only be suitable for the needs and housing expectations of a small sector of the population, but they contribute both to the diversity of the city and to the supply of different forms of housing.

5-39. The Conservators of the River Cam are the statutory navigation authority, responsible for the maintenance of navigation of the River Cam from the Mill Pond, Silver Street to Bottisham Lock. Working with the Conservators and other stakeholders, the Council is responsible for the management of existing residential and visitor moorings on the River Cam and has set out its approach to this issue through a moorings management policy. A limited number of licences are issued to those wishing to moor boats at specific

APPENDIX C

POLICY JUSTIFICATION FOR SUPPORTING THE KNOWLEDGE ECONOMY AND MANAGING THE VISITOR ECONOMY

Strategic vision/objective:

The role of the Cambridge Cluster of knowledge based industries and institutions will be supported, and facilitated as well as a diverse range of employment, and world class communications infrastructure, to maintain competitiveness and achieve sustainable economic growth.

The growth of Cambridge's world class universities, colleges, research and biomedical facilities will be supported.

Cambridge's role as a national and international tourism destination will be supported whilst successfully managing pressures arising from the visitor economy.

Section 3. Supporting the Knowledge Economy and Managing the Visitor Economy

Cambridge has a successful local economy that is resilient and dynamic. The University of Cambridge has helped develop Cambridge as a centre of excellence and world leader in the fields of education and research. The University of Cambridge's success has contributed to the energy, prosperity and further expansion of the local economy. The concentration of high technology businesses and links between the Universities, Addenbrooke's Hospital, and other leading edge research facilities have helped with knowledge transfer from academic research into commercial applications. Cambridge's economy continues to perform well despite the national, and global economic downturn.

The Council aims to strengthen and diversify Cambridge's economy and enable a range of job opportunities across the city. Cambridge's excellence in the fields of research, higher education and high technology uses will be promoted.

Cambridge's high technology economy has flourished since development of the Cambridge Science Park on the edge of the city in the 1970s, and over the intervening years the area has developed a global profile and importance in terms of its technology based business community and wider research community. In the Cambridge area, there are around 1,500 high technology businesses employing around 53,000 people. The high technology cluster is diverse and innovative, it includes businesses in a wide variety of sectors including: drug discovery, bioinformatics, software, computer hardware, electronics, ink-jet printing, computer games, clean tech and web-based new media.

The continuing vibrancy of the Cambridge high technology business sector is fuelled by the scale and excellence of the wider research community. This has two key impacts: first, there is the science itself, but second, there is the influence on the character of the labour market in and around Cambridge. The high technology business sector and the research community overlap in important respects and the

relationship between them is central to the cluster's character and performance. The high technology businesses and research community operate in a global marketplace and their competitors are as likely to be in another country as they are to be in the UK. For this reason maintaining the quality of life in Cambridge, including its key competitive advantage from its compactness, is critical. This quality of life and has been critical in sustaining the success of the Cambridge Cluster over 50 years. Sustainable economic growth as achieved in Cambridge therefore depends on the achievement of the other aspects of sustainable development that positively contributes so maintaining and enhancing the quality of life.

Cambridge also has a thriving low technology and services economy, this includes offices in the city centre associated with the high technology economy and serving the local population. There is also a legacy of industrial uses alongside the railway and in industrial estates in Cambridge. Over the last ten years, and beyond, Cambridge has seen the loss of land and premises in industrial use as higher value uses, such as residential and retail, have put pressure on sites. The offices and industrial uses make up an important part of the economy, they meet the needs of people and businesses in the local area, in particular the business services that high technology firms rely on, has well as helping to provide a diverse range of jobs. The low technology businesses operate in a more local marketplace and their competitors are more likely to be in other businesses operating in the Cambridge area, and in some cases other businesses in the wider United Kingdom.

ISSUE: Supporting Business Growth

Policy 22. Development & Expansion of Business Space

Development that helps reinforce the existing high technology and research cluster of Cambridge is permitted. Proposals for employment development (in B1, B2 or B8 Use Classes) and pure research (sui generis) will be supported in accordance with the spatial strategy for the Cambridge area (section 2) and other planning policies.

A high priority is given to securing space for small high-tech startups.

New large scale offices, research & development and research facilities are acceptable within the following locations:

- i. In the City Centre, and the Eastern Gateway providing they are of an appropriate scale, and are part of mixed use schemes with active frontage uses where practicable at ground floor level;
- ii. In the areas around the two stations (defined and subject to policies in section 9 – Localities and New Communities); and
- iii. In addition research and research and development facilities are appropriate in the Addenbrooke's and West/North West Cambridge Areas subject to policies in the Localities and New communities section.

Supporting text:

20,000 new jobs are expected in Cambridge by 2031, with some 7,000 in B Use Class (offices and industry). This will generate a demand for just over 100,000m² of floorspace. The local plan will support the continued development of a strong local economy that is able to compete on a global stage and continues to provide job opportunities to residents of the area.

Employment proposals, in B Use Class, that are situated in sustainable locations will be supported. Evidence suggests that over the past few years demand for offices space has contracted to the City Centre and stretching down Hills Road to the Cambridge Station and the Business Science Parks on the northern edge of the City. This policy seeks to meet the demand for new office space by supporting the development of business space in areas where there is strong demand. Business growth of appropriate scale in other sustainable locations throughout the city will also be supported.

In the past employment policies in the local plan have sought to support the high technology economy through a policy of selective management of the economy, which sought to reserve employment land in Cambridge for high technology uses. There is now a significant supply of land for high technology uses, enough to last beyond the lifetime of the plan, and hence this policy emphasis has been changed. Changes in national policy, combined with new local evidence indicated that this approach was no longer the best for Cambridge. Consequently the previous policy is not proposed to be carried forward and this new policy supports all types of employment development subject to a number of criteria.

How the policy came about:

1. Cambridge has had a long established policy of 'Selective Management of the Economy', whereby employment uses that have an essential need for a Cambridge location or provide a service for the local population are given positive support. This ensures that the limited supply of land in Cambridge is reserved for businesses that support the Cambridge economy.
2. Paragraph 21 of the National Planning Policy Framework states local planning authorities should
"plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries"
3. The Cambridge Cluster Study 2011, looked at the health of the Cambridge Cluster fifty years after its formation. It noted that the policy of Selective management of the Economy may be having unintended consequences: discouraging large scale, high value manufacturing as well as high-tech headquarter functions from locating in the area. It made a number of recommendations with regard the policy of Selective Management of the Economy:

- Stop the net loss of manufacturing land and, and remove the cap on the scale of high value manufacturing facilities that can be developed – other planning considerations can be used to prevent intrusive activities;
 - Remove the constraint on HQ functions setting up in Cambridge, whether these are the HQs of local firms or inward investment;
 - Allow the development of more open B1 space, in and around Cambridge whilst maintaining the restrictions on science parks to R&D uses (B1(b)).
4. The Employment Land Review 2012 also made a number of recommendations regarding the policy of Selective Management of the Economy, these are summarised below:
- The assumption that demand for employment land exceeds supply in the Cambridge area is arguably no longer the case and care should be taken to avoid slowing growth;
 - The market is helping to keep out low value activities that do not need to locate in Cambridge.
 - There is a shortage of B1a office permissions in Cambridge.
 - Size restrictions for office and manufacturing appear to be arbitrary.
 - If a distinction needs to be made between what is allowable close to Cambridge and further out, the inner limit of the Green Belt seems a logical boundary.
 - There appears to be little point in requiring research establishments new to the area to show a “special need to be located close to existing major establishments in related fields”.
5. In summer 2012, the Council consulted on three options regarding the future use the policy of Selective Management of the Economy:
- Continuing with the policy unamended (Option 122);
 - Amending the policy to be more flexible with regard high technology Head Quarters and manufacturing (Option 123); and
 - Discontinuing the policy (Option 124).
6. Responses to the consultation were roughly even in their support for each of the three options. Summaries of the key points raised can be found [here](#).
7. The Interim Sustainability Appraisal Report of these options stated:
- “It is not clear the extent to which the Selective Management Option is responsible for Cambridge’s historic and current economic success. However, it is likely that this Option would contribute positively to Cambridge’s economy and City Centre. The amended selective management Option should provide additional flexibility, also capitalising on contribution to the local economy from high tech industries which is not currently realised.
- A market based approach would free up investment in new employment land and may result in a more efficient use of employment space. However, this approach may not be the most economically efficient for the city as a whole.”
8. It is apparent that circumstances have changed since the policy of Selective Management of the Economy was last reviewed in 2006. Furthermore the policy

is having a number of unintended negative impacts on the economy: discouraging some high value business functions from locating to the area, discouraging redevelopment of offices going past their prime and discouraging new office development. While the Employment Land Review 2012 does recommend a number of changes that could be made to improve the policy, the evidence would appear to suggest that it is no longer needed, and the market will safeguard against large, low value, land hungry uses.

9. The Employment Land Review 2012 identified a need for 101,000m² of floorspace, or 16.2ha of employment land, in B1, B2 and B8 use classes within Cambridge between 2011 and 2031. Monitoring information at 2012 indicated that between April 2011 and March 2012 there were net completions of 2,812m² of B1, B2 and B8 floorspace (although a net loss of 7.31ha of land). Furthermore there were net commitments for 195,063m² of B1, B2 and B8 floorspace on 20.91ha of land. Much of this is large amounts of land and buildings for research and development (Use Class B1(b)) on the edge of the City at Addenbrooke's and at West and North West Cambridge, it also includes a significant amount of offices (Use Class B1(a)) around the station.
10. Consequently the previous policy of Selective Management of the Economy has been superseded by the above policy. This recognises that there are risks to discontinuing this policy. If in terminating this policy this leads to a large increase in business development unrelated to the Cambridge Cluster such that R&D and other high tech employers are harmed (e.g. by being unable to find employment land, or indirectly through the businesses that serve the local area being unable to find land), then this policy could be reintroduced. Careful monitoring of the effects of discontinuing this policy will be needed.
11. The future of the policy of Selective Management of the Economy has been discussed at an officer level with South Cambridgeshire District Council. At the time of writing, it is understood that officers South Cambridgeshire District Council will be proposing discontinuing this policy to members for decision in the near future.
12. The above policy is more flexible and supportive of all types of employment development. It will support the economy by ensuring that proposals for employment development are dealt with in a positive manner and swiftly approved unless material considerations indicate otherwise. This will help meet objectively assessed need and deliver growth that will support Cambridge as a centre of excellence in research and a world leader in the fields of education and research while also supporting a broader more diverse economy.

Policy 23. Ensuring Space for Jobs

Existing Sites of employment uses are protected (where planning control exists) in accordance with A. and B. below:

A. Development including change of use that results in the loss of floorspace within Use Class B or Sui Generis (not within a specific use class) research institutes, outside

protected industrial sites (shown on the proposals map), will not be permitted unless:

- i. The loss of a small proportion of floorspace would facilitate the redevelopment and continuation of employment uses (within B Use Class or Sui Generis research institutes) on the site. The proposed redevelopment will modernise buildings that are out of date and do not meet business needs; or
- ii. The site is vacant and has been marketed for a period of twelve months for its existing use and for potential modernisation for alternative employment generating uses (in Use Class B or Sui Generis research institutes) and no future occupiers have been found.

B. Development within protected industrial sites, including change of use that results in the loss of floorspace or land within Use Class B or Sui Generis research institutes will not be permitted unless:

- iii. The loss of a proportion of floorspace would facilitate the redevelopment and continuation of employment uses (within B1c, B2 or B8 Use Class) on the site. The proposed redevelopment will modernise buildings that are out of date and do not meet business needs; or
- iv. The site has been marketed for a period of twelve months for its existing use and for potential modernisation for alternative employment generating uses (in Use Class B1c, B2 or B8) and no future occupiers have been found.

If this does not prove possible, other employment uses (in B use Class) will be permitted. If other employment uses do not prove possible, then other uses will be permitted, both types of alternative use subject to their compatibility with surrounding uses.

This policy applies to all land and buildings in B Use Class and Sui Generis research institutes.

Supporting text:

The Employment Land Review (updated in 2012) noted a significant loss of industrial floorspace in Cambridge, although offices have also been lost. High residential land values and a scarcity of land in Cambridge means that there will be a continuing pressure on employment floorspace from other uses. Maintaining a good supply of employment land is essential for Cambridge's economy and hence its quality of life. Without the high technology businesses involved in research and development in Cambridge, the Cambridge Cluster will not be able to lever the advantages from university and other research. Furthermore, without the professional services and industry that makes up Cambridge's diverse economy, the cluster will also be harmed. Each of these elements unify to define the success of the Cambridge Phenomenon.

This policy seeks to protect land in employment use (B Use Class) and sui generis research institutes, to ensure that sufficient supply remains to meet demand. One option when seeking to redevelop sites which are nearing the end of their useful life is to build 'hybrid' buildings. A key emergence over the past few years has been 'hybrid' research and development buildings. Examples of these can be found

around the key Cambridge Science Parks and typically they comprise modern warehouse type construction with high quality office fit-out typically occupies 20 – 50% of the built space. Externally, the buildings will have the appearance of office building Business Park space with high quality landscaping, street furniture and external finishes. They will combine office functions, but also Research and Development and production facilities all under one roof. The Employment Land Review update 2012 identifies ‘hybrid’ buildings as a likely growth area.

The policy allows for the loss of employment space if it is marketed for that use for a period of twelve months, including with potential for modernisation, and there is no genuine interest. This is to test whether there is a reasonable prospect of the sites having continued use as an employment site. If the market rejects the site, through this test, then redevelopment for other uses will be supported.

Employment land on protected industrial sites is treated slightly differently than employment land elsewhere. In the first instance land and buildings on these sites should be retained in industrial or storage use. It is treated differently for three reasons: firstly industrial land in Cambridge has come under significant pressure over recent years and a number of sites have been lost; secondly buildings in industrial use can be ‘bad neighbours’ there can be noise and/or odour associated with operation that would be a nuisance to non-industrial uses. These underlying reasons make the preservation of these sites in industrial use an important objective. Finally the reorganisation of the economy, and the redevelopment of some well located former industrial sites for mixed use requires a stock of more traditional industrial estate type land to enable firms to locate/relocate to. Overall then there is a range of employment floorspace that needs to be provided for, from pure offices, offices aimed at research and product development, smaller business service space and space for start ups and more traditional industrial and warehousing and modern production and hybrid warehousing space. A particular priority is negotiating affordable space for start ups in the high tech sector.

