



Cambridge City Council Planning

Date: Wednesday, 2 September 2026

Time: 10.00 am

Venue: Council Chamber, The Guildhall, Market Square, Cambridge, CB2 3QJ [access the building via Peashill entrance]

Contact: democratic.services@cambridge.gov.uk, tel:01223 457000

Agenda

1 Order of Agenda

The Planning Committee operates as a single committee meeting but is organised with a two part agenda and will be considered in the following order:

- **Part One**
Minor Planning Applications
- **Part Two**
General and Enforcement Items

There will be a forty-five minute lunch break some time between 12noon and 2pm. With possible short breaks between agenda items subject to the Chair's discretion.

If the meeting should last to 6.00pm, the Committee will vote whether or not the meeting will be adjourned.

2 Apologies

3 Declarations of Interest

4 Minutes (Pages 5 - 16)

5 Update on new National Planning Policy Framework Update on changes to the NPPF, as announced on 17 August 2026, from Toby Williams (Delivery Manager).

Part 1: Minor/Other Planning Applications

6 25/04382/FUL Market Square (Pages 17 -

200)

7	25/04383/LBC Market Square	(Pages 201 - 248)
8	25/04484/FUL 87-93 Oxford Road and Fitzwilliam College Sportsground	(Pages 249 - 294)
9	26/00318/FUL University Sports and Athletics Track, Wilberforce Road	(Pages 295 - 330)
10	26/00672/FUL 23-27 Kings Hedges Road	(Pages 331 - 362)
11	26/01309/FUL 49 New Square Cambridge	(Pages 363 - 392)
12	26/01310/LBC 49 New Square Cambridge	(Pages 393 - 404)

Part 2: General and Enforcement Items

13	Appeals Information To follow

Planning Members: Porrer (Chair), Smart (Vice-Chair), Baigent, Clough, Dryden, Fisher, Griffin, Illingworth and Todd-Jones

Alternates: Bennett, Blackburn-Horgan, Flaubert, Nestor and Young

Emergency Evacuation Procedure

In the event of the fire alarm sounding all persons should vacate the building by way of the nearest escape route and proceed directly to the assembly point in front St Mary's Church. The duty Officer will assume overall control during any evacuation, however in the unlikely event the duty Officer is unavailable, this responsibility will be assumed by the Committee Chair.

Information for the public

The public may record (e.g. film, audio, tweet, blog) meetings which are open to the public.

For full information about committee meetings, committee reports, councillors and the democratic process:

- Website: <http://democracy.cambridge.gov.uk>
- Email: democratic.services@cambridge.gov.uk
- Phone: 01223 457000

Cambridge City Council is committed to being transparent and open when the Council and its members are involved in taking decisions. The Council will endeavour to live stream/record the Planning Committee. Public speakers are reminded that by speaking/appearing in this meeting you are giving consent to being recorded. The livestream can be watched online as the meeting happens or the recording can be watched after the meeting via the Council's YouTube page [<https://www.youtube.com/@camcitco/streams>].

On some occasions livestreaming may not be possible. Whilst this is frustrating it is important to note that there is no legal requirement to record or livestream meetings. The meeting may proceed in person only should there be an ICT failure on the day. Democratic Services aim to live stream this meeting on the Council's YouTube channel. If the service cannot be provided, this will be clearly stated on the agenda page of the City Council's website. Regardless of whether the meeting is streamed, members of the public are welcome to attend the meeting in person.

Those wishing to address the meeting will be able to do so virtually via Microsoft Teams, or by attending to speak in person. You must contact

Democratic Services democratic.services@cambridge.gov.uk by 12 noon two working days before the meeting.

Information for Councillors

After the publication of the agenda, if any committee members have any questions, they should be sent to officers up to 12 noon 2 days in advance of the meeting – these will be responded to as part of officer presentation (together with any queries raised by Members at the committee site visit).

The site visit protocol and public speaking scheme can be found at the below link.

[Planning Committee guidance](#)

PLANNING

24 June 2026

10.00 am - 6.00 pm

Present:

Planning Committee Members: Councillors Porrer (Chair), Smart (Vice-Chair), Baigent, Clough, Dryden, Fisher, Griffin, Illingworth and Todd-Jones

Also present Councillors: Bick, Gawthrope Wood, Nicmanis

Officers:

Delivery Manager: Toby Williams

Principal Planner: Aaron Coe

Principal Planner: Charlotte Spencer

Senior Development Manager: Ross Jones

Planning Officer: Laura Horan

Planning Officer: Ellie O'Donnell

Legal Adviser: Richard Pitt

Committee Manager: James Goddard

Meeting Producer: Sarah Michael

Other Officers Present:

Arboricultural Officer: Adrian Sargeant

Landscape Officer: Helen Sayers

Planning Authority Viability Consultant - Quintic Advisory- Nicholas Pell

Urban Designer: Annemarie deBoom

FOR THE INFORMATION OF THE COUNCIL**26/45/Plan Apologies**

No apologies were received.

26/46/Plan Declarations of Interest

Name	Item	Interest
Councillor Baigent	All	Personal: Member of Acorn.
Councillor Baigent	All	Personal: Member of Cambridge Cycling Campaign.

Councillor Dryden	26/49/Plan	Personal: In the past, made a declaration on public record that when council homes were demolished they should be replaced with the same number of council homes not private sector housing. He would approach this application looking at the suite of benefits (pros and cons) before making a decision. Had attended council briefings from officers about this development as have many councillors, and considered those to be informative, so felt unfettered in his discretion.
Councillor Porrer	26/49/Plan	Personal and Prejudicial: Involved in the application as a Ward Councillor so would hand over the Committee Chair to Councillor Smart. Did not take part in the discussion and did not vote.
Councillor Todd-Jones	26/49/Plan	Personal: Was Executive Councillor for Housing in 2020. Only involved in the application at its early stages before it came to Planning Committee. Offered no opinion on its final form. Discretion unfettered.
Councillor Porrer	26/50/Plan	Personal: Was a Ward Councillor for Market where the application was located, but her discretion was unfettered. Other Ward

		Councillors discussed the application with residents.
Councillor Smart	26/50/Plan	Personal: Knew the speaker from his ward. Discretion unfettered.

26/47/Plan Minutes

The minutes of the meetings held on Wednesday 25 March 2026 and Wednesday 1 April 2026 were approved as a correct record and signed by the Chair.

26/48/Plan Committee Recording

The Committee minutes list public speakers at Committee. Please view the recording of the meeting on [Cambridge City Council - YouTube](#) to see/hear more detail about statements from public speakers and Ward Councillors.

26/49/Plan 25/04187/FUL Hanover Court and Princess Court

Councillor Porrer vacated the Chair to sit as a Ward Councillor. She did not participate in the discussion or decision making.

Councillor Illingworth proposed and Councillor Clough seconded Councillor Todd-Jones as Vice Chair for this this item only. This was **agreed by 8 votes to 0**.

The Committee received an application for full planning permission.

The application sought approval for demolition of existing buildings and erection of 165 new homes, landscaping, community room, parking and associated works.

Peter Hulme and Chris Woodey addressed the Committee speaking in objection to the application.

John Mason (Agent) and Ben Binns (Applicant's Representative) addressed the Committee in support of the application.

The following addressed the Committee about the application:

- i. Jenny Gawthrope Wood (Ward Councillor / Cabinet Member for Finance).
- ii. Sarah Nicmanis (Ward Councillor).
- iii. Tim Bick (Ward Councillor).

Councillor Dryden left the Committee during this item and did not return.

The Principal Planner updated his report by adding a site waste management plan as a new/additional condition 45.

Councillor Clough proposed amendments to the Officer's recommendation:

- i. A demolition and construction management plan in line with the conditions produced by the Planning Inspector when he approved the Owlstone Croft development:
 - a. Demolition to only happen in the school holidays.
 - b. No deliveries or traffic movements in school arrival and drop off times or even overnight ie only between 9am and 3pm.
 - c. Air quality monitors set up around the site with continuous access to online monitoring for the school and public via the web.
Exceedances to be defined in terms of best practice from PM10 and PM 2.5.
 - d. Working groups to be established between the school and neighbourhood representatives.
 - e. The CIP applicant team should agree the scope and content of the submission documents with the schools and neighbourhood

representatives before submitting the demolition and construction management plan to officers and/or Planning Committee for approval.

- ii. Include an informative to advise the applicants that the Committee would prefer the developer to purchase credits from the City Council's own biodiversity net gain sites.

The amendments were **carried unanimously**.

The Committee:

Resolved (by 4 votes to 3) to grant the application for planning permission in accordance with the Officer recommendation, for the reasons set out in the Officer's report (with delegated authority to Officers to make minor amendments to the conditions as drafted), subject to:

- i. satisfactory completion of a Section 106 Agreement which includes the Heads of Terms as set out in the report with minor amendments to the Heads of Terms as set out delegated to officers;
- ii. delegated authority to Officers, in consultation with the Chair, Vice Chair and Spokes, to draft and include the following additional conditions:
 - a. site waste management plan as a new/additional condition 45;
 - b. amend condition 30 to include a demolition and construction management plan in line with the condition imposed by the Planning Inspector on the Owlstone Croft development.
- iii. an informative included on the planning permission in respect of biodiversity net gain.

26/50/Plan 25/03323/FUL 73 Newmarket Road

Councillor Porrer rejoined the Committee as Chair before this item was considered.

The Committee received an application for full planning permission.

The application sought approval for mixed use development comprising a ground floor commercial unit (Class E) with 23 en-suite bedsits (HMO) on the upper floors together with communal kitchens, laundry room, associated bike and bin storage and associated infrastructure following demolition of existing buildings.

The Principal Planner updated her report by referring to the amendment sheet:

- i. Clarification of whether there is an extant permission
- ii. Confirmation of S106 obligations
- iii. Addition of student accommodation to map 1.

Tony Jewell addressed the Committee speaking in objection to the application.

Peter McKeown (Applicant's Agent) addressed the Committee in support of the application.

Councillors Porrer and Clough proposed an amendment to the Officer's recommendation that condition 20 should include reference to a management plan that set out expectations for delivery times. Local resident groups would be consulted on the draft management plan.

This amendment was **carried unanimously**.

Councillor Clough proposed an amendment to the Officer's recommendation for an additional informative to advise the applicant that as part of their management plan, the local planning authority would expect to see noise management arrangements, particularly in relation to external areas to the development.

The amendment was **carried unanimously**.