This policy needs to be read in conjunction with the spatial strategy set out in section 2 and the area based policies in section 9. In particular, the policies allow two existing industrial areas near Cambridge Station to be redeveloped for mixed uses at higher densities with no overall loss of employment floorspace. Also industrial uses near the new station servicing Cambridge Science Park Station and Chesterton are not specifically identified on the proposals map as the strategy allows for mixed use employment based intensification around that station. Finally the Localities and New Communities section has special policies for the expansion/intensification and consolidation of a number of high tech employment and research areas such as at West Cambridge and St John’s Innovation Park.

How the policy came about:

13. In the past Cambridge has sought to protect land in industrial and storage use, in order to balance the policy of Selective Management of the Economy and maintain a diverse range of jobs and a balanced economy.
14. Paragraph 14 of the National Planning Policy Framework states that:

“Local Plans should meet objectively assessed need, with sufficient flexibility to adapt to rapid change, unless:

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
- specific policies in this Framework indicate development should be restricted.”

15. Paragraph 22 of the National Planning Policy Framework states that:

“Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.”

16. Paragraph 51 of the National Planning Policy Framework states that local planning authorities should:

“normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate.”

17. In summer 2012 the Council consulted on three options regarding the future of the protection of industrial and storage land:

- Continuing with the policy unamended (Option 125);
- Amending the policy to be more flexible by deleting protected industrial sites (Option 126); and
- Amending the policy to be more flexible by encouraging other forms of development (Option 127).

18. Response to the consultation was mixed, with support for all of the options.

19. The Interim Sustainability Appraisal Report for these options stated:

“Option 125 should contribute positively to ensuring a diversity of work opportunities with good transport accessibility. However, it will be important to ensure that protection status should match the identified need.

Applying a citywide approach (Option 126) to protection of industrial storage space would enable a more efficient use of available land while still offering a degree of protection through the use of existing criteria. Option 126 could help deliver higher levels of low skilled job opportunities compared to Option 125 helping address issues relating to income and employment deprivation.

Providing additional flexibility based on specific criteria which would address the misapplication of Option 125 (this policy has not succeeded in preventing the loss of industrial floorspace in the past) should provide greater

opportunities to address community and well being and economy related issues, particularly whereby criteria allow change of use to reduce employment inequalities.”

20. Option 125 proposes that development within a protected industrial cannot result in the loss of floorspace in B1c, B2 or B8 use under any circumstances. Paragraph 22 of the National Planning Policy Framework precludes carrying forward option 125, as the approach does not distinguish between circumstances where there is a reasonable prospect of that use continuing. Empty land and buildings benefit no one.
21. Evidence from the Employment Land Review 2012 and the Cluster Study is that loss of industrial land continues to be a significant issue for Cambridge, and they both recommend that manufacturing sites within and close to Cambridge should be protected from loss to housing or retail, but equally it is important to recognise that market factors dictate that this will not be possible in all cases. The Employment Land Review notes that allowing hybrid buildings, that enable flexibility of use, could be one way of addressing this issue.
22. Top industrial rents in Cambridge stand at around £8 - £9 per square foot, outside the city centre this drops to £5.50 - £6. Research by Halifax in 2011 found that Cambridge residential prices were £2,783 per square metre, or £259 per square foot. Even allowing for the difference in the size of industrial buildings and residential buildings, this is still a significant difference. Without some form of protection, land and buildings in industrial use in Cambridge cannot fight off the residential land values that compete with them.
23. However, the Employment Land Review notes that safeguarding of industrial land may not be possible in all instances. As older sites become functionally obsolete, and making them attractive to users requires their redevelopment, the low value of industrial buildings can make their redevelopment unviable. In this instance allowing the development of alternative employment uses, such as offices or ‘hybrid buildings’ (buildings combining office functions, but also Research and Development and production facilities all under one roof), would be a way of making the redevelopment more viable and retaining the site in employment use.
24. The transport impacts of redevelopment would be considered at the planning application stage. Once sites are lost from industrial use they are unlikely to go back into this use, however the National Planning Policy Framework requires the policy to be flexible, the policy will still seek to retain the site in employment use.
25. In summer 2012 the Council also consulted on two options regarding the future of the protection of other employment space:
 - Do not protect office space (Option 128); and
 - Protect office space (Option 129).
26. There was support for both options.
27. The Interim Sustainability Appraisal Report for these options stated:

“There is likely to be a medium term shortage of office space in Cambridge. By not protecting office space this situation could be exacerbated. The extent to which this would impact the Cambridge economy is not clear and would depend on the value added by other proposed uses.

Protecting office space would ensure provision for small and growing businesses (an identified need) adding to the diversity of the Cambridge economy.”

28. The Employment Land Review 2012, using the Cambridge Econometrics Local Economic Forecasting Model (LEFM), translated the baseline and policy-based LEFM projections, into floorspace requirements, by use type. For B1a offices in Cambridge this translated into a requirement of 45-59,000m² by 2031 (or 6.7-8.7ha), and for South Cambridgeshire 98-100,000m² (or 30.0-30.6ha). The review notes that, in principle these figures should be adjusted upwards to create some flexibility.

29. In looking at the current supply of B1a land, the Employment Land Review 2012 compares a number of different sources. Information from Savills Commercial Limited identified 97,266m² of grade A office space where there is known potential for development in the short term, it should be noted that this excludes strategic allocations such as Northstowe and North West Cambridge.

30. The Employment Land Review notes that at March 2011 there were sites with planning permission for 157,281m² (or 29.16ha) of B1a in Cambridge and South Cambridgeshire. However the Employment Land Review notes:

“the apparent plentiful supply of land for B1a offices in the City almost certainly reflects the fact that past completions have been constrained by limited supply, not market demand. Table 3-9 shows a net loss of B1a land over the last decade, which if continued into the future, and in the light of the forecast increase in demand for office premises from professional, business and financial services, would cause supply shortages”

31. The Employment Land Review also notes that in the last few years demand has contracted into the most popular locations, the City Centre (including Hills Road down to the Station) and the Science and Business Parks around the Northern Fringe.

32. It also notes that there is currently very little availability of offices in prime city centre, and much of the vacancies lie within secondary locations in Cambridge and the wider area. When looking at the policy of Selective Management of the Economy the Employment Land Review notes:

“There is a shortage of offices with B1a permissions in Cambridge. Unless this is addressed through a combination of intensification and making more land available in the more attractive locations, it could adversely affect projected employment growth, which is mainly in office sectors. The evidence suggests that a combination of applying local user restrictions and making space available beyond the immediate environs of Cambridge is not going to solve the problem of the demand/supply imbalance in the city”

33. County monitoring data for March 2012 notes that there are net commitments for 43,712m² (or 3.98ha) of B1a floorspace in Cambridge and 45,726m² (or 10.93ha) in South Cambridgeshire. This is substantially lower than the sites with planning permission identified in the Employment Land Review 2012. New allocations at Cambridge Northern Fringe will help meet demand and provide choice to businesses, however if substantial numbers of offices are lost then there is a risk that levels of jobs growth will be adversely effected.
34. The risk in leaving it to market forces is that secondary offices will see land values decrease relative to residential in the short to medium term, and there will be pressure to redevelop them. This could hinder job growth in the longer term, when the wider economy improves, and leave capacity to meet demand undermined.
35. The conclusion reached was that it was appropriate to protect both offices and industrial land; however this may have the unintended consequence of making redeveloping research and development land more attractive. Therefore it was considered appropriate to protect all land in B Use Class.

Policy 24. Connecting new developments to digital infrastructure

Provision for high capacity broadband (such as ducting for cables) should be designed and installed as an integral part of development, which minimises visual impact and future disturbance during maintenance. All telecommunications infrastructure should be capable of responding to changes in technology requirements over the period of the development. Ducting should be to industry standards.

Supporting text:

Early provision of high quality broadband to new homes and offices in Cambridge can avoid future disruption and harm to the street scene, and ensure that all new development is fully integrated into modern communication technology. This will:

- Help communication for business and residents;
- Allow for increased homeworking (impacting on demand for business land);
- Reduce the need to dig up pavements; and
- Help address isolation.

How the policy came about:

36. This is a new policy that has not been consulted upon before.
37. Representations were received to the summer 2012 consultation suggesting the inclusion of such a policy. New development should be served by high quality digital infrastructure, ensuring this is done at the stage of construction will benefit new occupants and the economy as a whole. Other local planning authorities in the area have consulted on similar policies, having a coordinated approach ensures that developers in Cambridge can expect similar requirements for similar developments in Cambridgeshire.

38. Paragraph 43 of the National Planning Policy Framework states:

“local planning authorities should support the expansion of electronic communications networks, including telecommunications and high speed broadband.”

ISSUE: University Faculty Development

Strategic vision/objective:

These will follow after we've finalised the Strategy Chapter.

Section

3. Supporting the Knowledge Economy and Managing the Visitor Economy

Policy 25. University Faculty Development

The development or redevelopment of faculty, research and administrative sites for the University of Cambridge and Anglia Ruskin University (including teaching hospital facilities) will be supported when it meets the principles set out in this policy.

A. Faculty Development in the City Centre

In the City Centre, these uses will be permitted provided they:

- i. optimise the use of land, including a mix of uses on larger sites to meet the needs of the relevant institution, and
- ii. take reasonable opportunities to improve circulation for pedestrians and cyclists, together with public realm improvements, reductions in car parking provision and the introduction of active frontages at ground floor level.

The following sites are allocated for these uses for the University of Cambridge and shown on the proposals map (see Key Sites in the City Centre – in Localities and New Communities Section)

- iii. mixed use redevelopment of the Mill Lane/Old Press site; (Key Site X)
- iv. mixed use redevelopment of the New Museums site. (Key Site Y)

In addition sites in the East Road/Eastern Gateway area should include a significant element of such uses for Anglia Ruskin University in accordance with Policy X (In in Localities and New Communities Section City, Centre –Grafton Centre/East Road) & Policy Y Eastern Gateway.

B. Faculty Development outside the City Centre

Beyond the City Centre, the following sites will provide opportunity for enhanced faculty and research facilities:-

- v. the development of medical teaching facilities and related University research institutes at Cambridge Biomedical Campus (see section X);

- vi. the continued development of the West Cambridge site at Madingley Road (see section X);
- vii. the development of the North West Cambridge site between Huntingdon Road and Madingley Road (see section X); and
- viii. land around Madingley Rise (Key site Z)

Other proposals for these uses for the University of Cambridge and Anglia Ruskin University will be treated on their merits provided they do not result in a shortage of land for other uses as identified in this plan.

Supporting text:

Cambridge is a University City, home to both the University of Cambridge and Anglia Ruskin University.

The University of Cambridge continues to be a world leader in higher education and research. The University of Cambridge is consistently ranked in the top three research universities globally based on the two internationally recognised measures. It is a vital driver of the Cambridge economy and is the reason why so many high technology, and knowledge-based employers decide to locate in the city. It contributes to and is dependent upon the quality of life in the city and city centre. The University of Cambridge's esteemed reputation has underpinned the Cambridge Phenomenon and much of the city's prosperity in recent years. The University of Cambridge and its Colleges are also significant employers in their own right providing over 12,000 jobs. Their reputation and heritage continues to attract students from across the world, tourists, language students, spin out enterprise and medical research and it continues to be a vital driver of the local and national economy.

The University of Cambridge has an overall estate comprising around 650,000m² on 247ha distributed across a number of key locations in the City Centre and West Cambridge. West and North West Cambridge have been the focus of the University of Cambridge's growth and relocations in the past 14 years. Remaining development there will focus on further academic development and commercial research and development. Cambridge Biomedical Campus now has outline consent. The only other key locations where significant change is still planned are Old Press/Mill Lane and the New Museums site (see section X).

The University of Cambridge has plans to grow undergraduate numbers by 0.5% a year and postgraduates by 2% a year in order to maintain there globally successful institution. The University of Cambridge's key growth needs are being met by the developments in West and North West Cambridge and around Addenbrooke's, including those satellite centres where the plan is seeking densification and a broader mix of uses. The policy acknowledges existing plans of the University of Cambridge on outlying sites outside the City Centre and also provides an opportunity for those sites in the City Centre where plans are evolving to be redeveloped.

Anglia Ruskin University has made significant progress on the East Road site in modernising the faculty accommodation within the framework of the agreed 2009 Masterplan. A planning application was subsequently approved and this work is now largely complete and provides around 9,000m² of new accommodation.

When the Master Plan was written in 2008, Anglia Ruskin University had needs for around 12,000m². The Campus on East Road remains one of the tightest in the sector. The Master Plan implementation however has left a shortfall in teaching space. The most recent Anglia Ruskin University Estate Strategy and Corporate Plan for 2014 has identified a need for at least 6,000m² of additional space. As well as catering for growth in student numbers there is also a need to enhance existing space and recently redeveloped space e.g. for laboratories which are not meeting current day requirements and to reconsider the future of the Anglia Ruskin University's library on the site. This will require the masterplan for Anglia Ruskin University to be revisited.

The East Road site and area remains the most sustainable location for Anglia Ruskin University during the next plan period, and any future needs for this institution should, in the first instance, be met close to this site.

How the policy came about:

39. The National Planning Policy Framework requires local authorities to support knowledge industries and the development of a strong and competitive economy. Supporting 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.

40. The Interim Sustainability Appraisal Report of these options stated:

41. Main components of the University of Cambridge's Estate Strategy comprise:-

- To develop sites near the University Library for most of the arts and social sciences.
- To concentrate the humanities and social sciences on the Sidgwick, New Museums and Downing sites.
- To concentrate the biological sciences on the Downing site and the rear of the Old Addenbrooke's site.
- To develop the West Cambridge site for physical sciences and technology departments, and associated support functions.
- To intensify the Astrophysics facilities at Madingley Rise
- To continue to add to medical research facilities on The Cambridge University Hospitals NHS Foundation Trust site and Cambridge Biomedical Campus.

- To consolidate Central Administration on three sites, namely The Old Schools, part of the Old Press/Mill Lane Site and Greenwich House, and to reduce the use of houses in central Cambridge for administrative purposes.
 - To redevelop the Old Press/Mill Lane site for mixed uses including the University of Cambridge's operational purposes, collegiate and commercial, and to redevelop the New Museums site with the introduction of some non-operational uses.
 - To reduce the amount of leased accommodation occupied for operational purposes.
 - To add to the stock of residential accommodation, providing a range of tenures and accommodation types.
 - To focus future expansion primarily at North West Cambridge where a Master Plan has now been agreed and an outline consent granted for 3000 new homes of which 1,500 key worker homes, 60,000m² of new faculty development and 40,000m² of research and development accommodation including two new colleges 2,000 rooms a hotel and local centre.
42. The University of Cambridge is now focusing upon guiding future development by means of a Capital Plan which seeks to optimise the use of all existing space and investments. The University of Cambridge expects that its core academic needs will be met by the intensification and better use of its existing sites over the period up to 2031.
43. A Supplementary Planning Document (SPD) has been prepared and adopted for Old Press/Mill Lane in 2010. This will have different status under the new plan as a material consideration rather than an SPD. Masterplanning work is about to commence here and on New Museums. Old Press/Mill Lane is likely to come forward after 2020.
44. North West Cambridge will provide for most of long term major growth needs of the University Of Cambridge for faculty development and key worker housing over the next two decades. The World Conservation Monitoring Centre and other environmental research units previously identified as needing to cluster at North West Cambridge are now focusing their accommodation search on the New Museums site rather than at North West Cambridge.
45. Land is also available at West Cambridge, which will conclude development there for further faculty development and commercial R&D development. This will also include new academic facilities and more relocations from central sites e.g. Material Science, Chemical Engineering and Biotechnology who are moving off the New Museums site. West Cambridge is also being for possible intensification as current densities are low and are not making the best use of land.
46. Old Press/Mill Lane will also be likely to be a key site for the Colleges as part of mixed use development. This should be picked up within any redrafting of the policy and supporting text.

47. The construction of Addenbrooke's Biomedical Park is just commencing and the provisions of the existing 2006 Local Plan include land for further growth beyond 2016 to the south. Cancer Research UK are planning a further a Phase 2 development within the next 5 years and the recent relocation of the MRC LMB building will create scope for other refurbishment of academic research space within the main hospital complex. This is covered within the Master Plan for this site. The continued growth of Addenbrooke's and the biomedical cluster is vital to the Cambridge economy and cannot be stifled.
48. In conclusion the University of Cambridge's key growth needs are being adequately met by the developments in West and North West Cambridge and around Addenbrooke's. The current plan policy needs to continue to focus on faculty development on central sites. The 2006 policy has provided a useful focus and should be rolled forward to deal with remaining future priorities within the City centre.
49. The growth and success of Anglia Ruskin University continues to benefit the local economy. It performs a significant role, which is not confined to the needs of the region. It has a growing number of important specialisms including international links and relations. Its Department of Optometry carries out world leading research. It is also a major provider of training in health and social care and its role internationally is growing. A supportive policy approach would be compatible with the economic aims of the National Planning Policy Framework.
50. Fortunately, Anglia Ruskin University has not witnessed the 14% drop in applicants experienced by Universities nationally. The rate of growth in student numbers, however, has not been as rapid as was envisaged at the time of the 2006 Local Plan. Student numbers have not yet reached the 12,000 level forecast in 2006 for 2009/10. Anglia Ruskin University currently has 8,911 students of which 7,636 are undergraduates and 1,275 are post graduates. Anglia Ruskin University expects student numbers to increase to 9,950 by 2021. Funding for undergraduate courses is reducing but demand is still there. Anglia Ruskin University is increasingly diversifying towards post graduate and post doctorate study courses.
51. A Master plan was agreed in 2009 which was intended to guide the redevelopment of the East Road Campus over the ensuing 5-10years.
52. A further satellite site at Young Street has recently been approved to provide around 5,000m² of new accommodation in 3 phases for the Institute of Nursing which is moving from Fulbourn. This floorspace however, does not assist in meeting the shortfall demand on the East Road campus as it is being relocated from Fulbourn.
53. The existing Local Plan envisaged some satellite development for Anglia Ruskin University at Cambridge East. This is now not likely to come to fruition, as Cambridge East is not proceeding at the current time as originally envisaged.
54. Various administrative functions have been catered for within other city centre office space during the East Road site redevelopment. There may be a case for

looking to accommodate administrative back office work in office blocks close to the main campus rather than on the teaching campus itself.

Specialist Colleges and Language Schools

Policy 26. Specialist Colleges and Language Schools

The development of existing and new specialist schools will be permitted they provide residential accommodation, social and amenity facilities for all non-local students (students arriving to study from outside Cambridge and the Cambridge City Region), with controls in place to ensure that the provision of accommodation is in-step with the expansion of student places.

Supporting Text:

There are a growing number of specialist schools in Cambridge, including secretarial and tutorial colleges, pre-university foundation courses, and crammer schools. These schools concentrate on GCSE and A level qualifications along with pre university entrance tuition. They attract a large number of students and contribute significantly to the local economy.

Cambridge is also an important centre for study of English as a foreign language. Overseas students have been coming to Cambridge to study English for over 50 years in language schools (another form of specialist college). The City has 22 permanent foreign language schools and a fluctuating number of around 30 temporary schools which set up in church halls and other temporary premises over the summer months. Currently, the annual student load at these centres is thought to be around 31,000 though the average length of stay is only 5 weeks.

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 student clientele, including people working in business as well as the more traditional younger students.

The Cambridge Cluster Study has recognised the increasing contribution these establishments make to the local economy and has suggested a review in the policy approach as the schools between them contribute £78 million per annum to the local economy. The National Planning Policy Framework supports a policy approach which seeks to take advantage of this benefit.

Language schools can place additional burdens on the housing market. Hostels and other accommodation for language students are dealt with under policies 33. and 34. on student housing.

How the policy came about:

55. The National Planning Policy Framework requires local authorities to support the knowledge industries and the development of a strong and competitive economy. Supporting 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.
56. The current Local Plan has a policy which only deals with language schools. However, these 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 from around three in the 1990s to approximately 11-14 currently. Examples include CATS in Round Church Street, Abbey College in Station Road, and Glisson Road, and Bellerby's College in Bateman Street and Manor Community College. Others such as Cambridge Centre For Sixth Form Studies are educational charities and no profit organisations more akin to a state registered schools catering for local students and boarders.
57. Many of these types of organisation attract school age children who live with families in the City and surrounding area or commute into Cambridge from other locations in the sub region. As such they do not as a rule place undue pressure on the local housing market and are therefore less of a concern in this regard compared to mainstream language schools which are a distinct and separate type of specialist school. By and large they don't offer English language courses. In some cases, these types of organisation attract students from further afield and if they do they tend to have associated hostel accommodation for boarders as part of the operation e.g. Cambridge Centre for Sixth Form Studies. The former local plan policy made an exception for secretarial and tutorial colleges allowing them to grow by 10% of their overall gross floorspace provided they serve a mainly local catchment and provide residential accommodation, social and amenity facilities for all non local students. This floorspace restriction as in the case of language schools may not however be effective or appropriate.
58. The National Planning Policy Framework paragraph 21 encourages local authorities to support the knowledge industries and the development of a strong and competitive economy. Supporting 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.
59. Policy in previous plans aimed to regulate the establishment of new schools alongside controls on teaching floorspace increases at permanent schools because of concerns about possible impacts on the local housing market and legacy policies in previous Structure Plan's and Local Plans towards selective management of service sector employment unrelated to sub regional needs
60. Experience with established schools has revealed that such controls upon increases in teaching floorspace are no longer effective in controlling growth in student numbers as classroom size, teaching hours, and length of course can

boost throughput. An approach based on “student weeks” (add to glossary) ties in more closely with other national monitoring and licensing of language schools and would be a more effective way of regulating student throughput.

61. The industry has matured over the last 20 years and more and more courses are being run throughout the year and are being focused at a much broader range of student clientele.
62. The [Cambridge Cluster Study](#) has recognised the increasing contribution these establishments make to the local economy and has suggested a review in the policy approach as the schools between them contribute £78 million per annum to the local economy. The National Planning Policy Framework would support a policy approach which sought to take advantage of this benefit.
63. Many schools have been housing their teenage students with host families during the summer months, which also provide another source of income for local families and does not unduly cause pressures on the local housing market. Others are starting to take on more mature and business students, along with pre University entrance students wishing to improve their English. Most make use of independently provided student hostel accommodation to house their more mature students.
64. This can put pressure on the local housing market in Cambridge, if students are not accommodated in purpose built hostels or in lodgings with host families.
65. Existing schools should provide hostel accommodation for their students on site or off site and this should be controlled by a S106 legal agreement.
66. There is a need to continue to maintain a restriction on the establishment of new schools given land shortages within the City, intense housing pressures from other educational establishments and accepting there difficulties in being able to control temporary schools who can operate outside the planning system.

ISSUE: THE VISITOR ECONOMY

Strategic vision/objective:

These will follow after we’ve finalised the Strategy Chapter.

Section

3. Supporting the Knowledge Economy and Managing the Visitor Economy

Policy 27. Development and Expansion Of Hotels

The development of small new boutique hotels and or larger 3 star and 4 star hotels will be supported as part of mixed use schemes at:-

- i. Mill Lane;
- ii. on key sites around Parkers Piece;
- iii. on land around Cambridge Station and the planned new Station serving North East Cambridge (see section X), and
- iv. on any suitably located large windfall sites that come forward in the City Centre during the plan period.

Development of small new boutique hotels will be also be supported in other City Centre locations.

Acceptable locations for other hotels beyond the City Centre include North West Cambridge and Addenbrooke's.

There is a preference for visitor accommodation that is designed and operated as a hotel rather than an apart-hotel or serviced apartments, these will be treated as residential uses and affordable housing provision will be sought (see policy X).

Further budget hotels in the City are not needed.

Supporting text:

A consultancy study has been undertaken, entitled '[Cambridge Hotel Futures April 2012](#)', to assess the supply of, and demand for, hotel and short stay accommodation in Cambridge to 2031.

The study shows that there is very strong and continuing market demand for significant new hotel development in Cambridge, particularly in the City Centre and on the outskirts of the city. Depending on how strongly the economy grows and the extent to which new hotels create additional demand, Cambridge looks to need around 1,500 new hotel bedrooms over the next 20 years to widen the accommodation offer of the city, encourage longer stays and to enhance the competitiveness of the city as a visitor destination.

These rooms could be delivered as new hotels, as extensions to existing hotels, or through the re-positioning and redevelopment of existing hotels – or indeed as a mixture of the three approaches.

The Cambridge Hotel Futures Study identifies market potential for a further 2-3 new boutique hotels in Cambridge city centre approximately 150-300 rooms over the next 20 years together with possible scope for a new luxury 4 or 5 star hotel.

A new generation of serviced accommodation that combines an element of self-catering with some hotel-style service is causing a blurring of the boundaries between uses in planning terms.

These types of premises are generally intended to service extended stay corporate and university markets. They may, however, let units for shorter stays to business and leisure markets.

How the policy came about:

67. Aside from leisure tourists who generate around 35% of the demand for visitor accommodation, the two Universities and businesses also generate significant demands, about 65% of the demand for good quality visitor accommodation.
68. The city has 33 hotels, which provide 2,115 bedrooms. 13 hotels are located in the City Centre providing 949 rooms, eight hotels are located outside the City Centre providing 293 rooms and 11 hotels are located on the city's outskirts providing a further 873 bedrooms.
69. Planning permission has already been granted for around 1,350 new bedrooms in eight schemes in and around the city, with proposals for a further 50 rooms yet to be determined. It is not certain that all of these commitments will be actually delivered as the viability of hotel building is finely balanced, particularly where residential land values are so high.
70. The Cambridge Hotel Futures Study identifies market potential for a further 2-3 new boutique hotels in Cambridge city centre approximately 150-300 rooms over the next 20 years together with possible scope for a new luxury 4 or 5 star hotel.
71. If the hotels proposed in North West Cambridge and at Addenbrooke's come forward no more 3 or 4 star hotels are needed in the outer city area to 2031. The research undertaken by Hotel Solutions suggests budget hotels look to be adequately catered for with existing commitments. A small growth in serviced apartments looks likely.
72. A new generation of serviced accommodation that combines an element of self-catering with some hotel-style service is causing a blurring of the boundaries between uses in planning terms.
73. These types of premises are generally intended to service extended stay corporate and university markets. They may, however, let units for shorter stays to business and leisure markets.
74. They tend fall into four main categories:
 - All suite hotels (C1 hotel use);
 - Aparthotels/apartment hotels (C1 hotel use);
 - Purpose built serviced apartment blocks (C1 hotel use); and
 - Residential apartments let as serviced apartments by letting agencies (C3 use).
75. Suite hotels, apartment hotels and serviced apartments can be let on a daily short-term basis, but may be subject to a three night minimum stay. They usually have a reception and hotel-style booking facilities.

76. In some cases serviced apartments can result in the loss of properties built as residential homes or affordable housing being converted to serviced apartments outside the scope of the planning system. Such loss of residential and affordable housing whilst providing visitor accommodation could potentially have adverse impact upon the local housing market. This is undesirable in Cambridge given it is an area of significant housing pressure. Therefore this policy needs to be read in conjunction with policy X on affordable housing.

Policy 28. Ensuring space for hotels in the City Centre and Along Public Transport Corridors

Proposals for the upgrade of existing City Centre hotels and guest houses is supported subject to proposals complying with urban design and conservation policy, and policy 25.

New Hotels should be located on the frontages of main roads or areas of mixed use on bus route corridors with good public transport accessibility.

Development will not be permitted which would result in the loss of existing hotels and guest houses within the City Centre and along bus route corridors with good public transport accessibility unless the use is no longer viable. Applications for change of use will need to demonstrate that:

- i. all reasonable efforts have been made to preserve the facility but it has been proven that it would not be economically viable to retain the hotel or guest house in its current form; and
- ii. the property or site has been appropriately marketed for at least 12 months in order to confirm that there is no interest in the property or site for hotel or guest house use

Supporting text:

While some of the requirement for new bed- rooms in the City Centre can be met through the repositioning and upgrading of existing City Centre hotels, there is likely to be a requirement for further sites or conversion opportunities to fully satisfy the identified market opportunities.

With limited identifiable sites for new-build hotel development in the City Centre, the conversion of suitable properties looks likely to provide the most realistic way forward for delivering the required new hotels in the city centre.

However, where the case can be made that the hotel is not and cannot be made viable with investment, loss can be acceptable. Evidence would be required, in terms of marketing and viability of existing uses. The preference is for conversion to residential use including where appropriate an element of afford- able housing.