The Committee:

Resolved (4 votes to 4 – and on the Chair's casting vote) to grant the application for planning permission in accordance with the Officer recommendation, for the reasons set out in the Officer's report (with delegated authority to Officers to make minor amendments to the conditions as drafted), subject to:

- i. The agreement of a S106 planning obligation(s) securing any financial contributions or other obligations arising as reported on the amendment sheet and considered justified and CIL compliant by officers;
- ii. the planning conditions set out in the Officer's report and amendment sheet;
- iii. delegated authority to Officers, in consultation with the Chair, Vice Chair and Spokes, to draft and include the following amended condition:
 - a. condition 20 should include reference to a management plan that set out expectations for delivery times. Local resident groups would be consulted on the draft management plan;
- iv. an additional informative to advise the applicant that as part of their management plan, the local planning authority would expect to see noise

management arrangements, particularly in relation to external areas to the development.

26/51/Plan 26/01081/FUL 9, 11, 15 and 17 Ashfield Road

Councillors Smart and Illingworth left the Committee before this item was considered and did not return.

The Committee received an application for full planning permission.

The application sought approval for addition of external wall insulation to the solid wall constructed parts of the building.

The Committee:

Resolved (by 6 votes to 0) to grant the application for planning permission in accordance with the Officer recommendation, for the reasons set out in the Officer's report, and subject to the conditions recommended by the Officer (with delegated authority to Officers to make minor amendments to the conditions as drafted).

26/52/Plan Re-Ordering Agenda

Under paragraph 4.13.2 of the Council Procedure Rules, the Chair used her discretion to alter the order of the agenda items.

26/53/Plan Appeals Information

Councillor Todd-Jones left the Committee before this item was considered and did not return.

The Committee noted the appeals list.

26/54/Plan Scheme of Delegation Review Report

The Committee deferred the report to a future meeting.

26/55/Plan Compliance Report

The Committee deferred the report to a future meeting.

26/56/Plan 26/01400/FUL 1, 2, 3, 4, 11, 12 The Green

The Committee received an application for full planning permission.

The application sought approval for addition of external wall insulation to solid wall constructed parts of the building, with no change of use to the property.

The Committee:

Resolved (by 5 votes to 0) to grant the application for planning permission in accordance with the Officer recommendation, for the reasons set out in the Officer's report, and subject to the conditions recommended by the Officer (with delegated authority to Officers to make minor amendments to the conditions as drafted).

26/57/Plan 26/01402/FUL 190, 194, 206, 208, 216, 218 Milton Road

The Committee received an application for full planning permission.

The application sought approval for addition of external wall insulation to the solid wall constructed parts of the building.

The Committee:

Resolved (by 5 votes to 0) to grant the application for planning permission in accordance with the Officer recommendation, for the reasons set out in the Officer's report, and subject to the conditions recommended by the Officer (with delegated authority to Officers to make minor amendments to the conditions as drafted).

26/58/Plan 26/01401/FUL 71, 73, 75, 91, 95, 101, 107, 109, 111 Union Lane

Councillor Baigent left the Committee before this item was considered and did not return.

The Committee received an application for full planning permission.

The application sought approval for addition of external wall insulation to solid wall constructed parts of the buildings.

The Committee:

Resolved (by 4 votes to 0) to grant the application for planning permission in accordance with the Officer recommendation, for the reasons set out in the Officer's report, and subject to the conditions recommended by the Officer (with delegated authority to Officers to make minor amendments to the conditions as drafted).

26/59/Plan 26/01899/FUL Ross Street

The Committee received an application for full planning permission.

The application sought approval for addition of external wall insulation to solid wall constructed parts of the building, with no change of use to the property. To include where required replacement triple glazed window installation.

The Committee:

Resolved (by 4 votes to 0) to grant the application for planning permission in accordance with the Officer recommendation, for the reasons set out in the Officer's report, and subject to the conditions recommended by the Officer

(with delegated authority to Officers to make minor amendments to the conditions as drafted).

The meeting ended at 6.00 pm

CHAIR

This page is intentionally left blank



25/04382/FUL – Market Square, Market Hill, Wheeler Street, Guildhall Street and Corn Exchange Street

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Market

Proposal: Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works.

Applicant: Cambridge City Council

Presenting officer: Charlotte Spencer

Reason presented to committee: Regulation 3 application, a planning application submitted by a local authority for development on land it owns or controls.

Member site visit date: N/A

Key issues: The application was deferred at Planning Committee on 25th March 2026 for the following reasons:

1. Highways and road safety issues – including the lack of a Road Safety Audit and tracking swept path
2. Loss of cycle spaces
3. Insufficient time to review new setts, no response from Historic England on update

4. Clarification on why there was a lack of support for the proposal from market traders
5. Concern that conditions were being used to mitigate issues that should have been resolved
6. Lack of detail regarding the demountable stalls

Recommendation: Approve subject to conditions

Report contents

Document section	Document heading
1	Executive summary
2	Site description and context
3	The proposal
4	Relevant site history
5	Policy
6	Consultations
7	Third party representations
8	Member representations
9	Local groups / petition
10	Assessment
11	Design, layout, scale and landscaping
12	Heritage assets
13	Biodiversity
14	Highway safety and transport
15	Cycle and car parking provision
16	Other matters
17	Third party representations
18	Planning balance
19	Recommendation
20	Planning conditions

Table 1 Contents of report

1. Executive summary

- 1.1. The application forms part of the wider Civic Quarter project which aims to reconnect the Guildhall, Market Square, Corn Exchange and surrounding public realm. Importantly, the project aims to reimagine Market Square to create a more inclusive, pedestrian friendly environment that will enhance the civic heart of Cambridge. It includes several key interventions, including relaying listed setts to make them more accessible, introducing Yorkstone and granite sett paving across a predominantly level threshold. and replacing the existing market stalls with a mixture of temporary and

permanent stalls in a secure area. Combined these works would visually and spatially prioritise and improve pedestrian movement and help create a more attractive, safe and welcoming space in the interests of visitors and market traders. The applicants have engaged with the Local Planning Authority through numerous pre-applications under Planning Performance Agreements (PPAs) starting in 2024 and leading up to the formal submission of the application.

1.2. This application was deferred by members at Planning Committee on 25th March for the following reasons:

- Highways and road safety issues, including the lack of a Road Safety Audit (RSA) and tracking swept path
- Loss of cycle spaces
- Insufficient time to review new setts, there was no response from Historic England on update;
- Clarification on why there was a lack of support for the proposal from market traders
- Concern that conditions were being used to mitigate issues that should have been resolved
- Lack of detail regarding the demountable stalls.

1.3. Following the deferral the applicant has had discussions with the Local Planning Authority, the Local Highways Authority, Historic England, Active Travel, Cam Cycle, Cam Sight and Guide Dogs. Subsequently, the applicant has submitted further information to address the issues raised by members. This comprises the following:

- Amended drawings;
- Additional drawings regarding the stalls;
- Amended Design and Access Statement;
- Submission of an Addendum to the Transport Statement;
- Submission of a Road Safety Audit
- Submission of an Addendum to the Heritage Statement;
- Amendment to 'Accessibility Testing of Setts' report to include slip testing;
- Submission of a note regarding the mortar specification for the setts;
- Submission of a note regarding the fountain reinstatement;
- Amended Flood Risk Assessment;
- Amended BNG Plan and Metrics;
- Submission of an Independent Accessibility Statement

- 1.4. The amended drawings and information result in some significant changes. To summarise, the changes are:

Market Hill Loop

- Direction of traffic reversed so it will remain as clockwise as existing;
- Introduction of an 800mm wide strip of directional tactile York stone Paving along the carriageway edge
- Carriageway to be constructed in granite setts rather than York stone.
- Addition of 2 Sheffield stands on the northern side of the Guildhall
- Removal of 2 trees adjacent to the Guildhall;
- Removal of the planting outside of Great St Mary's Church

Market Square

- Extent of the setts amended;
- Patterns and lines of the setts to be extended across the whole setted surface;
- Railings around the remaining staircase to remain in situ;
- Railings around the second staircase to be re-purposed as tree guards
- Square anchoring points proposed for the demountable stalls;
- A new stall type to be used that would be permanent but open on all sides, 12 no. of the new stalls would replace 10 demountable in the centre of the square;

Peas Hill

- Outdoor seating retained outside the Giggling Squid by way of the relocation of the disabled spaces to the west;
- Reduction of cycle spaces to 10 by the Giggling Squid;
- Introduction of 60mm upstands to the east and west kerbs in the servicing area to the south;
- The bollards brought further south
- Widening of pavement outside the arts theatre
- Removal of two trees on the market side

Guildhall Street

- Relocation of cycle parking from the edge of the Guildhall to a central location (reduction of 6 spaces)
- Rearrangement of disabled parking spaces allowing the bollards to be brought further south;
- Introduction of 60mm upstands to the servicing areas to the south;
- Introduction of a bench

- 1.5. Significant work has been completed by the applicant since March along with relevant consultation. Officers consider that the amendments have led to an improved scheme.
- 1.6. Many of the technical objections from the Local Highway Authority have been overcome. However, there does remain a disagreement on the use of a shared/flush surface on the Market Square with the Local Highways Authority considering that it would result in an unacceptable risk to the safety of the public highway. The applicants make the argument that from their research of similar schemes across the country the scheme can be successful with no unacceptable risk to safety. The two sides have not been able to reach an agreement on this issue and so it is down to the Local Planning Authority to consider the impact in wider planning balance.
- 1.7. The Historic England Officer has now had chance to review the trial setts in more detail along with the demountable stall anchors which have been installed.
- 1.8. Further justification for the works to the setts has been submitted. Both Historic England and the Council's Conservation Officer are now content that the choice of mortar has been justified and whilst Historic England do not consider the sawing of the setts to have been fully justified, officers, including conservation, are content with the information provided.
- 1.9. There remains a disappointment that the scheme would not bring the fountain back into functional use and Historic England and Conservation Officers do not consider that this has been justified. However, as the works would not cause harm to the fountain, officers consider that a full justification is not needed in this instance. Notwithstanding this it remains that it would not offer a heritage benefit.
- 1.10. Heritage harm still exists (predominantly as a result of the physical sawing and relaying of the setts in cement mortar), however it is considered that it has now been more fully justified. The level of harm would not be substantial so it would need to be weighed against the public benefits.
- 1.11. Following discussions with the traders the scheme now includes some fixed open market stalls to replace some of the demountable stalls within the centre of the market. These are considered to be an acceptable addition. No further information regarding the demountable stalls has been submitted at present, this is due to ongoing discussions with the traders to find a workable solution.