How the policy came about:

77. The National Planning Policy Framework paragraph 23 encourages local authorities to support the vitality of town centre uses by ensuring a range of suitable sites meet the scale and type of demand for leisure and tourism uses. Supporting the sustainable growth of tourism is compatible with these national policy aims and the local aim of building a strong and competitive economy.
78. Given the strong demand for city centre sites for hotels the Council aims to safeguard existing hotels and guest houses subject to appropriate viability and marketing tests. Poorer quality and less well located hotels and guest houses may to exit the market where they have no viable future as a hotel or guest house.
79. Higher value uses such as residential use will always put pressure on the retention of such premises.
80. A hotel retention policy is not intended to present existing hotels with a stranglehold on their future development. Such policies are common in resorts, which often define a hotel zone where loss would be resisted. However, where the case can be made that the hotel is not and cannot be made viable with investment, exit can sometimes be negotiated.
81. The Council will seek evidence to support any applications for change of use to test the nature of any marketing and viability calculations.
82. With the level of new budget supply coming on stream in the short term, ahead of market forecasts, and as the fair share analysis has shown, the Council expects that there may be some guest houses and small hotels that might seek to exit the market. Outside the core city centre/fringe zone, there might be more flexibility to permit this, and those properties that are less well-located and of poorer quality might be lost without too much detriment to the overall supply.
83. This approach is supported by the sustainability appraisal and it will support the growth of tourism while minimising its impact on the city's transport infrastructure through reducing the need to travel.
84. The findings of the Hotel Solutions Study point to the fact that the Cambridge hotel offer to date has not been of a standard which such a famous historic City deserves. There is also very strong competition for a number of competing uses particularly within the City centre.
85. The boundary of the City centre may be reviewed when the current retail study is completed and will be shown on the Proposals Map. The National Planning Policy Framework also requires Local Plans to define the extent of town centres.

Policy 29. Visitor Attractions

Development of new visitor attractions within the City Centre is acceptable where proposals complement the existing cultural heritage of the City; it is not the

intention to encourage major new attractions but some diversification of the offer to better support the needs of families will be encouraged.

The locations of any new attractions should have good public transport accessibility.

Supporting text:

Some of the pressures on existing attractions can be eased by the diversification of the attractions on offer where this continues to be related to the cultural heritage and or interpretation of the City.

The emphasis in tourism is on continued visitor management, and to extend dwell times of visits, rather than major promotion. Whilst the City would benefit from enhanced provision for families, major theme parks and other national profile leisure developments will not be appropriate in Cambridge.

Attractions that draw visitors beyond the City Centre attractions and encourage the development of alternative attractions throughout the City Region are also encouraged.

There are a number of museums ancillary to the University of Cambridge on sites on both sides of Downing Street / Pembroke Street. When any faculty development associated with the University of Cambridge comes forward, the redevelopment of these museums on-site will be looked upon favourably as part of the wider strategy of better coordinating attractions in the City Centre and extending the areas of through movement to relieve pressure on the most overcrowded streets.

How the policy came about:

86. The National Planning Policy Framework paragraph 23 encourages local authorities to support the vitality of town centre uses by ensuring a range of suitable sites meet the scale and type of demand for leisure and tourism uses. Supporting the sustainable growth of tourism is compatible with these national policy aims and the local aim of building a strong and competitive economy.

87. Cambridge is a major international visitor destination. 4.1 million people visited Cambridge in 2010 and of those 3.2 million were day trippers and 835,300 were staying visitors. Overall numbers have declined by only 1% since 2008. Tourism generated £393 million in 2010, which is the equivalent of 10.5% of the Cambridge economy. It employed over 5,150 people in 2010, though 1,500 fewer than in 2008.

88. The City has a great deal to offer discerning visitors including world renowned architecture, the Colleges, museums and other buildings. The Cam, and interconnected commons and open spaces, provide a unique backdrop to this historic fabric of buildings and spaces. A diverse range of events such as graduation, Science Week, the Folk Festival, literary festivals, specialist shops, pavement cafes and restaurants draw in large numbers of visitors.

89. Key attractions include King's College Chapel, Fitzwilliam Museum, Cambridge University Botanic Gardens, Kettle's Yard, Cambridge and County Folk Museum and the Sedgwick Museum, and further afield the Imperial War Museum Duxford and Anglesey Abbey.
90. The current Local Plan tries to encourage more sustainable tourism in the City with the emphasis on destination management rather than promotion. The diversification of short stay visitor accommodation is supported to encourage longer stays alongside the development of new and alternative attractions.
91. The Council recognises that a range of attractions and facilities are important to improve the quality of the visitor experience, but also sees the need to protect the quality of life of people who live here. The main purpose of any tourist development should be to assist in the interpretation of the city, not to attract significantly more visitors to Cambridge.
92. Emphasis has also been placed on encouraging longer stays and fewer day trippers and on the development of an appropriate range of attractions. The availability of a good range of hotels compliments this approach.
93. There has been emphasis in the past on seeking benefits from development in the City centre to consolidate attractions and make more effective use of open spaces and street space.
94. A criticism of Cambridge's current attractions in recent years has been that it does not offer a great deal to families with younger children. Some diversification of the current attractions would benefit this element of the market.

Delivery/Monitoring

Development & Expansion of Business Space

- Monitoring of new business space: amount of B1a, B1b, B1c, B2, B8 and sui generic research in ha and m², including at the specific sites mentioned in the policy (County business completions)
- Other monitoring of effects of loss of selective management of the economy: specific pieces of work taking a multi-faceted look at the Cambridge economy: what is it looking at: need a baseline study now? (City Council / County / consultants?)

Ensuring space for jobs

- Monitoring of loss of business space: amount of B1a, B1b, B1c, B2, B8 and sui generic research in ha and m², including within protected industrial sites (County business completions)

Connecting new developments to digital infrastructure

- What percentage of planning permissions are connected to high capacity broadband? (Monitored through the processing of applications)

University Faculty Development

- Monitoring of new University Faculty Space: amount of faculty, research and University administrative development in ha and m², including the specific sites mentioned in the policy. Number of times policy used x floorspace / ha (City Council Annual Monitoring Report / policy monitoring)

Specialist Colleges

- Monitoring of new specialist colleges: amount of floorspace for secretarial and tutorial colleges, language schools, pre-university foundation courses and crammer schools in ha and m². Number of times policy used x floorspace / ha (City Council Annual Monitoring Report / policy monitoring).
- If new specialist colleges are not entirely for local students, also monitoring consequential residential accommodation, social and amenity facilities (Monitored through the processing of applications)

Development and Expansion Of Hotels

- Monitoring of new hotels, including apart-hotels and serviced apartments: amount in ha and m², including the specific sites mentioned in the policy (County business completions).
- For serviced hotels and serviced apartments, also monitoring affordable housing provision (Monitored through the processing of applications)

Ensuring space for hotels in the City centre

- Monitoring of redevelopment of hotels in the city centre: amount of floorspace gained / lost in ha and m² (County business completions).

Visitor Attractions

- Monitoring of new visitor attractions: amount of floorspace gained / lost in ha and m² (City Council Annual Monitoring Report / policy monitoring).

APPENDIX D: DETAILED POLICY JUSTIFICATION FOR MAINTAINING A BALANCED SUPPLY OF HOUSING

Section 5: Maintaining a Balanced Supply of Housing

Meeting The Range of Housing Needs

- Policy 36: Specialist Housing

Quality of Housing

- Policy 40: Lifetime Homes and Lifetime Neighbourhoods
- Policy 41: Protecting Garden Land and the Subdivision of Existing Dwelling Plots
- Policy 42: Flat Conversions
- Policy 43: Residential Moorings

STRATEGIC VISION/OBJECTIVE:

A balanced mix of high quality housing types meeting the needs of all sections of the community will be secured at a level to meet objectively assessed need from household growth, including the maximum reasonable proportion of Affordable Housing.

Sufficient housing for Cambridge's students will be provided to avoid putting stress on housing for permanent residents.

ISSUE: SPECIALIST HOUSING

Policy:

Policy 36: Specialist Housing

Planning permission will be granted for the development of specialist housing, subject to the development being:

- i. supported by evidence of the demonstrable need for this form of development within Cambridge;
- ii. suitable for the intended occupiers in relation to the quality and type of facilities, and the provision of support and/or care;
- iii. Accessible to local shops and services, public transport and other sustainable modes of transport; and community facilities appropriate to the needs of the intended occupiers; and
- iv. In a location which avoids excessive concentration of such housing within any one street or small area.

Where the development falls within Use Class C3 (Dwellinghouses), the development will be expected to contribute to the supply of Affordable Housing within Cambridge in accordance with Policy 32. Where existing specialist housing does not meet

modern standards, its refurbishment or redevelopment will be considered favourably. If development would involve a net loss of residential floorspace, this will only be permitted, where appropriate replacement specialist housing accommodation will be made that satisfies the four criteria i - iv.

Supporting Text:

This policy relates to housing designed and designated for occupation by older people, people with disabilities, and vulnerable people with specific housing needs, referred to within the policy and hereafter as 'specialist housing'. Specialist housing can be developed with particular groups of people in mind such as older people (including the frail elderly and those with dementia), people with physical, sensory and learning disabilities, young people at risk, people with alcohol or drug dependency, those requiring refuge from harassment and violence, and others who may, for a variety of reasons, be excluded from or find it more difficult to integrate with, the local community. People with the need for specialist housing contribute to the community in many ways, but for some their ability to participate fully in society is hampered by poor or inappropriate housing, which affects their physical or mental health, or their ability to receive the support they need to live as independently as possible.

Forms of housing covered under this policy include:

- Sheltered housing;
- Residential care and nursing homes;
- Extra-care housing;
- Shared homes;
- Cluster units;
- Hostel accommodation.

This policy does not relate to student accommodation and other types of accommodation within the C2 Use Class (Residential Institutions), which is not specifically for older, disabled or vulnerable people, e.g. hospitals and boarding schools. It also does not relate to individual homes built to wheelchair accessible standards.

Specialist housing is intended to enable people to live as independently as possible, but is designed so that support can be provided to them (and often to others in the wider community) on-site. Where possible, such housing should be designed flexibly so that it can be adapted to meet alternative housing uses as needs change in the future. Such housing should be provided across the city, as opposed to being concentrated in certain areas, to help to enable people moving into such accommodation to remain in their local area and to create and maintain balanced communities. Safe and accessible high quality amenity space should be provided for specialist housing in compliance with Policy 39 on residential space standards.

In demonstrating need for specialist housing, applications should refer to the Council's Housing Strategy, Cambridgeshire County Council's Joint Strategic Needs Assessment, the Cambridgeshire Health and Wellbeing Strategy, local health and social care commissioning strategies and, where appropriate, the Extra Care Commissioning Strategy for Cambridgeshire and its successor documents. Ideally the scheme should be endorsed by the appropriate revenue funding commissioners under the newly emerging health and social care commissioning arrangements, where care and/or support funding may be required for some or all of the residents – either from the outset or for future residents.

How the Policy Came About:

1. One of the objectives in the Council's Housing Strategy is to ensure that housing meets a range of specialist needs, and supported housing, in a range of tenures, adds to the mix and range of housing to meet this objective. It is therefore important that the Local Plan accommodates the provision of housing that may be designed in a particular way or has a staff office or staff night-time facilities when staff are needed to support the people who are living in the housing. This housing can often demand a larger plot or building 'footprint' and is often termed as 'supported housing'. Such housing should be provided across the city, as opposed to being concentrated in certain areas, to help to enable people moving into such accommodation to remain in their local area and to create and maintain balanced communities.
2. Specialist housing can be developed with particular groups of people in mind such as older people (including the frail elderly and those with dementia), people with physical and sensory disabilities, those with learning difficulties or acquired brain injury, young people at risk, people with alcohol or drug dependency, those requiring refuge from harassment and violence, and others who may, for a variety of reasons, be excluded from the local community. People with the need for specialist housing contribute to the community in many ways, but for some their ability to participate fully in society is hampered by poor or inappropriate housing, which affects their physical or mental health, or their ability to receive appropriate support to enable them to live as independently as possible.
3. Specialist housing is designed so that support can be provided to them (and often to others in the wider community) to promote independent living. Examples may range from a small scheme of cluster flats with additional facilities for support staff, to much larger extra care schemes enabling older and disabled people to live in their own self-contained accommodation but with care and support on-site (Some specialist housing may not provide care or support from on-site – e.g. some forms of sheltered housing – but need to be designed in such a way that care and/or support can be brought on-site and provided in a co-ordinated way where appropriate). Where possible, such housing should be designed flexibly so that it can be adapted to meet alternative housing uses as needs change in the future.

4. Although some groups will continue to require specialist housing, this needs to be balanced with the current general direction of travel for health and social care commissioning, which includes enabling and supporting people to remain in their own homes, and being able to retain their independence there for as long as possible. This is reflected in the Cambridgeshire Supporting People Commissioning Strategy, which generally aims to reduce the amount of adult social care funded services in specialist accommodation, in favour of supporting people in their own homes where possible.

Housing Needs of Older People

5. The Joint Strategic Needs Assessment for Cambridgeshire provides some context for an understanding of the housing needs of older people in the city, although this is currently under review (due to be completed by April 2013). While the length of time people can expect to live has increased, periods of life spent in poor health or with a limiting chronic illness or disability have increased.
6. The city's population aged 65 and over has increased by 1.7% between the 2001 and 2011 Censuses – a significantly lower increase than other parts of the sub-region, with numbers in some five-year age-bands decreasing. However, there has been a 10% increase in those aged 65-69, and a 24% increase in the number of people aged 85 and over.
7. Population projections vary, but the older population is expected to increase over time (although less so for Cambridge than other parts of the housing sub-region). In the 20 years, 2010 to 2030 the number of people with dementia across Cambridgeshire as a whole is expected to double, and incidence of dementia increases with age.
8. One of the key priorities in the Health and Wellbeing Strategy for Cambridgeshire is to support older people to be independent, safe and well. The Council's Older People's Housing Strategy 2009 –2014 recognises that people who are getting older now are demanding better quality accommodation and services than previous generations. The increase in the frail-elderly population people means that we should plan accommodation specifically to meet their needs, whilst assuming that the majority of younger-older people (aged 60-65 or 70), will choose to remain in their own homes.
9. This sets the context for there to be a range of housing for older people in Cambridge that at one end of the spectrum provides accessible accommodation, which has good space standards and is located in reasonable proximity to local services and amenities, through to more traditional forms of sheltered housing for older people and Extra Care Schemes for older people who nevertheless want to stay as independent as possible. Extra Care schemes provide self-contained housing, but with other

facilities provided on-site where people can receive care and support but still retain their independence, as opposed to residential care homes where occupants do not have their own tenure or 'own front door'. There are currently four Affordable Housing Extra-Care schemes in the City, and a number of traditional sheltered housing schemes. There are also some private schemes providing care and/or support for older people, and a number of residential nursing and care homes. Detailed mapping of existing provision is available in the Cambridgeshire Older People's Joint Strategic Needs Assessment.

10. A significant issue for local health and social care commissioners is where specialist provision for older people may achieve planning approval, without reference to the demands they may place on local health and social care revenue budgets – either immediately or in the future as self-funding residents move out and new residents move in. Therefore it is important to ensure that for any new specialist housing schemes – including those for older people - the necessary health, care and support revenue funding is agreed in principle by the appropriate commissioners prior to planning permission being granted.
11. It should be noted that the City Council is not the statutory body that commissions care services for older people. This has been the County Council's responsibility with services often jointly commissioned with the health services through the Primary Care Trust. However, with new national health and social care commissioning arrangements coming into play, including the abolition of PCTs, the removal of the ring-fence around the Supporting People budgets, and new commissioning responsibilities for GPs etc, future arrangements for securing revenue funding for new schemes have not yet been clarified. Discussions with partners on this issue are underway.
12. The Cambridgeshire Extra Care Commissioning Strategy 2011 (2011 – 2015) outlines the extra care housing priorities for Cambridgeshire, (although again this is currently under review). Under this strategy, health and social care approval for development of and revenue funding for new schemes in Cambridge is currently being given lower priority than in other districts due to the shortage of provision in other parts of the county. However, this does not preclude development in the city if strategically important opportunities arise that might otherwise be missed.
13. Revenue funding for sheltered housing schemes is less of an issue, as in future, as part of the review of County Council budgets, residents will in future only receive funded support for short periods of time as required, in line with plans for support to be provided to older people in the wider community. The same applies to individual housing units which may be designated for occupation by older people.

Housing Needs of Other Vulnerable People

14. Whilst many vulnerable people with care or support needs live in general needs housing, there are some groups for whom more specialist provision is required. Current provision where support is funded by Cambridgeshire County Council includes:

- Housing with employment for offenders and people at risk of offending – 10 units (the Jubilee Project)
- Two housing schemes for people with learning disabilities (24 units)
- Four housing schemes for young people at risk (130 units)
- Two homeless hostels owned by Cambridge City Council (27 units)
- Housing for single homeless people - 206 units over 12 schemes (including 222 Victoria Road and the Assessment Centre at Jimmy's)
- Housing for teenage parents (one 7-unit scheme)
- Two hostels for people fleeing domestic violence (11 units)
- A six-unit Controlled Drinking project (451 Newmarket Road)
- Two children's homes providing 13 units.

15. Evidence of numbers of people affected by such issues as learning disability, mental health problems, homelessness, etc – i.e. of groups within which specialist housing might be a solution for some – are available in the Cambridgeshire Joint Strategic Needs Assessment. However, what is not available is a full assessment of the current and future need for specialist housing accommodation for these groups.

16. Work to date with health, care and support commissioners has identified the current need for the following in or close the city:

- A small group home providing permanent accommodation for people with profound and multiple disabilities;
- Cluster move-on accommodation for people with physical disabilities;
- Cluster flats with office accommodation for people with mental health needs;
- Cluster accommodation with a lounge and sleep-in provision for people with learning disabilities.

However, this is not comprehensive, and does not take into account needs which may arise in the future. More work is required in this area. As with housing for older people, health, care and support revenue funding needs to be in place before planning permission can be granted.

Developing a policy on specialist housing

17. The National Planning Policy Framework sets out the importance of planning for a mix of housing to meet different groups in the community. However, the location of provision needs careful consideration and should be in accordance with locally identified need. On this basis, only one reasonable option was considered appropriate for inclusion in the Issues and Options consultation in Summer 2012. This option's approach would allow for

development of a policy relating to all types of specialist housing, including extra care provision for older people, to be developed. There was support for the principle of the option. Specific reference should be made in the criteria to the need for residents of specialist housing to have good access to safe and secure open space for their health and well-being and need for such provision to be in close proximity to local services. This promotes the need for specialist housing to form part of sustainable, mixed and balanced communities. With particular reference to older people, in Cambridge, over a third of people aged 60 plus have no access to a car, and this percentage increases with age, so the need for good public transport, local amenities and welcoming neighbourhoods is significant.

18. In combination with other relevant policies within the Local Plan, when assessing the suitability for supported care housing and care homes, the following should be taken into consideration:

- The location of such provision, including the proximity of the site to public transport facilities, the provision of a safe, accessible and secure environment and the convenience of the site's location in relation to local shops, services and community facilities;
- The location of such provision in relation to other similar accommodation;
- The provision of an adequate level of amenity space which is safe and suitable;
- There is evidence of demonstrable need in accordance with the Council's Housing Strategy, the Cambridgeshire Health and Well-Being Strategy, the Cambridgeshire Joint Strategic Needs Assessment, Cambridgeshire County Council and local health commissioning strategies and, where appropriate, the Extra Care Commissioning Strategy for Cambridgeshire and its successor documents; and
- The approval of revenue funding for the necessary care and support to be provided, from appropriate health and social care commissioners under newly emerging commissioning arrangements.

This allows specific proposals to come forward in accordance with local need.

ISSUE: LIFETIME HOMES AND LIFETIME NEIGHBOURHOODS

Policy:

Policy 40: Lifetime Homes and Lifetime Neighbourhoods

In order to create Lifetime Homes and Neighbourhoods:

- i. All housing development should be of a size, configuration and internal layout to enable the Lifetime Homes Standard to be met, so far as this does

not duplicate Building Regulations requirements in the manner set out in Table 6, and

- ii. 5% of all housing schemes providing or capable of acceptably providing 20 or more self-contained homes, including conversions and student housing, should either meet Wheelchair Housing Design Standards, or be easily adapted to meet them.

Compliance with the criteria should be demonstrated in the design and access statement submitted with the planning application.

Supporting Text:

Table 6 Application of Lifetime Homes Standard

Those Lifetime Homes Standards to be applied through Planning Regulation	Covered by Building Regulations?
2. The distance from the car parking space to the home should be kept to a minimum and should be level or gently sloping.	NO – However, this part of the standard will be applied pragmatically and should not imply that all parking should be located next to dwellings. Parking in areas within a short distance (300m) of a home across routes meeting the Part M 1.3.1.1E standard is acceptable.
6. The width of the doorways and hallways should conform to the specifications in the next column.	PART – Small additional requirement in Lifetime Homes Standard regarding front door clearance.
7. There should be space for turning a wheelchair in dining areas and living rooms and adequate circulation space for wheelchair users elsewhere.	NO
8. The living room should be at entrance level.	NO – Will be interpreted that the main ground floor room can easily be adapted for use as a living room.
9. In houses of two or more storeys, there should be space on the entrance level that could be used as a convenient bed space.	NO – This room can be the same as the room for Standard 7 providing Standard 8 and minimum room size standards are met.
10. There should be: a) a wheelchair accessible entrance level WC, with b) drainage provision enabling a shower to be fitted in the future.	PARTIALLY – The additional Lifetime Homes standard is to allow adaptation to fit a shower in the future. There is currently no Lifetime Homes guidance on circulation space in kitchens. Kitchens should be a key accessible facility at entrance level. Future adaptability to provide for improved access to the WC is acceptable (rather

	than requiring a full side transfer space from the outset).
11. Walls in bathrooms and toilets should be capable of taking adaptations such as handrails	NO
12. The design should incorporate: a) provision for a future stair lift b) a suitably identified space for a through the floor lift from the ground to the first floor, for example to a bedroom next to a bathroom	NO - There is no requirement in the Lifetime Homes standard itself for two or three storey blocks of flats to be served by a lift. However, without a lift homes above the ground floor are not visitable by wheelchair users and without the facility to install a lift at a later stage those homes are not adaptable either. Hence a lift should be installed where a core serves 8 or more homes, and in all cases space should be provided for future fitting (as provided for in the BSI Draft for Development Code of Practice (DD266:2007).
13. The design should provide for a reasonable route for a potential hoist from a main bedroom to the bathroom	NO – Note there is a need for point tracking only in bathroom and bedroom – rather than a full tracking route – and the ability to retro-fit for point loading will reduce the necessary initial works.
14. The bathroom should be designed to incorporate ease of access to the bath, WC and wash basin	NO
15. Living room window glazing should begin at 800mm or lower and windows should be easy to open/ operate	NO

Note: The plan’s interpretation of the Lifetime Homes standard includes recommendations put forward by the Technical Forum to DCLG.¹ Any criteria not covered within Table 6 are considered to be addressed appropriately via Building Regulations.

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).² This principle applied to housing has resulted in the concept of Lifetime Homes and indeed goes wider to the concept of ‘lifetime neighbourhoods’ which enables 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.

¹ Habinteg Housing Association (2012) Lifetime Homes technical forum. This can be accessed at http://www.housinglin.org.uk/Topics/browse/Design_building/LifetimeHomes/Standards/?parent=8576&child=8564

² BSI (2005), Managing inclusive design.

A Lifetime Home 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. Lifetime Homes was pioneered by the Joseph Rowntree Foundation/Habinteg and the Government has incorporated much of the standard into revisions to Part M of the Building Regulations and seven studies commissioned by the Government³ have confirmed the practicality and affordability of the standard being applied in full, providing it is applied pragmatically with regard to high density and car free settings. Table 6 above sets out how the aspects of the standard that are not addressed by building regulations requirements will be applied.

The standards for Lifetime Homes and wheelchair accessibility relate primarily to the layout of self-contained homes for permanent occupancy. As occupants of student housing will only stay for a limited period, student housing is not expected to meet Lifetime Homes standards. However, 5% 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 1 unit should be delivered in accordance with the guidance in BS8300⁴ (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.

Lifetime Homes standards 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 having regard to Table 6.

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 that limit adaptation to provide entrances and circulation spaces that sufficiently level and wide for a wheelchair user.

How the Policy Came About:

19. The National Planning Policy Framework (paragraph 50) sets out the need to deliver a wide choice of high quality homes, widen opportunities for home

³ A number of studies can be accessed at Housing LIN: Lifetime Housing Standards research findings at http://www.housinglin.org.uk/Topics/browse/Design_building/LifetimeHomes/Standards/?parent=8576&child=8564

⁴ BSI (2009) BS 8300:2009 Design of buildings and their approaches to meet the needs of disabled people.

ownership and create sustainable, inclusive and mixed communities. In order to do this, local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people wishing to build their own homes).

20. Current Building Regulations (Part M as amended) requires new developments to have a minimum standard of accessibility to and into the entrance level of a building. However, these minimum statutory standards provide only limited usability within the home for a disabled person. The level entrance should be the principal entrance from the major highway leading to the house and that this level of the building must contain reception room(s).

Lifetime Homes

21. The Lifetime Homes Standard (November 2011) is a widely used national standard, which uses technical advice to ensure that the spaces and features in and around new homes can readily meet the needs of most people, including those with reduced mobility. The website www.lifetimehomes.org.uk states that lifetime homes are *“ordinary homes incorporating 16 design criteria that can be universally applied to new homes at minimal cost. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life.”* The premise is that homes meeting the standard represent flexibility and adaptability. Having homes built to the sixteen points of the Lifetime Homes Standard helps to ensure that housing suits householders’ needs and changing circumstances. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life.
22. 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 aging 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.
23. The Government’s strategy required all new housing built with public funding to meet the Lifetime Home standard by 2011. There have been a number of studies into the costs and benefits of building to the Lifetime Homes standard⁵. These have concluded that the costs range from £545 to £1,615 per dwelling, depending on:

- the experience of the home designer and builder;

⁵ A number of studies can be accessed at Housing LIN: Lifetime Housing Standards research findings at http://www.housinglin.org.uk/Topics/browse/Design_building/LifetimeHomes/Standards/?parent=8576&child=8564

- the size of the dwelling (it is easier to design larger dwellings that incorporate Lifetime Homes standards cost-effectively than smaller ones);
 - whether Lifetime Homes design criteria were designed into developments from the outset or whether a standard house type is modified (it is more cost effective to incorporate the standards at the design stage rather than modify standard designs); and
 - any analysis of costs is a 'snapshot' in time. The net cost of implementing Lifetime Homes will diminish as the concept is more widely adopted and as design standards, and market expectations, rise.
24. The most significant factor when considering costs was whether the home had been designed to incorporate Lifetime Homes criteria from the outset or whether a standard design had been modified.⁶ Additionally, the website www.lifetimehomes.org.uk also references a study that concluded Lifetime Homes did not have a significant impact on overall project costs because the requirements of the revised Part M of Building Regulations now require many of the same considerations to be addressed as a matter of course.
25. Requiring all new housing development to meet the Lifetime Homes Standard would help to provide a flexible and adaptable supply of housing to suit the needs and changing circumstances of all members of the community. Option 111 in the Issues and Options Report 2012 set out the requirement for all homes to be built to Lifetime Homes standards. Whilst the internal requirements of Lifetime Homes are fairly straightforward to achieve and relate well to other standards such as the London Plan and Homes and Communities Agency's residential space standards, the external space standards can be more difficult to achieve on all sites, particularly in relation to parking layout and level access from this to the home, the approach adopted in Table X reflects the work of the DCLG Lifetime Homes Technical Forum and the Greater London Authority, Joseph Rowntree Foundation and Habinteg⁷. Viability testing of residential development in setting the draft Community Infrastructure Levy charges has factored in Lifetime Homes and Affordable Housing policy thresholds and percentages and found the policy not to harm viability.
26. The alternative approach of setting a percentage approach (Option 112 of the Issues and Options report 2012) would on the other hand require Development Management officers to ascertain which dwellings were meeting Lifetime Homes and whether this complied with the policy. This alternative approach misunderstands the fundamental nature of Lifetime Homes as an application of the principle of inclusive design which tries to ensure that all designs are suitable for the full diversity of users and can be

⁶ Levitt Bernstein, 2009 Impact on site density of Lifetime Homes. Can be accessed at webarchive.nationalarchives.gov.uk/20120919132719/.../2180877.pdf

⁷ Habinteg/JRF (2003), Lifetime Homes: Living well together- achieving sustainable flexible homes in higher density neighbourhoods.

adapted to meet the diversity of needs of that user throughout their lifetime. Someone who develops mobility difficulties during their lifetime would then face the lottery of whether they lived in the percentage of houses, which met the standard.