- 1.12. Clearer information has been submitted in regards to the cycle parking and the distance of the replacement spaces outside the red line site. Some cycle spaces would now meet the requirements for a non-standard cycle such as cargo bikes which adds some provision for a much needed requirement within the city centre.
- 1.13. Overall, officers consider that the majority of the concerns raised in the March committee have been overcome. Despite the remaining disagreements on some of the points between parties, officers consider that these as it stands are not resolvable, however are comfortable that there is sufficient information for a decision to be made.
- 1.14. Improvements and significant investment into this important civic space environment are acutely needed to future proof the space as a matter of civic pride, recreating and reinvigorating the Market Square and its surrounds into a more welcoming and inclusive destination.
- 1.15. This report is an addendum report to the original Committee report appended at appendix A. It is considered by Officers that the additional information submitted addresses the majority of reasons for deferral as set out above.
- 1.16. Officers recommend that the Planning Committee **APPROVE** the application subject to conditions as highlighted at the end of this report.

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	No formal objection but remaining technical concerns	6.1
County Highways Development Management	Objection	6.22
Ecology Officer	No objection	6.31

Environmental Health	No objection	6.32
Historic England	No formal objection, relies on local conservation advice, remaining technical concerns	6.34
Landscape Officer	No objection	6.38
Sustainable Drainage Officer	No objection	6.40
Urban Design Officer	No Objection	6.41
Third Party Representations	13 representations have been received, 12 in objection and 1 raising neutral comments	7.1
Member Representations (1)	1 additional rep from Cllr Bennett	8.1

Table 2 Consultee summary

2. Site description and context

- 2.1. The application relates to the public realm around the 'Civic Quarter' redevelopment. The site includes Market Square which is a Grade II Listed surface, Market Hill which is circular carriageway which loops around Market Square, Peas Hill, Wheeler Street and Guildhall Street which run around the west, south and east sides of The Guildhall respectively, and Corn Exchange Street from the junction with Wheeler Street to the southern building line of The Corn Exchange. Market Square is under the ownership of Cambridge City Council with the rest of the relevant public realm being adopted public highway under the control of Cambridgeshire County Council.
- 2.2. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing. The site is surrounded by numerous listed buildings including the Grade I Church of St Mary the Great and its Grade II fence and gates to the west of Market Square, the Grade I Listed No.5 Market Hill to the east of Market

Square, the Grade II listed Guildhall to the south of Market Square and the Grade II* Listed Church of St Edward, King and Martyr to the west of Peas Hill, Three Grade II Listed Buildings lie on the western side of Peas Hill. There are also a number of Grade II Listed Buildings and Buildings of Local Interest (BLIs) surrounding the site. The below map demonstrates all of these heritage assets.

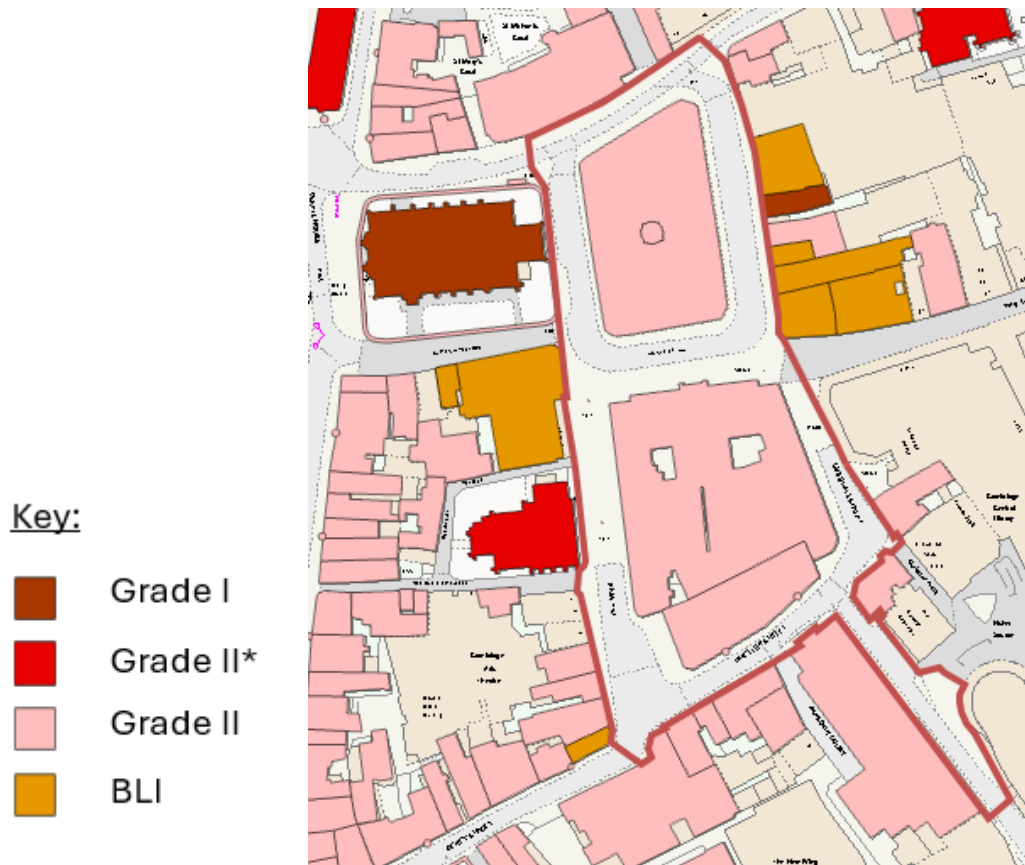


Figure 1: Map of nearby Listed Buildings and Buildings of Local Interest

- 2.3. The whole site lies within the Historic Core Conservation Area, and it lies within the Primary Shopping Area with many of the shop fronts facing the site being either a primary or secondary shopping frontage. The site lies within Flood Zone 1, however, there are areas that are at risk of surface water flooding, namely the north and north east sections of Market Hill, the north eastern area of Market Square, Guildhall Street, Corn Exchange Street and the eastern section of Wheeler Street, and part of the southern section of Peas Hill.

3. The proposal

- 3.1. The application is seeking planning permission for the refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market

stalls, refurbishment of Grade II listed setts, works to listed fountain (to repair stonework not re-establish a working fountain) and railings, and additional landscaping, street furniture and associated works.

3.2. The application has been amended to address reasons for deferral and further consultations have been carried out as appropriate. The amendments and additional information have been summarised within the Executive Summary above.

3.3. During the latest consultation period, further minor amendments have been submitted and further consultations have been carried out. The amendments include:

- Amendments to the Design and Access statement to fix the cycle parking error and provide further details of lighting;
- Submission of a section to show relationship between proposed tree and Snowy Farr sculpture
- Updated accessibility report to make it explicitly which setts trial is proposed to be used;
- Submission of a Pendulum Slip Test Summary to provide an explanation of what the slip test in the accessibility report found;
- Further details regarding the proposed mortar;
- Clarification as to why there is a 'kink' on the western edge of the market square which is due to tracking requirements;
- Clarification on the fountain re-instatement confirming there is no intention to re-instate it as a working water feature;
- Section to demonstrate how the sedum roofs would be controlled;
- Updated landscaping plans to capture kerb notation, tree locations and other elements;
- Submission of an Independent Accessibility Statement.

4. Relevant site history

Reference	Description	Outcome
25/04383/LBC	Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works	Under determination

C/94/0547	Listed Building Consent - Demolition of fountain including granite base.	Refused 14.09.1994
C/94/0915	Removal of railings from toilet entrances and retention for future use.	Approved 04.01.1995
C/65/0094	Snack bar and car park attendant's office.	Approved 25.03.1965

Table 3 Relevant site history

5. Policy

5.1. National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

5.2. National Planning Policy Framework 2026

- 5.2.1. Since the March 2026 committee a new version of the NPPF has been adopted on 17 August 2026. Whilst the new version is a complete re-write of the NPPF with policy numbers replacing paragraph numbers, much of the intent remains. In regards to this application, the changes to the heritage section are the most relevant. Paragraphs 207-211 which cover 'Proposals affecting heritage assets' and paragraphs 212-221 which cover 'Considering potential impacts' have been replaced with policies HE4, HE5 and HE6 of the new NPPF.

- 5.2.2. Policy HE5(2) states ‘assessments of the potential effects of the development proposals on the significance of the heritage assets (including through effects on their setting) should identify whether proposals would be likely to:
- a. Have a positive effect, which is where the significance of a heritage asset would be enhanced, or better revealed; or
 - b. Have no effect on the significance of a heritage asset; or
 - c. Result in harm to the significance of a heritage asset, either from work affecting the asset itself or from development within its setting. The degree of harm should be identified: substantial harm would occur where the development proposal would seriously affect a key element of the asset’s significance; or
 - d. Cause the total loss of the significance of a heritage asset.
- 5.2.3. Policy HE6(4) states that where a development proposal would harm the significance of a designated heritage asset, the effect on the asset should be weighed against any public benefits. HE6(5) states that where a development would cause substantial harm to, or total loss of, the significance of a designated heritage asset consent should be refused unless it can be demonstrated that the harm is necessary to achieve substantial public benefits.
- 5.2.4. The 2026 NPPF also provides advice specifically related to Conservation Areas within HE9.
- 5.2.5. The main alteration regarding heritage assets within the newly adopted NPPF is the replacement of the phrase ‘less than substantial harm’ with ‘harm’. However, there is still a differentiation between ‘harm’ and ‘substantial harm’.
- 5.2.6. Officers consider that the purpose and intent of policies HE5 and HE6 of the 2026 NPPF match that of paragraphs 207-221 of the 2024 NPPF and as such do not consider that all heritage elements need to be re-considered in this appended report. Therefore, this addendum report only refers to the elements that are impacted by the amended and additional information. The 2026 policy numbers are now referred to. However, it should be noted that both Conservation and Historic England made their comments under the 2024 NPPF and so do refer to the phrase ‘less than substantial harm’.
- 5.2.7. In addition to heritage, the NPPF’s policies on highway safety are also important for this application. Policy TR3(1)(c) highlights that any significant adverse impact on highway safety should be mitigated to an acceptable degree similar to paragraph 115(d). In the 2024 NPPF paragraph 116 which ‘stated that development should only be prevented or refused on highway

grounds if there would be an unacceptable impact on highway safety...’
Policy TP6(4) replaces para 116 and whilst worded differently echoes 116 but makes it clearer that development should be refused if they would have an acceptable impact on highway safety; taking into account any mitigation measures proposed.

- 5.2.8. Policy DP3 discusses the key principles of well designed spaces and part 2(f) now specifically refers to public spaces which is relevant to this application. This policy expands upon inclusivity than its predecessor paragraph 135(f).

5.3. Draft Greater Cambridge Local Plan 2024-2045 (Regulation 19 Proposed Submission)

- 5.3.1. The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.
- 5.3.2. The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.
- 5.3.3. In line with policy DM 4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.
- 5.3.4. Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.
- 5.3.5. Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026.

5.4. Cambridge Local Plan (2018)

Policy 1: The presumption in favour of sustainable development

Policy 2: Spatial strategy for the location of employment development

Policy 5: Strategic transport infrastructure
Policy 10: The City Centre
Policy 11: Development in the City Centre Primary Shopping Area
Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use
Policy 29: Renewable and low carbon energy generation
Policy 31: Integrated water management and the water cycle
Policy 32: Flood risk
Policy 34: Light pollution control
Policy 35: Protection of human health from noise and vibration
Policy 36: Air quality, odour and dust
Policy 55: Responding to context
Policy 56: Creating successful places
Policy 59: Designing landscape and the public realm
Policy 61: Conservation and enhancement of Cambridge's historic environment
Policy 62: Local heritage assets
Policy 65: Visual pollution
Policy 67: Protection of open space
Policy 70: Protection of priority species and habitats
Policy 71: Trees
Policy 80: Supporting sustainable access to development
Policy 81: Mitigating the transport impact of development
Policy 82: Parking management

5.5. Other guidance

Biodiversity Checklist for Land Use Planners in Cambridgeshire and Peterborough (2001).

Cambridge and Milton Surface Water Management Plan (2011)

Cambridge and South Cambridgeshire Level 1 Strategic Flood Risk Assessment (2010)

Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste

Cambridgeshire Design Guide For Streets and Public Realm (2007)

5.6. Area Guidelines

Cambridge Historic Core Conservation Area Appraisal (2015)

6. Consultations following 25 March 2026 Committee

Conservation Officer – No Formal Objection but Technical Concerns (Summary of comments received 15.07.2026 and 10.08.2026)

- 6.1. The historic setts are in poor condition with areas of settlement, loose stones and patches are cementitious screed. The much altered fountain is in poor state of repair and out of functional use.
- 6.2. Following past Conservation Officer comments, the scheme has been revised and several issues have been addressed. However, a number of elements remain insufficiently justified or require further revision.

Setts

- 6.3. The repair of the setts is necessary, however a key consideration is the long-term ability to lift repair and relay the stones without unacceptable loss or damage and whether the cementitious bedding would inhibit this. Officers had requested the applicant to explore how other high quality or award winning heritage projects have approached similar issues, this has now been submitted and a more detailed explanation for the proposed cementitious mortar and why pitch jointing isn't suitable in this location. The justification is considered satisfactory.
- 6.4. The grip testing results have been further explained and shows a substantial improvement can be achieved with the proposed works helping to justify the harm from the proposals.

Fountain

- 6.5. Reinstating the fountain as a functioning water feature would deliver substantial heritage and public benefits providing a worthy central feature to the marketplace and help with cooling and regulating temperature.
- 6.6. However, this is no longer being proposed with space constraints being cited for associated plant equipment being provided as reasoning, however, this justification is weak. A structural assessment by Conisbee has been provided, however no drainage survey has been undertaken and so the report remains preliminary. It is noted that the addendum to the heritage statement states that works will be undertaken to ensure that the future use of the fountain is not jeopardised by the current works.
- 6.7. Without the reinstatement, the visitor experience risks being underwhelming and associated heritage interpretation including the recessed metal strip referencing Hobson's Conduit would be significantly

weakened. A clear commitment to restoring the fountain's working use is essential to the overall success of the proposals.

Railings

- 6.8. Works to the listed railings would result in a degree of harm. This harm would be partially offset by their proposed reuse elsewhere within the square as tree guards. At this stage the precise method has not been provided and this would be required by condition.

Market Square Form and Alignment

- 6.9. The overall enlargement of the marketplace is not objectionable, however, the kink on the eastern side requires explanation and justification, this has been confirmed to be needed for Highways safety. This is considered reasonable justification despite a harmful impact.

Granite Kerb Stones

- 6.10. The alteration to the raised pink granite kerbs contribute to the spaces legibility and historic character. Therefore, the removal or alterations would result in a degree of harm. However, given the demonstratable public benefits associated with level access this element is not opposed, provided that the perimeter of the market place continues to be defined by a continuous kerb line that matches the Victorian granite.

Lighting

- 6.11. The number of lighting columns has been reduced and amended. The lighting is supported subject to the submission of a lighting strategy, this can be secured by way of condition.

Stalls

- 6.12. The details of the solar panels should be required by condition. A management /maintenance plan should be submitted to ensure the green roofs are well maintained. The solar panels and green roofs would impact the overall consistency and it would be preferable for all to have the same roof treatment.
- 6.13. There are a handful of stalls extending out of the market places which is slightly irregular and would mean further anchors within the highway paving. It is understood that these stalls may not be a permanent feature but clarity on this would be appreciated.
- 6.14. The demountable stalls would require anchors to be permanently affixed to the setts which involve the cutting out of a base pad. Best efforts should be made to avoid cutting through multiple setts and for the mortar to remain tight. The floor plan also shows multiple access hatches /services covers

for servicing requirements. This could create visual clutter and so details should be provided which can be covered by condition.

Gates

- 6.15. The gates reduce permeability and openness of the marketplace which forms a vital part of its special interest, the use of four gates is unjustified. The detailed design of the gates would need to be controlled by way of condition and a heritage interpretation condition also added to ensure that their resulting appearance is contextual and interpretation accurate.

Other

- 6.16. All street furniture must be of durable, high-quality materials appropriate to the historic context. There is seating in front of the Guildhall, if this is attached then LBC is required.

Harm Assessment/ Conclusion

- 6.17. The level of harm is at the medium to upper end of 'less than substantial harm'
- 6.18. The proposals have the potential to deliver a transformative upgrade to Cambridge's most important civic space and many elements are welcomed. However, some matters of detail and justification remain unresolved and these are fundamental to ensuring the heritage benefits of the scheme are fully realised and that the benefits of the proposals outweigh the harm.
- 6.19. If minded to approve, recommend the following conditions:
- Material samples
 - Fountain works
 - Sample panels for the sett treatment
 - Lighting strategy
 - Details for street furniture;
 - Gate details
 - Material palette and samples for stalls;
 - Heritage interpretation strategy;
 - PV panels details
 - Maintenance for green roof
 - Public art.

County Highways Development Management – Objection

- 6.20. The revised proposals are no longer reliant upon the reversal of the existing one-way system and is therefore not dependent upon amendments to the current Traffic Regulation Order and the development is capable of operating without being reliant on TROs.

- 6.21. Remains concerned that a compliant Stage 1 Safety Audit has not been completed in accordance with GG119. The audit process remains incomplete and significant matters raised by the Overseeing Organisation remain unresolved. As such, the audit cannot be relied upon as evidence that the scheme has been developed in accordance with the requirements and intent of GG119.
- 6.22. There is no current national guidance that positively promotes shared space environments based on flush surfaces and the removal of traditional kerb segregation. The LHA has considered the views of accessibility organisations including the RNIB which continue to advise that detectable kerbs provide the most reliable means of identifying the boundary between pedestrian and vehicle space for blind and partially sighted people. Correspondence from the RNIB has been appended to this response.
- 6.23. Concern that the tactile paving would be uncomfortable for many wheelchair users and people with ambulatory difficulties.
- 6.24. The design does not provide a detectable kerb and instead relies on material changes and tactile paving. Remain unconvinced that this approach provides an equivalent level of safety, confidence, independence or accessibility for visually impacted and other users. The tactile paving is not in accordance with the DfT guidance.
- 6.25. The LHA does not agree that Market Square is a pedestrianised space on the basis that private motor vehicles are permitted at specific times and pedal cycles, e-bikes and e-scooters are all defined as vehicles and pose a risk to pedestrians.
- 6.26. The LHA accepts that the proposed arrangements for servicing would not materially worsens the existing situation around the Market Square and accepts the submitted tracking diagrams. No objection is raised on servicing or tracking grounds.
- 6.27. Satisfied that the waste collection can be accommodated without an unacceptable risk to the local highway. Concerns remain regarding trees being planted in the public highway, however, this is due to maintenance liability and considered it can be dealt with by way of condition or within the S278 process.
- 6.28. In conclusion the LHA recognises and supports the objectives of the scheme in improving the quality of the public realm and acknowledges that

a number of previous concerns have been addressed within the revised proposals. However significant concerns remain, namely:

- The Road Safety Audit process remains incomplete;
- Removal of the traditional kerb delineation has not been shown to provide the equivalent level of safety or accessibility for blind or visually impaired users;
- No Equality Impact Assessment has been provided to demonstrate compliance with the Public Sector Equality Duty; and
- The design has the potential to increase interaction between pedestrians, cyclists and servicing vehicles within a constrained and heavily used city centre environment.

Ecology Officer – No objection

- 6.29. The applicant has provided updated BNG metrics and a BNG plan following updates to the landscaping. The site will achieve a net gain from the base line of 0 units. Previous comments and conditions still remain.