27. 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. However, the supporting text of the policy (in Table X) identifies that some of the criteria, such as the criterion on parking provision, may not be fully met on some sites. Some flexibility may need to be applied in relation to the parking element of Lifetime Homes, as rigid application particularly in high density settings can result in poor urban design. The expectation will be that all homes are designed with the potential to be altered in the future for the changing needs of their occupants.

Wheelchair Housing Design Standard

28. As noted by the Lifetime Homes website, whilst Lifetime Homes can accommodate or adapt to the needs of many wheelchair users, the standard does not match the enhanced accessibility provided by a property constructed to the Wheelchair Housing Design Standard.⁸
29. The Council's current Affordable Housing Policy Guide requires at least 2% of new Affordable Housing to be fully wheelchair accessible, and a further 8% to meet other specialist needs as required. It also requires all new Affordable Homes to be built to the Lifetime Homes standard as a minimum. In the Council's Housing Strategy 2012 – 2015, the Council aims to review its requirements around the Lifetime Homes Standard for new Affordable Homes, the percentage of wheelchair accessible homes on new developments, and to consider how it can ensure that new homes are designed in a way that disabled adaptations can easily be fitted in the future if required. The Council also confirms that it will continue to identify the need for specialist housing for people with physical and/or sensory disabilities, and explore, in the longer term, how better use can be made of the private sector in helping disabled people to access appropriate housing. In London, the London Plan requires 10% of all new homes to be built to be easily adaptable to become fully wheelchair accessible.
30. The NHS in 2000 estimated that wheelchair users made up around 2% of the population of England. However, there has not historically been a nationally adopted standard practice for identifying the housing needs of wheelchair users. The research report *Mind the Step: An estimation of housing needs*

⁸ Thorpe, S. (2006) 2nd Edition Wheelchair Housing Design Guide. Can be accessed at: <http://www.habinteg.org.uk/main.cfm?type=WCHDG>

*amongst wheelchair users in England*⁹ was published by Habinteg Housing Association and London South Bank University in 2010. Its conclusions highlight that wheelchair users face particular design and accessibility barriers, both in and around the home and in the wider environment. The majority of homes in England (84%) do not allow someone using a wheelchair to get to and through the front door without difficulty and only 0.5% of homes are reported to be 'accessible and adaptable'. The 2010 report presents national and regional estimates of housing need among wheelchair users in England and shows how these figures can be used to produce similar estimates at local authority level.

31. As part of its statutory duty as the local housing authority, the Council maintains a list of households who have applied for social housing accommodation. Of these applicants who are classified as in urgent housing need: 21 (0.32% of all people on the register) are currently in need of a home suitable for indoor and outdoor wheelchair use; and 18 (0.2% of the register) are unable to manage steps or stairs and may use a wheelchair at certain times. (It should be noted though, that the Council's housing (Home-Link) register is currently being reviewed, and it is expected that these numbers may reduce, at least in the short term). According to the Census 2011, 3.64% of Cambridge residents considered themselves to have had bad or very bad general health in the previous year, whilst 12.97% of Cambridge residents stated that they had a long-term activity limiting illness. Additionally, within the 16 – 74 age group of Cambridge residents, 2,437 people stated that they were not working due to illness or disability. However, the Census 2011 figures will not show all disabled people and not all of those included in the figures will be disabled.
32. Cambridgeshire Joint Strategic Needs Assessment data suggests that across England as a whole, 0.19% of wheelchair users are estimated to be in unsuitable accommodation.
33. The report *Mind the Step* suggests a formulaic approach to calculate a crude estimate of unmet need for wheelchair user housing within a local authority area. This estimate is based on the authors' assessment of need for each English region, applied as a proportion of households within the local authority area. The 2011 Census counted around 46,714 households in Cambridge. As such, the estimate or unmet need, using the regional estimates from *Mind the Step*, would be calculated as follows:

Approximate unmet need =
46,714 households
x 2% (i.e. wheelchair user households in the East of England)
x 9% (% of wheelchair user households with unmet housing need)

⁹ Habinteg Housing Association and London South Bank University (2010) *Mind the Step: An estimation of housing needs amongst wheelchair users in England*. This document can be accessed at:
http://www.habinteg.org.uk/mediaFiles/downloads/53930501/Mind_the_step_onlineversion_pdf.pdf

= 84 households in Cambridge with unmet need (or 0.2% of all Cambridge's households)

34. The method for producing an indicative local authority estimate is set out in paragraph 5.1 of *Mind the Step* and involves taking the regional figure for the percentage of all households that are wheelchair user households (Table 3, Column 4, Page 34) and multiplying this by the number of all households in the local authority. This gives an estimate for the number of wheelchair user households. The report then advises multiplying this by the regional figure for the percentage of wheelchair user households with unmet housing need (Table 3, Column 5, Page 34).
35. With regard to adaptations, it is important to bear in mind that the figure for unmet housing need set out as a result of the *Mind the Step* approach only relates to wheelchair user households. While wheelchair users will sometimes (but by no means always) need relatively major adaptations if living in an unsuitable home, in numerical terms they comprise about 12% of disabled people and so there will be many others who also require support through provision of adaptations.
36. A number of local authorities have adopted policy that requires 10% of all new homes should be built to full Wheelchair Housing Design Standard or to a point which is readily adaptable for wheelchair users. The number of new wheelchair user homes produced in this way will obviously depend on the total number of properties built. Having worked out its estimate of unmet need, a local authority will be able to see what proportion of the unmet housing need will (or would) be met – and over what period of time – by an effective percentage-based policy. This can then inform decisions about the projected balance between new build, adaptations and allocations. In relation to the Wheelchair Housing Design Standard, it is considered that market and Affordable Housing in Cambridge should be considered in the same manner, subject to viability.
37. It is proposed that 5% of all new housing development of 20 or more self-contained units should be provided as housing which would suit the needs of wheelchair users. The percentage and threshold were reached by applying different percentages of homes meeting the Wheelchair Housing Design Standard (e.g. 3%, 5%, 10%) to all sites without planning permission in Cambridge, which would be likely to be developed by 2031. The sites identified and tested for each percentage used a set threshold in order to allow at least one house built to Wheelchair Housing Design Standard to be delivered. The sites include allocated sites without planning permission; sites identified through the Strategic Housing Land Availability Assessment (SHLAA); sites potentially to be removed from the Green Belt for housing; and windfall sites (with a 20% discount applied).

Percentage	Threshold (Units)	Estimated Number of units to be delivered to Wheelchair Housing Design Standard if all sites came forward
3%	34	57
5%	20	117
10%	10	362

38. Applying 5% as the percentage and 20 units as the threshold for delivery of a minimum of one unit built to Wheelchair Housing Design Standard would allow the delivery of 117 units, which is close to the number reached by using the *Mind the Step* formula of 84 households being in unmet need for wheelchair appropriate housing.

ISSUE: PROTECTING GARDEN LAND AND THE SUBDIVISION OF EXISTING DWELLING PLOTS

Policy:

Policy 41: Protecting Garden Land and the Subdivision of Existing Dwelling Plots

Proposals for development on sites which form part of a garden or group of gardens, or which subdivide an existing residential plot will be permitted in locations with good sustainable transport accessibility (see strategy section) and where:

- i. the form, height and layout of the proposed development is appropriate to the surrounding pattern of development and the character of the area;
- ii. sufficient garden space and space around existing dwellings is retained, especially where these, and views of trees worthy of retention, contribute to the character of an area;
- iii. the amenity and privacy of neighbouring, existing and new properties is protected;
- iv. provision is made for adequate amenity space, vehicular access arrangements and parking spaces for the proposed and existing properties, and
- v. there is no detrimental effect on the potential comprehensive development of the wider area.

Supporting Text:

For the avoidance of doubt, proposals that are considered to be appropriate on garden sites in accordance with the criteria set out in this policy will also be assessed against other policies within the Local Plan, to ensure that they achieve a high standard of development. This policy covers sites where:

- an existing house or houses are retained and new dwellings are erected in the garden or multiple garden areas or curtilage; and/or
- the existing buildings are demolished and the plot(s) sub-divided in order to make way for further residential development.

Gardens are an important environmental resource and are a vital component of Cambridge's character, especially in its more verdant, arcadian quarters. They form part of an area's development pattern, providing a setting for buildings, which in turn informs the prevailing privacy and amenity enjoyed by residents. They provide a semi-natural habitat for local wildlife and corridors for the movement of wildlife through the urban environment. Collectively, they help to mitigate fluvial and surface water flooding in otherwise built-up parts of the city.

As the definition of previously developed land within the National Planning Policy Framework excludes private residential gardens and in the light of the need to consider the environmental impacts of development on garden land, the inappropriate development of garden sites will be resisted. However, some forms of redevelopment and infill development, which are well designed and make efficient use of land, will continue to be a valuable additional source of housing supply and need not be inappropriate.

How the Policy Came About:

39. In recent years, garden development has become a contentious issue. The National Planning Policy Framework (paragraph 53) states that "Local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area." Additionally, the definition of previously developed land within the National Planning Policy Framework excludes private residential gardens.
40. In many cases, though, development on garden land may be regarded as entirely appropriate and there are many clear, definable benefits to such development. They reduce the need to extend development out into the Green Belt and the wider countryside, create new homes without the need for significant additional infrastructure provision, provide better utilisation of land in areas where people no longer require large gardens due to changing lifestyles. For these reasons, garden land development may add to housing stock in ways that are sustainable and which meet identified local housing need.
41. There are also many arguments against developing on gardens. They may lead to increased building mass, loss of character, increased population density and a gradual associated increase in demand on local infrastructure. Environmentally, garden development can result in a loss of green space and paving over gardens; a reduction in habitats and biodiversity; and an increased risk of flash flooding due to increased run off.

42. Policy 3/10 Sub-division of Existing Plots in the Cambridge Local Plan 2006 has been used on a number of occasions in recent years to address residential development within the garden area or curtilage of existing properties. This policy was drawn up as it was recognised that whilst the provision of new dwellings within the curtilage of existing properties provides opportunities for additional homes in the City, the development of existing gardens or curtilages needs to be handled carefully in order to avoid creating new developments, which adversely affect the amenities of local residents or the character of the area. In order to clarify the use of this policy in the light of a change in approach to garden land at a national level, an advice note was produced on development affecting private gardens in Cambridge in June 2011.
43. Within the Issues and Options report (2012), the Council put forward two options (114 and 115). Option 114 suggested the development of a criteria-based policy for small scale residential development in gardens, whilst Option 115 set out the potential to restrict development in gardens. The Interim Sustainability Appraisal, which accompanied the Issues and Option report, suggested that Option 114 is likely to help increase delivery of much-needed new housing in Cambridge. However, this option is also likely, depending on location, to be at the cost of biodiversity and green infrastructure, flood risk including climate change adaptation, and landscape. However, in areas of existing low density development or where existing buildings are demolished, this policy could potentially achieve new housing without compromising sustainable communities. Potential adverse effects of this option would be most acutely felt in areas already experiencing significant pressure on green space within the urban area. This option is likely to increase pressures on levels of personal car use, including pressures on car parking,
44. Option 115 which suggested the restriction of infill development would potentially restrict the potential delivery of much needed housing, although the wording to require 'very specific local circumstances' suggests this option would be developed to minimise its application. It would help contribute positively to addressing many sustainability issues relating to biodiversity and green infrastructure and maintaining local townscape.
45. Whilst new residential development is welcomed in addressing housing need, the development of existing gardens or curtilages needs to be handled carefully in order to avoid creating developments, which adversely affect the amenities of local residents and the character of the area. It is considered that there is a need to have a measured policy approach, which does not preclude development, where appropriate. As such, given the mixed character, density and form of existing residential development within the city, it is appropriate to take forward a criteria based approach, which would allow flexibility to consider local circumstances.

46. This policy approach would cover sites where:
- an existing house or houses are retained and new dwellings are erected in the garden or multiple garden areas or curtilage; and/or
 - the existing buildings are demolished and the plot(s) sub-divided in order to make way for further residential development.
47. Reference is not merely be made to infill development within rear gardens, as this type of development can affect the whole curtilage of a property. The proposed criteria based policy is positively worded and include criteria on the following issues:
- The character and appearance of the area;
 - Form and density of the proposed development;
 - Amenities of neighbouring properties;
 - Provision of adequate amenity space, vehicular access arrangements and parking spaces for the proposed and existing properties;
 - Effect on the comprehensive development of the wider area.
48. In terms of alternative options, there was a suggestion that there should be a hierarchy to 'sites' based on back gardens, which could lead to large gardens being subdivided and used for public open space or amenity. Due to the challenges of land assembly, this approach will not be pursued through the Local Plan Review. In relation to restricting permitted development rights in order to prevent buildings in back gardens from becoming residential accommodation, this cannot be undertaken through the Local Plan Review process. It would need to result from either national changes to permitted development rights or through the introduction of an Article 4 direction. The Council has not followed this approach, considering a city-wide Article 4 direction disproportionate and with significant revenue cost implications, either through compensation claims or as a result of the increased planning casework load arising from otherwise permitted development proposals, which would not attract a fee.

ISSUE: FLAT CONVERSIONS

Policy:

Policy 42: Flat Conversions

Proposals to convert a single family dwellinghouse or a non-residential building into self-contained flats will be permitted where:

- i. the property (including through acceptable extensions and roof conversions) has an internal gross floor area of at least 120m² (excluding stairwells, balconies, external open porches, conservatories and areas with a floor to ceiling height of less than 1.5m), and proposed room sizes meet minimum room sizes (see Policy 39);

- ii. the ground or lower ground floor includes a family (2 bedroom plus) unit with garden access;
- iii. the proposal in terms of the number of units and scale of associated extensions would not have an unacceptable impact on the amenity or character of the area or place unacceptable stress on highway safety in streets already experiencing overnight parking stress;
- iv. the proposal would result in a satisfactory standard of amenity for its occupiers and is designed to avoid significant negative impacts on neighbouring residential properties; and
- v. the proposal includes appropriate refuse, recycling and cycle storage to serve the development.

Supporting Text:

For avoidance of doubt, this policy also applies to conversions for aparthotels and where the flats are intended for students or other multi-occupancy. It also applies where residential units are proposed within the rear yards of shops or other retail units.