Environmental Health – No objection/ Additional Comment

- 6.30. Formally no objection and comments and recommendations from previous response remain relevant.
- 6.31. However, following a concern raised by a Member an additional comment was made. With proposed living/sedum roof on some of the stalls, the implications of dirt, debris may have a knock on effect such as food hygiene implications and potentially to other non-food stall holders. Following the receipt of further information and a sectional drawing of the sedum roof the concern has been removed

Historic England – Comment (Summary of comments received 13.07.2026 and 07.08.2026)

- 6.32. Historic England welcomes the positive evolution of the scheme in line with the advice given and the amount of detail that has now been provided.
- 6.33. Supportive of the overall approach and recognise the complex but transformative project that would see the most important civic space upgraded and enhanced.
- 6.34. Whilst the revised scheme has addressed some of our previous concerns, there remain some important aspects which require further revision and/or better justification. These relate to:

- Fountain:
 - Reinstatement would have public benefits and would reinstate the listed structure;
 - Would strongly recommend that argued space constraints are examined in more details.
 - Would help weigh against the harm from the other alterations.
- Market Square design and layout:
 - Slight bend on the eastern side of the square, the cover email provides some detail but it is not clear why this is now needed when not previously present.
 - Happy to defer to Conservation and Urban Design Officers
- Lighting:
 - Note the revised position of the lighting columns and further detail provided;
 - Welcome the improved regularity, however, previous queries regarding the duplication of lamps on the Guildhall front remain.
 - Support the establishment of a lighting strategy as a condition.
- Setts:
 - Now more clarity about the Pendulum Tests;
 - Note that all trials would score above the threshold for a low risk of slipping and therefore compliant;
 - Acknowledge treated surfaces would score a higher rating but would have a significant impact on the Market Square which raises concerns.
- Mortar Joints:
 - The updated mortar specification note addresses out queries;
 - Happy for finer details to be discussed and agreed with Conservation Officers
- Stalls
 - No objection to new open stalls but would recommend that the same roof type be used to provide a more consistent appearance
- Gates
 - Object to the four gates being used as per previous comments.

6.35. Welcome the refinements and subject to comments above being addresses the proposals could overcome previous objections and reach a stage we would be comfortable for subsequent detail to be discussed via a condition.

Landscape Officer – No Objection (05 August 2026)

6.36. Some elements have been successfully resolved including the replacement of York stone on the carriageway for granite, rationalisation of trees in front of the Guildhall and resolved concerns regarding the material pattern, updated design and removal of planting in front of Great St Mary's Church,

the placement of the Snowy Farr sculpture has been successfully resolved, the amended lighting plan has resolved previous issues raised.

- 6.37. However, further clarity or consideration is required regarding the use of the underground bins and the placement of public bins however, it is considered that these issues can be dealt with by way of condition.

Sustainable Drainage Officer- No Objection

- 6.38. No objection subject to conditions relating to Foul and Surface Water Drainage Schemes.

Urban Design Officer – No Objection (Summary of comments from 13 July 2026 and 05 August 2026)

- 6.39. The revised proposals and further revisions have positively responded to many of the matters raised from previous response and further discussions. The revisions strengthen the inclusive design approach, improve the balance between servicing requirements and the public realm and introduce from robust surfacing materials.

Shared Surface Approach

- 6.40. The recently submitted Stage 1 Road Safety Audit has identified concerns regarding the flush surface and recommends the introduction of a level difference between footway and carriage way. Whilst the introduction of a kerbed separation would represent a departure from the originally proposed flush surface approach, it would not necessarily undermine the wider urban design objectives and it would still be possible to prioritise pedestrians. Notwithstanding this, subject to the Highway Authority being satisfied that the RSA findings have been appropriately addressed, the principle of a high quality pedestrian-priority Market Square remains supported in urban design terms.

Gates

- 6.41. The gating of the north south routes are still proposed as part of the revised proposals. Previously expressed a preference for maintaining these routes in order to preserve permeability through Market Square outside opening hours.
- 6.42. Concerns regarding the use of the area outside market operating hours are recognised. In regards to the function of public safety, it would be helpful to understand whether the Police Architectural Liaison Officer supports the proposal and the information has not demonstrated that the proposed gates

would be safer than non when taking into account the CCTV and lighting improvements.

- 6.43. Another function of the gates is for overnight storage, it would be helpful to understand the operational requirements for storage including the amount of space required.
- 6.44. There is also a wider management consideration. During events taking place outside of normal market hours it may be desirable to maintain permeability through the square in order to accommodate the associated pedestrian movement associated.
- 6.45. Notwithstanding this, the final gate details including location and management can be covered by way of condition.

Surfacing

- 6.46. Welcome the granite for the carriageway as it is more durable than York stone.
- 6.47. The existing setts would be re-finished and re-laid using cementitious mortar. Supporting information has been submitted demonstrating that this approach can deliver an accessible surface. Subject to this being acceptable to Conservation and Historic England, it is acceptable.

Stall mounting sockets

- 6.48. Support the approach that utilises a square footprint and is laid out to form an ordered grid of sockets so that when the market is not operating, the fittings read as a coherent part of the paving design.

Fountain

- 6.49. A short note has been submitted outlining the complexities associated with reinstating a functioning water feature. The note identifies the accommodation of the necessary plant and water treatment equipment as the principal constraint and concludes that ductwork would be installed to enable a future water connection. Whilst this approach is welcomed, the information does not clearly demonstrate how this could be realistically be achieved. A strategy to this could be covered by way of condition.

Planting

- 6.50. The removal of the planting outside Great St Mary's Church is an improvement.

Stalls

- 6.51. The proposals introduce a third open stall type in response to feedback from market traders regarding the range of trading opportunities to be accommodated. This flexible approach is supported, although long term robustness of the proposed lightweight aluminium structure to hold the sedum roof should be demonstrated during the next stage of design.

Peas Hill

- 6.52. The revised proposals introduce 60mm kerb upstands that provide a clear pedestrian navigation edge but the reduced carriageway extent creates a more pedestrian-priority environment whilst accommodating servicing requirements. The outdoor seating for the Giggling Squid is retained helping to activate the space.

Guildhall Street

- 6.53. The introduction of kerb upstands within areas used by motor vehicles improves pedestrian legibility however, the overall layout of Guildhall Street has not evolved to the same extent as other areas and there remains opportunities to achieve a more efficient arrangement.

Cycle Parking

- 6.54. The removal of the planting outside Great St Mary's Church is likely to result in the informal parking spaces still occurring. This is part of the Cambridge character and could go some way to meeting the loss of cycle spaces. The footway should be increased to allow adequate space to pass with cycles being parked there. A cycle parking strategy should be conditioned.

Lighting

- 6.55. The revised hard landscape drawings now indicate the location of the lighting columns throughout the public realm. The proposals introduce a greater number of lighting columns than currently exists. Lighting should be considered as an integral component of the public realm design. The submitted DAS Addendum Update provides precedents for the types of light fittings proposed.

Waste Officer – No comments

7. Third party representations following 25 March 2026 Committee

- 7.1. 13 representations have been received, 12 in objection and 1 raising neutral comments.
- 7.2. Those in objection have raised the following issues:

- Character, appearance and scale
 - Kiosks out of keeping within the traditional market
 - Important sight lines would be blocked by the kiosks
 - Gazebos are out of keeping
- Density and overdevelopment
 - Too many kiosks
- Neighbour impact
 - Noise and disruption from events to Fisher House which is used as a residential, student and worship space.
- Highway safety
 - Scheme does not reflect the reality of operational requirements of the businesses within the city centre in terms of people and vehicle movements
 - Swept path analysis is at best optimistic and hauliers would struggle to reverse in vehicles
 - Unclear of management of the bollards
 - Risk of disabled parking being blocked in
 - Confusion of pedestrians
 - Lack of information relating to emergency access
- Impact on Traders
 - Lack of temporary market;
 - Lack of information;
 - Demountable stalls are inadequate;
 - Unaffordable to existing traders;
 - Kiosks not adequate for trading spaces due to size and lack of ventilation
 - Does not meet the needs and requirements of the traders
 - Want the stalls to be open rather than kiosks
 - More storage needed
- Antisocial behaviour:
 - Block sightlines reducing passive surveillance
- Kiosks - other:
 - Lack of traditional market stalls
 - Do not offer flexibility

7.3. Those raising neutral/supportive comments have given the following reasons:

- Needs to be sufficient civic space in front of Guildhall for demonstrations
- Welcome the introduction of fixed open stalls;

7.4. The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations following 25 March 2026 Committee

- 8.1. A representation was received by Cllr Naomi Bennett who raised concerns regarding food hygiene and accidental contamination from the proposed sedum roofs. The concerns were forwarded to Environmental Health who submitted an additional comment as outlined above.

9. Local Groups / Petition following 25 March 2026 Committee

- 9.1. Cambridge Present Past and Future (CPPF)
- 9.2. Pleased to see on the website that arrangements for a temporary market are being prepared, that there is ongoing discussion on the detail of the demountable stalls, increase in the number of stalls and more permanent stalls, increase in cycle spaces, granite surface on carriageway, removal of landscaping in front of the church and reduction of trees in front of the Guildhall.
- 9.3. However, unmet concerns relating to public toilets and waste management remain. Also have concerns regarding the location of the security gates as they disrupt north-south flow of pedestrians.
- 9.4. The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

10. Assessment

- 10.1. This update report is to be read in conjunction with the original Officer report that went to committee on 25 March 2026 and is appended to this report.
- 10.2. The key issues discussed as part of this updated report are:
- Design, layout, scale and landscaping
 - Heritage assets
 - Biodiversity
 - Highway safety and transport impacts
 - Car and cycle parking
 - Third party representations
 - Other matters
 - Planning balance
 - Recommendation
 - Planning conditions

11. Design, layout and landscaping

- 11.1. Policies 55, 56 and 59 of the Cambridge Local Plan (2018) seek to ensure that development responds appropriately to its context, is of a high quality, is accessible, inclusive and safe and includes appropriate landscaping and boundary treatment. Policy 65 states that proposals for street furniture and other items that could constitute visual pollution within the public realm will be permitted where they do not have an adverse impact on the character of the area and visual setting, do not impede pedestrian and vehicle movements, have a defined purpose, in keeping with setting and consideration has been given to the cumulative impact of the proposals.

Market Stalls

Fixed Stalls

- 11.2. The amended scheme has resulted in 12 additional fixed stalls to replace the 8 previously proposed demountable stalls close to the fountain. These stalls would also result in the loss of 2 demountable stalls which were proposed to be in the public highway. A fixed kiosk would also be lost to provide plant on the western group of stalls.
- 11.3. The new fixed stalls would be open sided on all sides. They would be 3.07 metres by 2.95 metres in area. They would be characterised by a dual pitched roof with a height of 3.5 metres to match the proposed kiosks. The materials and colour would match that of the kiosks and the final details would be secured by condition. They would have a green roof rather than solar panels which would reduce the appearance of consistency in the market, especially when viewed from nearby buildings including the Grade II Listed Guildhall. However, officers acknowledge that the green roofs would create additional biodiversity to replace some of that that was lost by the removal of the planting and as such on balance it is considered acceptable. It is imperative that the green roofs are adequately maintained to ensure that they would not have a detrimental impact on the character of the area as such, the landscaping condition would be amended to include a requirement for details of the green roof.
- 11.4. It is noted that due to the sedum roof, the structures may require more substantial supporting structure. This can be dealt with by way of the condition requesting final details of the fixed stalls.
- 11.5. The additional type of stall allows for more choice for traders and the open sided nature would allow for views to be kept open to a degree. Subsequently, it is considered that the additional stalls would have an

acceptable impact on the character and appearance of the market and the surrounding area and market.

- 11.6. The fixed stalls were considered in the previous report (Section 12 of Appendix C) and the third party comments regarding the number and appearance have previously been addressed

Gates

- 11.7. Despite the previous concerns regarding the placement of the security gates on the north-south routes, these have not been altered and still form part of the proposal. This positioning of the gates was considered in the previous report (paragraphs 12.10-12.13) and the issues raised still stand. It is also noted that the introduction of additional fixed stalls by the fountain would further reduce the natural surveillance from the northern corners of the seating area by gates 3 and 4 where there would be limited escape routes.
- 11.8. It is noted that the applicant considers the four gates to be safer, however, officers have not been convinced of this. It would be helpful to understand whether the applicants have discussed this with the Police and have their support. As such, the information submitted to date does not demonstrate whether the maintaining permeability through the square supported by appropriate lighting, CCTV coverage and active management or closing access by way of the proposed gates would represent the preferable outcome from a community safety perspective. Given the role these routes play in providing movement choice through the square and allowing public access to the heritage asset, further evidence on this matter would assist in determining whether the proposed gating approach is justified.
- 11.9. It is also noted that the gated area would allow for additional storage for demountable stalls/ furniture at night. It would also be helpful to understand the need for the storage including the amount of space required to help determine whether enclosed space is necessary.
- 11.10. Wider management is also a consideration that needs to occur. During events taking place outside normal market hours, it may be desirable to maintain permeability through the square in order to accommodate pedestrian movement associated with such uses. The applicant should therefore clarify how the gating strategy would operate in practice.
- 11.11. Notwithstanding this, officers consider that as the gates do not go to the heart of any permission and as they would be attached to the proposed stalls, the above issues can be overcome by way of a condition.

Demountable stalls

- 11.12. No further detail regarding the demountable stalls has been submitted with exception to the anchor points which will be discussed in more detail in the heritage section as they would be installed on the listed surface. This is due to ongoing discussions with the traders to find a suitable stall type. The general approach to demountable stalls was considered in the previous report (paragraphs 12.15-12.18). The final details will be secured by way of a condition.

Landscaping

Hard Landscaping

- 11.13. The proposal would result in the re-paving of the whole site. The previously proposed York stone within the carriageway has been replaced with granite setts. Granite would withstand the residue of tyres better. In addition, the different material would allow for a greater visual contrast which helps to address inclusive design needs and it clarifies where the vehicles should be within the space. As such, the use of granite setts for the carriageway is welcome and acceptable.
- 11.14. Tactile paving would be added to the edge of the carriageway where the surface would be flush around the loop. This would provide a continuous navigation edge and would meet the needs of partially sighted people and others who rely on a more obvious delineation. The impact on highway safety of the tactile paving will be discussed in more detail below. The tactile paving would be York stone to match the footway. York stone is an attractive type of paving that is a commonly used material for paving particularly on footways.
- 11.15. The scheme has been amended on the southern side of Peas Hill and Guildhall Street. In both areas, 60mm kerb upstands have been introduced that allow for a clear navigation edge. The layout of Peas Hill has been rationalised which has allowed for the external seating for the Giggling Squid restaurant to be retained. It is considered that the changes would result in a high quality, people focused public realm.
- 11.16. The Urban Design Officer considers that there are still opportunities to achieve a more efficient layout at the southern end of Guildhall Street as they consider that vehicle manoeuvres could be improved. This is noted, however, subject to highway safety which will be discussed in more detail below, the scheme would not result in visual harm and so it is acceptable.

- 11.17. The proposed bank of cycle stands along Guildhall Street has been relocated from the edge of the Guildhall to the centre of the walkway. This amendment has occurred following discussions regarding the loss of a navigational edge along the Guildhall. They would be located further southwards than the existing location which would be in a wider part of the street. Whilst this creates more of an obstacle than the previously proposed scheme, the need for a central location for inclusivity purposes is noted and sufficient space is retained on each side to allow pedestrians free movement.
- 11.18. The proposal would involve the installation of new lighting throughout. The plans now demonstrate locations of the lights, and a suggested appearance of the lights has been included within the updated Design and Access Statement Addendum (submitted 28/07/2026). The plans and DAS demonstrate that there would be 2 lighting columns on each of the four sides of the market square with an additional one north west corner at the junction with St Mary's Street. This is not too dissimilar to the existing number of lighting columns and allows for improved lighting where needed such as the western side of the Market Hill loop. An example of a warm column mounted street light has been provided which shows a modern, but simple design which is considered to add visual interest. The columns would also benefit from CCTV cameras. In addition to the columns, up lights would be installed by the trees and mounted lights would be installed to the fixed market stalls.
- 11.19. Notwithstanding this further information which is welcome, the final precise details are lacking at this stage. As Officers are not against the principle of new lighting and are comfortable with the details submitted at this stage following the reduction of the number of the columns, it is considered that the final details can be secured by way of the submission of a Character-Based Lighting Strategy through condition. Due to the concerns raised by the amount of lighting the original condition has been expanded to include a character based strategy.
- 11.20. There remains concerns regarding the position of the public bins against the Guildhall due to underutilisation. Ideally the bins would need to be located along the movement routes. There is still a lack of information regarding the underground refuse containers which would not be for public use as the precedent images in the DAS suggest that they would be public facing. However, it is considered that both of these remaining issues can be dealt with by way of the landscaping condition.

Soft Landscaping

- 11.21. The proposals include new planting within and surrounding the Market Square. Since the March committee the number of proposed trees has been reduced. The reduction of trees has occurred to the front of the Guildhall (from 4 to 2) and the northern side of Peas hill (from 3 to 1 outside of the planters). Officers welcome this change as it better rationalises the trees in the area, reduces clutter and has a better relationship with the front of the Guildhall.
- 11.22. Concerns had previously been raised regarding the size of the planters, particularly in front of Great St Mary's Church. This planter has now been removed and this change is welcome. Its removal allows for better movement within the area and better reveals the elevation of the Grade I church open along with the war memorial.
- 11.23. Subsequently, it is considered that the proposed landscaping works would result in a high-quality space with a reduced appearance of clutter whilst maintaining the users' needs of the space. The amendments address a number of previously raised concerns and the outcome is that the proposal is an improvement than the scheme previously considered.

Public Art

- 11.24. Further information regarding Snowy Farr has been submitted following concerns raised regarding a potential conflict between the statue and a proposed tree canopy. The scheme has slightly relocated Snowy Farr away from the tree, however, it will remain within the same area of the space to reflect where Snowy Farr collected money for charity. The new position is acceptable. The final details of how the existing public art will be protected and any new public art will be located can be secured by way of condition.

Conclusion

- 11.25. Overall, Officers have welcomed the alterations to the proposed development in terms of design and appearance. The scheme is considered to be a high-quality design that would have a positive impact to its surroundings and be appropriately landscaped. The proposal is compliant with policies 55, 56, 59 and 65 of the Local Plan and the NPPF.

12. Heritage assets

- 12.1. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing. The whole site lies within the Historic Core Conservation Area and the site is

located within the setting of numerous listed buildings as highlighted in figure 1.

Direct Impact on Listed Setts

- 12.2. Following deferral from March Committee Historic England have had the chance to properly review the sample setts that were installed outside the Giggling Squid on the western side of the Guildhall. In addition, the extent of the setts has been amended and the patterns have been extended across the whole setted surface. Samples of anchoring points have also been installed on the sample surface with square anchoring points being agreed as the best option which the applicants have proposed. Further details regarding the accessibility of the setts, both existing and proposed has been submitted.
- 12.3. The lifting, treatment and re-laying of setts would result in harm to this heritage asset by way of the physical works that would need to be done to them. The trial which is now proposed is Trial 05 as shown in the following figure which is taken from the submitted Accessibility Testing document.

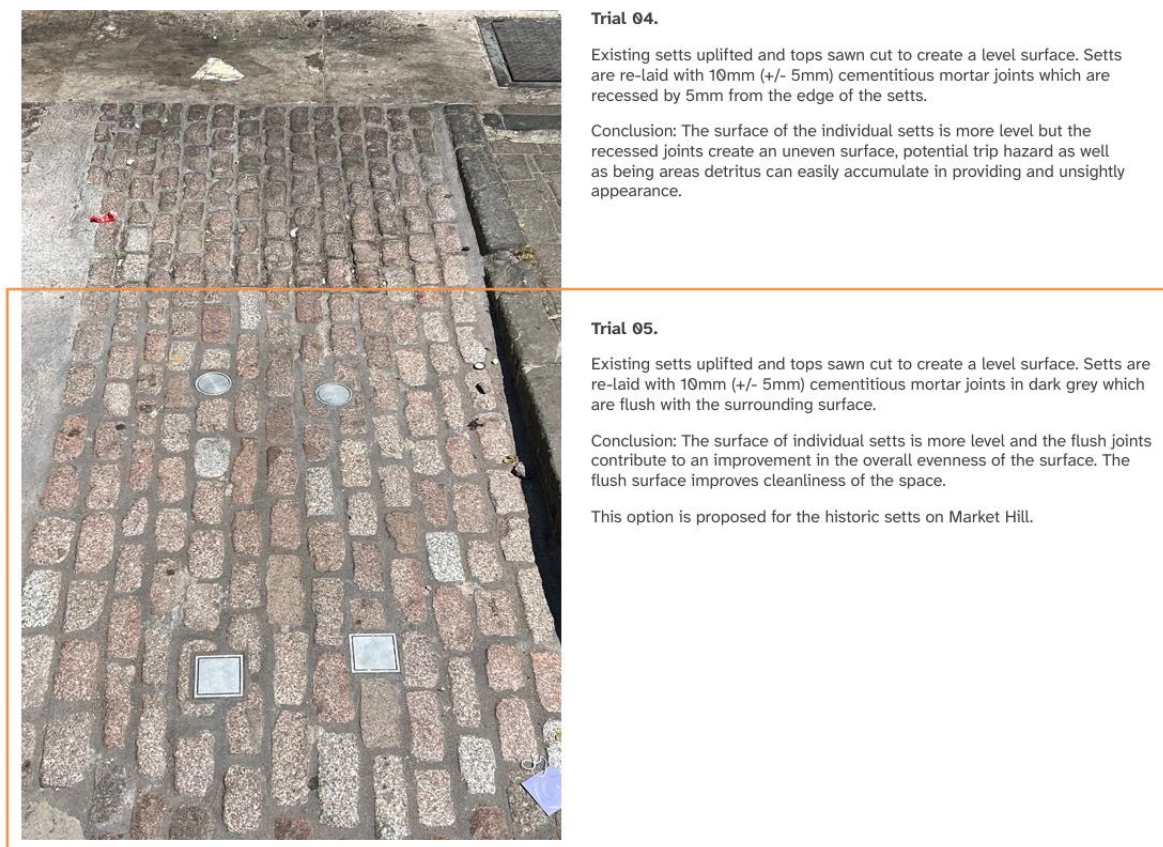


Figure 2 – Photographs of the trial setts in Peas Hill.