The subdivision of predominantly large houses into flats has contributed to the supply of reasonably affordable private rented accommodation in Cambridge over time, meeting a need in the market. However, in some circumstances, residential conversions have proved unsatisfactory, providing poor or inadequate accommodation for tenants and leading to problems and issues for adjoining residents and for wider local areas. As dwelling conversions tend to come forward sporadically it is often difficult to account for the cumulative impacts of the conversions. Whilst an individual scheme may appear to have a relatively minor additional impact on its own, it is important to consider cumulative impact when looking at individual schemes. Increasing the units of accommodation within existing established streetscapes can generate additional car parking requirements. In many cases, it is not possible to provide on-site parking, and this leads to saturation of existing on-street spaces. This not only removes opportunities for other nearby residents to park within the street, but also has an overall negative impact on the quality of the streetscape.

The detrimental impact of the conversion of existing single dwellinghouses or non-residential development into two or more smaller units of accommodation can include:

- Off-street parking within front gardens with an associated reduction in front garden space and vegetation and with loss of domestic character;
- Disturbance of the building's façade and entrances;
- Extension of the building with associated impacts on privacy and quality of life, daylight and the character of the area;
- Intensification of the building's use, with potential for impacts on overlooking/privacy and acoustic issues;
- Saturation of on-street parking resulting in car dominated environments;

In all flat conversions, it is expected that the resulting development does not cause detriment to the character of the area or the amenity of surrounding properties. In order to ensure that the proposed development provides units of a sufficient size for its occupiers, individual units must provide appropriate minimum internal floor standards and headroom in accordance with the Council's minimum internal floorspace standards set out in Policy 39. Furthermore, the stacking between units should ensure that different rooms are not stacked inappropriately, e.g. the kitchen of one unit over the bedroom of another unit with resultant noise impacts on the bedroom.

Streets with overnight parking stress are defined as those streets where the level of on-street overnight parking leaves less than 10% free notional on-street overnight parking capacity. Notional parking capacity is defined from the maximum number of spaces that can be lawfully parked on (i.e. excluding double parking, corner parking, spaces with yellow line control, on bus only lanes and cycle lanes (including outside areas of formal enforcement) and in controlled parking areas with spaces blocking drive ways and access for emergency vehicles. A marked survey should be completed for conversions where this is likely to be an issue, unless there has been another recent survey on the same street. The survey should cover a radius of 200m around the property including side roads. The addition to stress will be measured by the 'no more than' parking standard before and after the conversion minus the acceptable level of off street parking before and after. This requirement is relaxed in controlled parking areas where the scheme is car-capped, a planning obligation prevents residents applying for parking permits, or similarly controlled as a car-free development.

How the Policy Came About:

49. Given the need for housing in Cambridge, it will be important for the Local Plan to ensure that opportunities to provide new housing are explored. Whilst the sub-division of large properties into additional dwellings makes a useful contribution towards the overall housing need in the city, it can lead to the loss of family accommodation and in some cases, a loss of historic character. There is a need to ensure that any proposals would result in a satisfactory living environment, without overcrowding, and that the quality of Cambridge's historic environment is preserved and enhanced. Whilst it is important to retain existing housing wherever possible, this needs to be balanced against other objectives and priorities, including the need for different sizes of dwelling unit and the National Planning Policy Framework's requirements for flexibility and responsiveness to changing economic circumstances. In some cases, it will be appropriate to replace poorly designed housing or housing that is no longer cost-effective to repair and maintain with housing that meets modern standards of design, layout and energy efficiency.

50. The current Local Plan includes policies relating to the conversion of large properties (5/2). In accordance with national guidance, it is considered

reasonable to continue with this approach on the basis that it is the most appropriate way of ensuring that opportunities to provide new housing are explored and suitable living environments are achieved. This approach has been supported by respondents to the Issues and Options consultation on Option 118. There was some concern, however, about the need to retain a variety of housing stock to meet different households' needs.

51. Pursuing this option would allow for the development of a policy which would address the conversion of large properties. This approach is consistent with national guidance and helps to maximise opportunities to increase housing supply in Cambridge to meet need. However, a balanced approach must be taken and consideration given to the needs of surrounding occupiers and the character of the area as a whole. In relation to the conversion of large properties to a greater number of smaller units, a criteria based approach should set out the need for the development to have a satisfactory standard of amenity for its occupiers and neighbouring properties; consideration of the impact on on-street parking and the character of the area; and refuse and cycle storage.
52. In the past, an existing floorspace of 110m² was utilized in the Cambridge Local Plan 2006 as a standard when assessing whether a property is suitable for conversion. The standards cited within the Council's internal residential space standards in Policy 38 are considered robust and will be applied to flat conversion applications, acting as one of the determinants of quality conversion schemes, but it is also considered appropriate to set out a new minimum existing floorspace for conversion of 120m², which reflects the need for bigger unit sizes to meet the residential space standards.

ISSUE: RESIDENTIAL MOORINGS

Policy:

Policy 43: Residential Moorings

Proposals for residential moorings will be permitted, where the proposal

- i. integrates successfully and positively with the surrounding landscape and/or townscape;
- ii. is served by adequate pedestrian and vehicular access;
- iii. is served by appropriate electricity, sewerage and refuse disposal facilities;
- iv. has no significant negative effect on the amenity, visual character, water quality, historic and ecological value of the river or nearby land;
- v. is close to existing services and amenities;
- vi. only provides minimal essential lighting, which shall be located so as to minimise glare and/or visual intrusion; and
- vii. does not impede navigation and/or the use of the footpath.

Supporting Text:

The delivery of further residential moorings within off-river basins or marinas will be considered favourably, providing appropriate access arrangements can be made and onshore facilities constructed which comply with other policies of the plan.

Over the course of the last two decades, the city has seen a gradual increase in the number of boat owners wishing to live permanently on the River Cam and the number of visitors spending time on the city's waterways. They may only be suitable for the needs and housing expectations of a small sector of the population, but they contribute both to the diversity of the city and to the supply of different forms of housing.

The Conservators of the River Cam are the statutory navigation authority, responsible for the maintenance of navigation of the River Cam from the Mill Pond, Silver Street to Bottisham Lock. Working with the Conservators and other stakeholders, the Council is responsible for the management of existing residential and visitor moorings on the River Cam and has set out its approach to this issue through a moorings management policy. A limited number of licences are issued to those wishing to moor boats at specific areas along the River Cam at Midsummer Common, Stourbridge Common and Jesus Green.

Given the extensive usage of the river by other river users, including anglers and rowers, and the potential for further moorings on the river itself to have a detrimental effect on navigation, the delivery of further residential moorings within off-river basins or marinas will be considered favourably. The Council will continue to work with the Conservators of the River Cam, boaters, landowners, and other stakeholders to increase the supply of residential moorings in Cambridge.

Where new residential mooring proposals come forward, consideration will need to be given to the quality of life experienced by both the boaters themselves and any neighbouring occupiers. Furthermore, the impact on the natural and historic environment is also paramount, given the richness of the River Cam's wildlife, its cultural and historic significance and its role in flood risk management. Residential car and cycle parking standards will be applied as set out in Policy XX with consideration given to the impact of car and cycle parking on nearby streets.

How the Policy Came About:

53. The National Planning Policy Framework sets out the requirement in paragraph 50 to deliver a wide choice of quality homes and to create sustainable, inclusive and mixed communities. Whilst representing a very small percentage of housing provision within Cambridge and only being suitable for the needs and housing expectations of a small sector of the population, residential moorings can contribute both to the diversity of the

city and to the supply of different forms of housing. The Council has a dual role in relation to the provision of moorings, with the responsibility for managing existing moorings on the River Cam and planning for further provision of moorings.

54. The Conservators of the River Cam are the statutory navigation authority, responsible for the maintenance of navigation of the River Cam from the Mill Pond, Silver Street to Bottisham Lock. Working with the Conservators and other stakeholders, the Council is responsible for the management of existing residential and visitor moorings on the River Cam and has set out its approach to this issue through a moorings management policy, which has been revised a number of times since its inception. The existing Moorings Policy was initially approved by the Executive Councillor for Community Development and Leisure in March 2005 and was subsequently reviewed in 2006/2007. Within this Moorings Policy, the Council sets fees for residential and visitor mooring licences. The licensing process sets out the Council's expectations in terms of standards of riverworthiness, behaviour and occupancy. This is linked with the Conservators of the River Cam's navigation licensing process.
55. There is currently calculated to be space on the River Cam within the city for some 70 licensed boats to be moored with sufficient space between moored vessels. This is based on the capacity of the river having been calculated on the amount of available riverbank divided by the average length of a vessel (70ft or 21.34 metres) and an assessment made of the space needed by other river users to access the river. The overall figure of 70 boats includes allowance for 15 wide-beam boats of 2.15 metres or more. Only limited areas of the Cam are suitable for the mooring of boats of this size.
56. Over the course of the last two decades, the city has seen a gradual increase in the number of boat owners wishing to live permanently on the River Cam and the number of visitors spending time on the city's waterways. A change in mooring management policy in the 1990s gave rise to additional opportunities for residential mooring at Midsummer Common, Stourbridge Common and Jesus Green. Current mooring sites are shown on the Council's Boat Mooring Map (available via Google on the Council's website).
57. Existing areas for permanent residential moorings include Area B where mooring is permitted for 75 metres on Jubilee Gardens upstream of the weir; Area D2 adjacent to Jesus Green, Areas E1, G and H adjacent to Midsummer Common; and Areas K2 and M adjacent to Stourbridge Common.
58. Visitors wishing to moor a boat in Cambridge are subject to a maximum 48-hour stay, and are not permitted to return within seven days of leaving. Areas for visitor moorings are marked with green markers and lines on the Council's Boat Mooring Map. These areas include Area C adjacent to

Chesterton Road and Area E2 adjacent to Midsummer Common, outside the Fort St George public house.

59. Areas for temporary mooring are marked with yellow markers and lines on the Councils's Boat Mooring Map. These areas include Area D1 where temporary mooring is permitted for up to two hours from 10am to 4pm upstream of the pump out, and Area K1 where temporary mooring is permitted for up to two hours from 8am to 6pm upstream of the pump out.
60. Areas where no mooring is permitted are marked with red markers and lines on the Council's Boat Mooring Map. These areas include Area A where no mooring is permitted upstream of the lock and includes 36 metres downstream of the lock. Visiting punts can stay for up to one hour. In Areas F, J, L and N, no mooring is permitted at all.
61. New residential moorings require planning permission and need access to adequate services including water supply, electricity, and disposal facilities for sewage and rubbish. Access is also required for emergency vehicles. New moorings should not have a negative impact on the amenity, conservation and ecological value of the river. Mooring facilities are defined as either on-line or off-line. On-line moorings are often merely linear moorings along the riverbank itself, whilst off-line moorings involve boats navigating into a separate engineered basin or larger marina separate from the river.
62. Within the Cambridge Local Plan 2006, the Council set out Policy 3/9 on Watercourses and Other Bodies of Water. This policy addressed the need for further moorings obliquely, but mention of the allocation of Site 3.01 off Fen Road for off-river moorings was made in the supporting text (paragraph 3.28). Site 3.01 has not yet come forward for development. The Council's Issues and Options report (2012) set out a proposal for a criteria-based policy for assessing proposals for new residential moorings. In addition to the inclusion of Option 120 in the Issues and Options report, the Council also asked whether there were any suitable sites for the provision of further residential moorings within the city.
63. The Interim Sustainability Appraisal of the Issues and Options report identified that residential moorings have the potential to make a limited contribution to increased housing supply, and when coupled with this option to ensure adequate services, access, and the protection of amenity, should contribute positively to communities and well-being. Criteria to ensure that the ecological value of waterways is maintained should positively influence biodiversity and protect water quality. Flood risk management of moorings will bring benefits, potentially helping to address flood risk issues in North and South Cambridge.
64. The majority of respondents to the Issues and Options report supported the need to have a policy on provision of residential moorings and identify areas

for new moorings, despite having concerns about the reality of their development and potential for knock-on impacts in a given area. Reference was made to off-line moorings in the form of marina provision. Concern was raised that any mooring provided within the city boundary with should have standards enforced, equivalent to those which would be required of land dwellings. For example, coal and diesel should not be burned emitting fumes at one to two metres in height.

65. Whilst there may be demand for new residential and visitor moorings within Cambridge, it is recognised that there is limited suitable space available in the city. In addition to the need to continue to balance the needs of the long-term residential moorings against those of the short-term visitor moorings, which can support tourism in Cambridge, there is a balance to be struck between maintaining and increasing the number of areas available for residential and visitor moorings and the needs of other users of the river, including commercial operators, anglers, rowers and rowing clubs and other local residents. Notwithstanding the needs of other users of the river, other key issues for the provision of new residential moorings include the need to consider the potential impact on the river itself and the surrounding landscape/townscape; parking levels in the surrounding area; the amenity of other local residents. A River Cam capacity study is being developed, which is likely to make reference to these issues. It is considered that the development of a criteria-based policy for residential moorings would address the potential to deliver further moorings whilst recognising the need to maintain the quality of the riparian environment and safeguard local amenity.
66. Many of the sites identified for residential moorings during Issues and Options consultation are not situated within Cambridge's administrative boundary. As such, these sites cannot be allocated for residential moorings provision by Cambridge City Council. Sites put forward in South Cambridgeshire included:
 - Fen Ditton;
 - Land to the west of the River Cam off Fen Road;
 - Land to the south-east of Clayhithe Bridge, Waterbeach.
67. Within Cambridge's administrative boundary, two sites were put forward for further consideration:
 - North side of the River Cam, near Fen Road;
 - Further mooring on the south side of the river on Stourbridge Common.
68. A site of 0.98ha on the northern bank of the River Cam, lying south-east of Fen Road, was allocated in the Cambridge Local Plan 2006 for off-river moorings (Site 3.01). This site is owned by the Conservators of the River Cam and has not come forward for development since 2006. This site has been

consulted on as part of the Issues and Options 2 consultation (Site reference RM1 – Fen Road) for allocation as off-river moorings and lies directly adjacent to Option CF1 – Residential Mooring at Fen Road which was consulted on in South Cambridgeshire’s Issues and Options 2, Part 2 consultation. Both consultations took place at the same time.

69. The provision of further moorings on the southern side of the River Cam at Stourbridge Common was also considered in drawing up sites for consultation as a part of Issues and Options 2 consultation. Officers responsible for managing moorings within the city confirmed that all possible mooring areas are already in use in this location. Further moorings may impact negatively upon the navigation of the river and its heavy recreational use. Consultation on the management of moorings on nearby Riverside is scheduled to take place in the near future, which may impact further on the number of moorings available within the city.