- 12.4. As shown in figure 2 the proposed option is to lift the existing setts and saw the top to create a level access and grippier surface. Cementitious mortar in a dark grey which would be flush with the setts is proposed.
- 12.5. Whilst not amounting to substantial harm, this option would result in a high level of harm to the listed surface due to original setts being cut and treated and the use of cementitious mortar over lime mortar. Policy HE4(2) of the NPPF states that any harm to the significance of a designated heritage asset required clear and convincing justification.
- 12.6. Further justification has been provided for these works by way of Accessibility Testing documents which now includes a pendulum slip test. The Accessibility Testing was partially considered within the Committee Amendment Sheet for the March Committee. However, it was noted that Historic England had not had the opportunity to review this.
- 12.7. The Accessibility Testing document shows that when an audit was taken in 2023 by Idacs UK, undulations of 20-25mm were recorded between sett units within the Market Square. Photographs from the audit have been included within the Accessibility Testing documents as shown below.

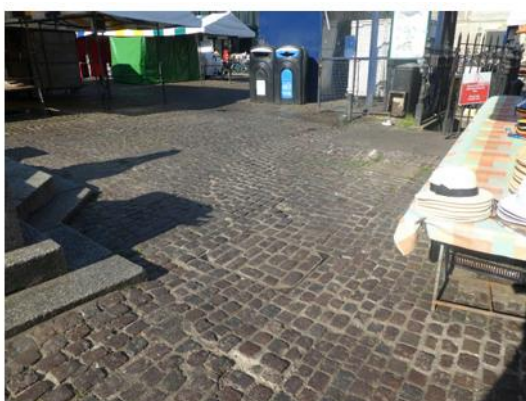


Photo 18: Zone 11 showing unevenness and worn pointing



Photo 20: Undulation of 20mm on walkway in zone 3.



Photo 19: Zone 11 showing significant hazard and rounded/damage setts.



Photo 21: Undulation of 25mm on the edge of zone 3 and zone 11.

Figure 3: Photos from the Idacs UK Access Audit 2023

- 12.8. Officers acknowledge that the existing setts are uneven and can cause trip hazards, along with difficult conditions for those with mobility issues including wheelchairs.
- 12.9. The applicant measured the undulations on the trial setts and found the height variations to be between 0-8mm which is a significant improvement as shown by the photographs from the Accessibility Testing document.



Figure 4: Photos of undulations on the trial setts, Peas Hill 2026

- 12.10. The applicant has also stated that the treated setts would also provide a grippier surface. Whilst officers accepted this on a visit to the trial setts, the applicant has submitted quantitative evidence to demonstrate this in the form of pendulum testing. A Pendulum Slip Test uses a small swinging arm fitted with a rubber slide which is designed to represent the contact between a shoe and the floor. The arm is released and swings across the surface and the more the rubber slider grips the more the swing is slowed down. The result is recorded as a Pendulum Test Value (PTV) and a higher value generally means the surface provides better slip resistance while a lower value may indicate a greater risk of slipping. Figure 5 shows the Health and Safety Executive (HSE) categorisation of risk of slip in both table and graph

form which shows that the PTV should be no less than 36 in dry, wet and (where relevant) contaminated conditions.

- 12.11. The setts were tested at 3 points within the existing Market Square and at trials 04 and 05 which have included the sawn setts.

Probability of Slip on FLAT SURFACE	Pendulum Test Value	Probability of Slip	HSE Categorisation of Risk of Slip
The table shown here* is the table adopted by the HSE/HSL's Showing Slip Probability. *As researched by Pye and Harrison	PTV OF 36	1 in 1,000,000	Low Risk
	PTV OF 34	1 in 1,00,000	Moderate Risk
	PTV OF 29	1 in 10,000	
	PTV OF 27	1 in 200	
	PTV OF 24	1 in 20	High Risk
	PTV of less than 24	Less than 1 in 20	

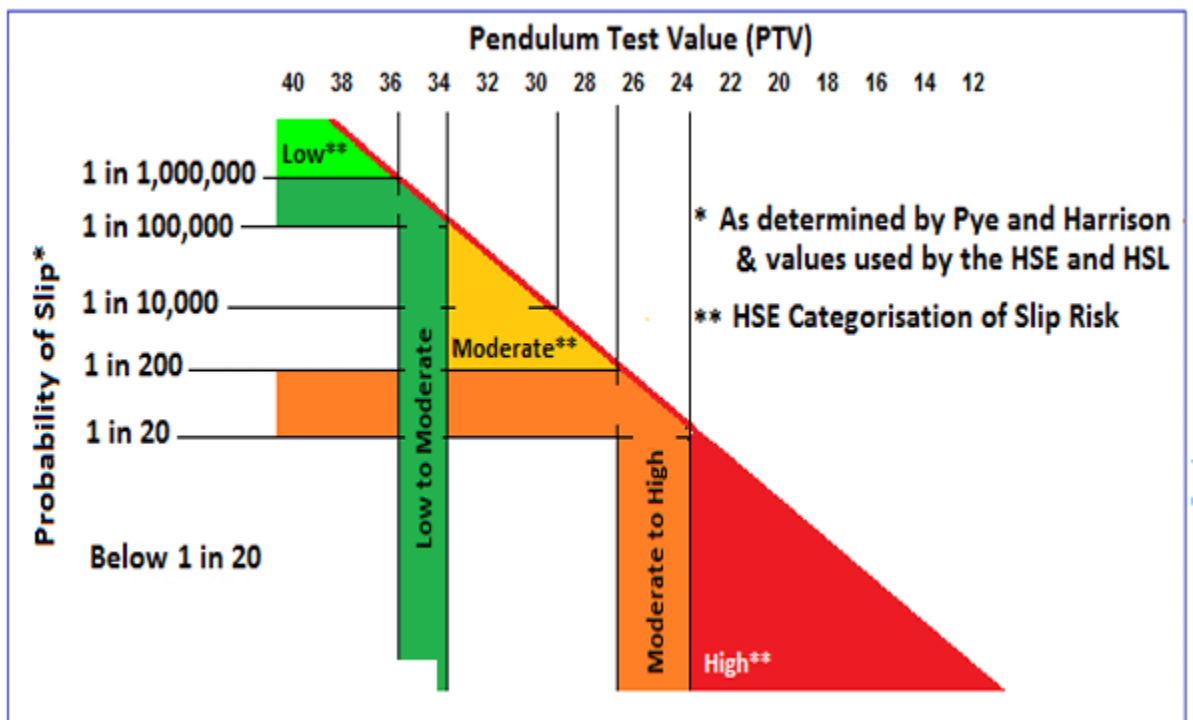


Figure 5: HSE Categorisation of Risk of Slip

- 12.12. The three samples from the existing Market Square measured between 72 and 79 PTV when dry and between 39 and 50 when wet. The two samples taken from the trial, treated setts, measured 84 PTV when dry and between 73 and 75 when wet.
- 12.13. Whilst all 5 samples were found to be a Low Risk of Slip (above 36 PTV), and the dry samples were not too dissimilar; there is a considerable improvement to the grippiness of the treated setts when wet. As all setts are considered to have a low risk of slip Historic England do not consider that this provides sufficient justification for the harm it would cause to the

heritage asset. These comments are noted. However, one of the existing samples was only 3 PTV above the acceptable level whereas the treated setts were at least 37 PTV above this level.

- 12.14. It is also noted that the existing setts vary considerably when wet ranging between 39 and 50 PTV which could result in greater instability when traversing across the square due to the varying levels of slippiness. The Pendulum Slip Test does attempt to represent a shoe on the ground however, shoes can vary in terms of the level of grip that they can provide. The Market Square is a heavily used public space with a wide range of users and so it is recognised that the surface should provide a robust reliable and accessible surface that performs well in all weather conditions.
- 12.15. Whilst Historic England have raised concerns, the Conservation Officer acknowledges the substantial improvement to the surface grip by the works proposed and accept that it helps justify the harm.
- 12.16. To summarise, officers are satisfied that the harm to the setts by way of providing flush mortar and the sawing of the setts to prevent trip hazards and improve the grip of the surface has been justified in accordance with Policy HE4(2) of the NPPF. Notwithstanding the justification, the works would still result in a high level of harm, although it is not considered to be 'substantial harm' and so Policy HE6(4) is relevant. Officers consider that the Accessibility Testing document also offers the public benefit specific to this element as it demonstrates the improved accessibility of the space. However, the full planning balance will be discussed in the concluding paragraphs of this report.
- 12.17. Throughout the process, both the Conservation Officer and Historic England have raised concerns with the use of cementitious mortar due to the ability to lift, repair and re-lay the stones without unacceptable damage and have consistently suggested a lime based mortar. However, Conisbee, the Applicant's Civil and Structural Designers have advised that lime mortar would be insufficient for the amount of footfall and vehicle movements and the cementitious mortar is required to comply with the recommendations for BS 7533-101. They also highlighted that the low porosity of granite means that the adhesion is not as strong such that the mortar can be removed from the setts and have submitted a photograph to demonstrate this as shown in the image below.