DELIVERY AND MONITORING FOR MAINTAINING A BALANCED SUPPLY OF HOUSING

Policy 36: Specialist Housing

- All planning applications relating to this policy submitted in the monitoring year will be checked for compliance with the policy and for the number of car home bedrooms and extra care units delivered under this policy. This will be reported in the Annual Monitoring Report. Given the presence of the county-wide Extra Care Commissioning Strategy, it is sensible to monitor for delivery of schemes to meet an identified need. In the case of housing for other vulnerable people, it is considered that these schemes can be very specialised and come forward only rarely.

Policy 40: Lifetime Homes and Lifetime Neighbourhoods

- This will be monitored through the processing of applications.

Policy 41: Protecting Garden Land and the Subdivision of Existing Dwelling Plots

- All planning applications relating to this policy submitted in the monitoring year will be checked for compliance with the policy and for the number of units delivered under this policy. This will be reported in the Annual Monitoring Report.

Policy 42: Flat Conversions

- All completions following planning applications for flat conversions will be collected through County housing completions work.

Policy 43: Residential Moorings

- All planning applications relating to this policy submitted in the monitoring year will be checked for compliance with the policy and for the number of moorings delivered under this policy. This will be reported in the Annual Monitoring Report.

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Appendix E – Town and Country Planning (Use Classes) Order 1987 (as amended)

Use Classes

- **A1 Shops** - Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices (but not sorting offices), pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafes.
- **A2 Financial and professional services** - Financial services such as banks and building societies, professional services (other than health and medical services) including estate and employment agencies and betting offices.
- **A3 Restaurants and cafés** - For the sale of food and drink for consumption on the premises - restaurants, snack bars and cafes.
- **A4 Drinking establishments** - Public houses, wine bars or other drinking establishments (but not night clubs).
- **A5 Hot food takeaways** - For the sale of hot food for consumption off the premises.

- **B1 Business** - this class is formed of 3 parts:
 - B1(a) Offices (other than those that fall within A2).
 - B1(b) Research and development of products and processes.
 - B1(c) Light industry appropriate in a residential area.
- **B2 General industrial** - Use for industrial process other than one falling within class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste).
- **B8 Storage or distribution** - This class includes open air storage.

- **C1 Hotels** - Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels).
- **C2 Residential institutions** - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.
- **C2A Secure Residential Institution** - Use for a provision of secure residential accommodation, including use as a prison, young offenders institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation or use as a military barracks.
- **C3 Dwellinghouses** - this class is formed of 3 parts:
 - 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.

- 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.
- 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.
- **C4 Houses in multiple occupation** - 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.

- **D1 Non-residential institutions** - Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries (other than for sale or hire), museums, libraries, halls, places of worship, church halls, law court. Non residential education and training centres.
- **D2 Assembly and leisure** - Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations (except for motor sports, or where firearms are used).

- **Sui Generis** - Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: theatres, 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.

Changes of use not requiring planning permission

In many cases involving similar types of use, a change of use of a building or land does not need planning permission. Planning permission is not needed when both the present and proposed uses fall within the same 'class', or if the Town and Country Planning (Use Classes) Order says that a change of class is permitted to another specified class (see table below).

For example, a greengrocer's shop could be changed to a shoe shop without permission as these uses fall within the same 'class', and a restaurant could be changed to a shop or a estate agency as the Use Class Order allows this type of change to occur without requiring planning permission.

Most external building work associated with a change of use is likely to require planning permission.

From	To
A2 (professional and financial services) when premises have a display window at ground level	A1 (shop)
A3 (restaurants and cafes)	A1 or A2
A4 (drinking establishments)	A1 or A2 or A3
A5 (hot food takeaways)	A1 or A2 or A3
B1 (business) (permission limited to change of use relating to not more than 235 square metres of floor space)	B8 (storage and distribution)
B2 (general industrial)	B1 (business)
B2 (general industrial) (permission limited to change of use relating to not more than 235 square metres of floor space))	B8 (storage and distribution)
B8 (storage and distribution) (permission limited to change of use relating to not more than 235 square metres of floor space)	B1 (business)
C3 (dwellinghouses)	C4 (houses in multiple occupation)
C4 (houses in multiple occupation)	C3 (dwellinghouses)
Casinos (sui generis)	D2 (assembly and leisure)

Additionally, a planning application is not required for change of use in the following circumstances:

- from A1 or A2 to A1 plus up to two flats above;
- from A2 to A2 plus up to two flats above.

These changes are reversible without an application only if the part that is now a flat was, respectively, in either A1 or A2 use immediately before it became a flat.

Changes of use requiring a planning application

Other than for the permitted changes of use listed above and changes where both uses fall within the same use class, planning permission is generally required for a material change of use.

Most external building work associated with a change of use is likely to require planning permission.

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APPENDIX F: Examinations in Public which have been stalled or suspended on the 'Objectively Assessed Need', 'Boost' and general Strategic Housing Market Assessment Issues

Rother

CS Status: Authority is proposing to increase its housing target to be in line with RSS figures.

PINS: PINS interim conclusions refers back to the South East RSS numbers, and state that the LPA housing evidence seems based upon policy and land supply considerations rather than objectively assessed need.

Inspector also states that the economic downturn is not a reason to lower housing figures over a 20 year time period, and references NPPF re. boosting significantly housing supply.

Proposed Modifications include a commitment to an early review of the Core Strategy.

Lessons: In areas where they are still extant, RSS figures are still the benchmark. Objectively assessed needs should be identified separately to supply considerations.

The economic downturn is not a reason to lower housing figures over a 20 year time period.

An option for authorities not looking to meet their "objectively assessed needs" is to commit to an early review of the Core Strategy.

Boosting significantly the supply of housing is a relevant consideration.

Salford

CS Status: Evidence for District Housing Requirement based on SHMA (discounted RSS figures)

PINS: SHMA recommended between 1350-1411dpa. Inspector concluded that LPA should be aiming for 1,600dpa (RSS figure) rather than the proposed 1,300dpa.

Core Strategy withdrawn due to this, and also due to the associated lack of identification of sufficient housing and employment land supply.

Lessons: In areas where they are still extant, RSS figures are still the benchmark.

Suffolk Coastal

CS Status: Council is now consulting on proposals for Main Modifications to the Core Strategy including revised housing target.

PINS: Objectively assessed need figure initially identified was below RSS and below from EEFM modelling outputs; this figure was identified using a "policy judgement" relating to environmental constraints. Inspector stated that such matters were not relevant to identifying objectively assessed needs.

Inspector is seemingly allowing a revised housing target (higher than proposed initially, but still around 1,000 lower than RSS levels), on the basis that Suffolk Coastal commit to an early review (I&O publication in 2015), a review that also relates to an identified land supply shortfall in relation to the selected housing target.

Lessons: Objectively assessed needs should be identified separately to supply considerations.

An option for authorities not looking to meet their "objectively assessed needs" is to commit to an early review of the Core Strategy.

East Hampshire

CS Status: Considering suspending its examination

PINS: Inspector questions lack of up-to-date SHMA to support housing number (despite the proposed number conforming to the RSS requirement).

Also stated that needs should be identified, even if environmental designations prevent this need being met.

Noted that no duty to cooperate discussions had taken place regarding meeting unmet need.

East Hants did have an NLP produced 2011 Local Housing Requirements study, and a 2012 Housing Needs Assessment Update.

East Hants proposed to undershoot the housing figures in their Housing Requirements Study.

Lessons: An up-to-date SHMA is required.

Objectively assessed needs should be identified separately to supply considerations.

If need will go unmet due to land constraints, NPPF requires that needs be assessed and communication take place with neighbours to discuss meeting unmet need.

High but deliverable affordable housing need can influence an increased housing target.

Rushcliffe

CS Status: Considering suspending its examination after Inspector questions main housing requirement, due to its not proposing to meet the East Midlands RSS number.

Following an exploratory meeting to discuss the Inspector's initial concerns, principally regarding their housing total, the Inspector is recommending a withdrawal of the Core Strategy, or at least a 6 month suspension of the Examination.

PINS: Inspector cites ONS SNPP projections, and the fact that the Council does not propose to meet these figures; all adjoining councils criticised Rushcliffe's housing policy during consultation.

Inspector noted that since the authorities in the HMA can't agree what the overall HMA housing demand figure should be, it makes it very difficult to identify that number.

Inspector references NPPF "boosting significantly the supply of housing" as a relevant factor.

Notes that adjoining districts were all openly critical of the Plan's housing policy.

Recommends that if the problem is focused on the distribution, not the amount, of housing demand, the HMA authorities should discuss this, outside of the Examination.

Lessons: National population and household projections should be seen as the starting point for assessing housing demand.

In areas where they are still extant, RSS figures are still the benchmark.

SHMA should identify a total housing figure for the HMA.

If an authority disagrees with the spatial distribution of housing figures across district boundaries, this should be resolved prior to Examination through meetings with HMA authorities.

Boosting significantly the supply of housing is a relevant consideration.

Ryedale

CS Status: Submitted to PINS. Inspector's draft interim conclusions released.

PINS: Proposing to undershoot ONS SNPP projections, and didn't test the sustainability of higher levels of housing provision.

Inspector noted that it didn't show an objective identification of housing demand.

When shown evidence as to why environmental constraints meant that the housing requirement should not be increased, agreed to a proposed 25% "local buffer" approach allowing flexibility over the headline minimum housing target.

Inspector required commitment to review the Plan within the next 5 years.

Lessons: National population and household projections should be seen as the starting point for assessing housing demand.

Objectively assessed needs should be identified separately to supply considerations.

An option for authorities not looking to meet their "objectively assessed needs" is to commit to an early review of the Core Strategy.

Dacorum

CS Status: Council has agreed to Inspector's suggestion that they commit to an early review of their Core Strategy.

PINS: Inspector suggests that Dacorum's selected housing target is based upon environmental constraints, not demand.

Cites CLG housing projections in his discussion of objectively assessed need.

Emphasises that housing demand assessment should take place first and separately from supply assessments.

Suggests that Dacorum & St Albans should have communicated about St Albans meeting Dacorum's unmet demand.

Lessons: Objectively assessed needs should be identified separately to supply considerations.

National population and household projections should be seen as the starting point for assessing housing demand.

If need will go unmet due to land constraints, NPPF requires that needs be assessed and communication take place with neighbours to discuss meeting unmet need.

Hull

CS Status: Withdrawn Dec 2012.

PINS: Inspector initially stated that it was very difficult to understand what the derivation of the selected housing target was.

In proposed modifications, Hull proposed to lower their housing target based on Census 2011 results.

In arriving at these figures they contradicted evidence from the 2009 SHMA regarding predicted migration change.

Inspector questions legitimacy of "selective" housing numbers report, and also questions legitimacy of "outdated" SHMA 2009 Update.

In recommending the withdrawal of the CS, the Inspector stated that updating Housing Market Assessment would be essential.

Lessons: An up-to-date SHMA is required.

Methodologies for arriving at housing numbers should be transparent.

Housing target requirement papers should consider all relevant forecasts, rather than being "selective".

Bath & North East Somerset

CS Status: Core Strategy Examination suspended Sept 2012. Examination Hearings intended to be resumed in July 2013.

PINS: Inspector noted that:

SHMA did not identify an overall housing demand figure for the HMA;

The district's housing requirement was established at district rather than HMA level;

Housing figure based upon linear and inflexible multiplier between jobs and homes, and did not consider population or household projections; and

Affordable housing needs would not be addressed by housing target.

Lessons: An up-to-date SHMA is required.

Objectively assessed needs should be identified separately to supply considerations.

Aligning housing targets solely to jobs growth is too narrow- a rounded assessment is needed.

Methodologies for arriving at housing numbers should be transparent.

With regard to economic growth, it is impossible to say that one projection is right and others wrong; there is too much uncertainty.

In assessing soundness, the degree of alignment with the economic strategy of the Local Enterprise Partnership and flexibility to respond to changing economic circumstances are both important matters

Coventry

CS Status: CS thrown out.

PINS: Have not met the legal requirements of the 2004 Act in that Council has not engaged constructively with neighbouring local planning

authorities on the strategic matter of the number of houses proposed in the Plan.

There is a lack of broad consistency in the way housing need is being calculated between the various LPAs in the Coventry housing market area

This calls into question whether they are all capable of meeting their housing requirements within their borders, consequently there is no requirement for any local authority to meet any part of its housing requirements in another area.

It has not collaborated with its neighbours to produce a joint SHMA for the housing market area even though paragraph 159 of the Framework says it should

The evidence does not show that cooperation between Coventry and its neighbouring councils has been constructive, as required by the 2004 Act, or effective as is expected by paragraph 181 of the Framework.

Lessons: There needs to be a single, consistent method for calculating housing need in the HMA.

There is a need for a joint, up-to date SHMA.

This is vital if full duty to co-operate is to be demonstrated.

Hertsmere

CS Status: Now adopted (in Jan 2013), having made modifications as recommended by the Inspector after initial submission in 2012(headline points outlined below).

PINS: The proposed housing targets had not been adequately justified against RSS.

The evidence available for Hertsmere does not amount to Objectively Assessed Need, as required by the NPPF.

Fully addressing the Framework will require significant additional evidence gathering, collaboration and positive planning with other authorities, including consideration of any need to review the boundaries of the Metropolitan Green Belt (Green Belt)

Required that the Plan's housing target to be a minimum figure and for the Council to delete the proposed phasing approach, which was considered to unnecessarily constrain delivery

The Council should review the CS early, so as to address the points to do with objectively assessed need and evidence base.

Lessons: Where an RSS is not revoked, it (and its evidence base) should not be brushed aside.

It is vital that the full Objectively Assessed Need is shown.

An updated SHMA is needed.

Key Conclusions

The need for an up-to-date evidence base, in particular an up-to-date SHMA is evident almost across the board. This is vital for understanding the full Objectively Assessed Need, as outlined in the NPPF.

The Duty to Cooperate is another reoccurring issue, and relates to the above point about the spread of housing required across various Districts in the Housing Market Area. Again, this is reliant on sound evidence.

Objectively Assessed Needs should be identified separately to supply considerations.

In the earlier EiPs that were taking place in the immediate wake of the publishing of the NPPF, Inspectors seem to have allowed for Plans and Core Strategies to continue on the basis that they can be reviewed early. This is unlikely to be a luxury afforded to any Plans coming forward in 2013/14, as it will be almost 2 years since the NPPF was published. Indeed, Coventry is a good example of this lack of leniency.