Figure 6: Photo of setts during previous trial pit works

- 12.18. Notwithstanding this, during the discussions with the applicant it was requested by Conservation and Historic England that the applicant reviews how this issue was resolved successfully in other historic locations. These examples have now been provided by the applicant and include Belton House Estate (National Trust) and Market Place and Victoria Square in Ashbourne which is a Grade II listed sett and flagstone surface both of which used a cement bedding base. The document refers to the Grade II* Soane Stable Yard at the Royal Hospital Chelsea where a more porous mortar was used for drainage purposes however, it explains that this is not suitable in Cambridge and other examples where the final details are not known. The document also explored other alternative solutions such as pitch jointing (bituminous) which is considered to have limited resistance to vehicular loading, sensitive to temperature and high maintenance, and lime mortar, which lacks strength and subject to degradation.
- 12.19. Both the Conservation Officer and Historic England are content with this information and consider the use of cementitious mortar to have been adequately justified in line with Policy HE4(2) of the NPPF. The final mortar mix and colour can be secured by way of condition. This will be secured on the listed building consent.

- 12.20. The demountable stalls would require anchors for them to be safe in incremental weather. This is proposed to be achieved by the installation of ground anchors fitted into the surface of the square. Circular and square shaped anchors were installed into the sample setts on the western side of the Guildhall as shown figure 2 above.
- 12.21. There is plan within the addendum to the Design and Access Statement demonstrating their proposed indicative locations which shows they will be laid out in a regular pattern. However, as these are not shown on any plan this cannot be secured at this stage. As the demountable stalls have yet to be decided the layout may need to be readjusted accordingly and so it is considered reasonable to deal with the final layout at condition stage.
- 12.22. It is important that best efforts are made to avoid cutting through multiple historic setts and the jointing around them to remain tight. Discussions were held regarding the materials and a darker matte tone with an anodised bronze finish is preferred and it is noted that there is potential for heritage interpretations to the covers and this should be explored. All this final detail can be dealt with by way of condition as the anchors are acceptable in principle. This condition would be added to the Listed Building Consent.

Direct Impact on the Listed Railings

- 12.23. One set of the listed railings would be removed from their current position and the applicants now propose that they will be re-purposed as tree guards within the square. As such, the harm of their removal would be partially off-set as it would allow the historic material to stay present and functional within its original setting. The precise method of dismantling, adaption and re-fixing has not been provided however, this can be dealt with by condition to ensure the re-purposing is undertaken sensitively and without avoidable loss of the historic fabric. The condition would be attached to any listed building consent.

Direct Impact on the Fountain

- 12.24. The application seeks to repair the stone work of the fountain, however, the applicant has confirmed that they will not bring the fountain back into use as a water feature. The applicant has stated that this is due to the lack of space required for the plant needed to bring water back to the fountain.
- 12.25. Both the Conservation Officer and Historic England have raised their disappointment with the lack of the reinstatement of the functionality of

fountain and do not consider the lack of storage space to be sufficient justification for its exclusion. Despite requests for more justification in terms of explanation as to why a stall cannot be set aside for the necessary plant, no further justification has been submitted by the applicant.

- 12.26. Officers concur with the disappointment raised by conservation colleagues and acknowledge that if it were to be brought back into functional use it would represent a significant heritage benefit that could be used to balance the harm to heritage assets by the proposed works. However, Policy HE4(2) of the NPPF only requires full and robust justification when harm is caused. As the applicants are proposing minor repair works the fountain it is not considered that harm is being created in this instance and so officers do not consider a full justification is required.
- 12.27. Subsequently, without this identified benefit, it is considered that the works to the fountain would have a neutral impact on the significance of the heritage asset.
- 12.28. The applicant is proposing that they will install the necessary duct work below ground to enable a future water connection without disturbing the reinstated sett surface. Whilst this approach is limited, it is welcomed as it would safeguard the opportunity to reinstate the fountain at a later date. However, limited information has been provided regarding this. It is noted that there is limited information about what is beneath the setts and so it is not possible to understand the level of work or whether it may actually be feasible to reinstate the water connection until the setts have been lifted. As such, it is considered reasonable to add a condition to request a strategy to provide these details. As a potentially working fountain in the future it would also improve the public realm and bring benefits such as urban cooling, it is considered reasonable to add this condition to the full application if approved.

Impact on the other designated heritage assets

- 12.29. Officers consider that the amendments do not change the level of harm attributed to the setting of the listed structures within and adjacent to the site. These impacts have been fully considered in the previous officer report (paragraphs 13.22-13.28).
- 12.30. The previous report stated that the flush surface would have a detrimental impact on the character and appearance of the Historic Core Conservation Area due to the loss of definition created by the vertical kerbs not only on Market Hill but also along Peas Hill and Guildhall Street. The amendments now include vertical kerbs on Peas Hill and Guildhall Street and officers

welcome the retention of outdoor seating at the Giggling Squid and so the level of harm identified within the previous report (paragraphs 13.29-13.34) has been lessened but only to a limited degree.

Summary

- 12.31. As explained above and within part 13 of the previous report submitted for the March Committee parts of the proposal would result in harm to the heritage assets. It is important to understand the overall impact of the works on the heritage assets to consider whether Policy HE6(4) is triggered.
- 12.32. Whilst this was summarised in the previous officer report, for ease this is summarised again. Below are tables of the summary of direct impacts from the main elements of the works on the listed structures, and the impact on the setting of listed structures, listed buildings and the impact on the Conservation Area.

Proposal	Direct Impact on Listed Structures
Relaying of Setts	High level of 'harm'
Replacement of concrete slabs with setts	Positive
Installation of fixed stalls	Neutral
Demountable stalls anchors	Neutral
Installation of trees	Neutral
Removal and re-use of one set of railings	Low level of 'harm'
Repairing Fountain	Neutral
Net Heritage impact	High level of 'harm'

Table 4 Summary of direct impact on the listed structures in Market Square

Proposal	Impact on setting of Listed Structures in Market Square	Impact on setting of Listed Buildings outside the red line	Impact on character and appearance of Conservation Area
Relaying of Setts	High level of 'harm'	Neutral	Moderate level of 'harm'

Flush surface	Moderate level of 'harm'	Low level of 'harm'	Low - Moderate level of 'harm'
Re-paving (excluding flush element)	Neutral	Neutral	Positive
Fixed and Demountable stalls	Neutral	Neutral	Neutral
Landscaping	Neutral	Neutral	Positive
Removal of clutter	Positive	Positive	Positive
Net Heritage impact	Moderate level of harm	Low level of harm	Low - Moderate level of harm

Table 5 Summary of impact on setting of heritage assets.

- 12.33. As explained above and within paragraphs 13.42-13.45 of the original report, officers are now comfortable that the harm identified has been justified in line with Policy HE4(2) of the NPPF.
- 12.34. As 'harm' has been identified, Policy HE6(4) of the NPPF is therefore engaged and the harm needs to be considered against the public benefits of the scheme. The net impact of harm varies between the different heritage assets. However, as the highest level of harm is a high level of 'harm' any public benefits would need to outweigh this higher identified harm.
- 12.35. Paragraphs 13.45 -13.51 of the previous report explain the public benefits provided by the proposed works. Officers consider these have not been altered since March Committee, however, the accessibility benefit has been strengthened by the Accessibility Testing document which demonstrates the improvement that sawing the setts would bring.
- 12.36. Officers consider that these benefits outweigh the identified harm. It is considered that the proposal is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and policy 61 of the Local Plan.

13. Biodiversity

- 13.1. The applicant has provided an updated Biodiversity Net Gain (BNG) Plan and metrics following the alterations to the landscaping. There is a slight reduction from the previous increase of 0.3 habitat units to 0.25. However,

this still represents a net gain from the current 0 units and is acceptable and welcome.

14. Highway safety and transport impacts

14.1. Highway safety was a significant concern within the previous scheme that was presented to members back in March and the scheme attracted a strong objection from the Cambridgeshire County Council's Local Highways Authority (LHA). The issues are explained in detail within section 14 of the previous report. However, to briefly summarise, the issues/concerns raised by the LHA were:

- Reliance on Traffic Regulation Orders (TROs) to allow the reversal of the one-way system;
- Incomplete and non-compliant Road Safety Audit (RSA);
- Installation of a flush/ shared surface across the site;
- Potential to leave properties without any viable method of receiving deliveries (for example by HGVs)
- Unacceptable vehicle tracking;
- Arts Theatre and Corn Exchange servicing concerns;
- Planting within the highway

14.2. Following the deferral, the applicants have had multiple meetings with LHA and Local Planning Authority officers with the objective of reaching a consensus on a revised scheme that does not result in any or reduced highway safety related objections. This objective has been balanced with the continuing desire of the applicants to deliver a high-quality shared space environment within Market Square.

14.3. Subsequently, significant work has been done by the applicant to amend the scheme in an attempt to overcome the LHA objections. These amendments include but are not limited to:

- The submission of a Road Safety Audit (RSA) which was compliant with national guidance (GG119) which has enabled it to progress through the audit, designers response and overseeing authority response stages. This is an on-going process and has not been fully completed;
- Retention of the clockwise direction of one-way traffic around the loop;
- Installation of 60mm upstands (kerbs) to the servicing areas of Peas Hill and Guildhall Street;

- Where a flush surface is to be installed, tactile paving would be added;
- Relocation of cycle parking along Guildhall Street.

14.4. Notwithstanding the work done by the applicants not all issues have been successfully resolved and a disagreement remains between parties on the proposed flush/shared surface. The below section deals with all elements starting with the resolved elements before moving onto the points of disagreement.

Scheme Layout

14.5. The original scheme seen by Planning Committee in March 2026 had proposed to reverse the direction of the one-way traffic around Market Square to an anti-clockwise direction. This led to concerns regarding reliance on Traffic Regulation Orders (TROs) and unsafe vehicular movements with swept path analysis showing larger vehicles intercepting the dedicated footway. This element of the scheme has now been removed and the scheme proposes to retain the existing movement of traffic around the loop which is clockwise and as such, the development can operate within the existing highway arrangements.

14.6. This amendment has been welcomed by the Local Highways Authority who have confirmed that the scheme is no longer dependent upon the introduction of new or amended TROs and as such, consider this no longer a principal reason for objection. There are some certain operational aspects that may still require amendments to existing Orders, however, these changes would be subject to a separate statutory process outside of planning. Whilst the LHA have stated in their comments that all previously recommended conditions should be attached, they have verbally confirmed with officers that the condition relating to TROs being in place prior to commencement (originally condition 7) can be removed.

Servicing and Vehicle Tracking

14.7. A revised servicing strategy and swept path analysis has been submitted in support of the application. The LHA acknowledges that the site is located within a constrained historic city-centre environment where servicing activity, pedestrian movement and general highway activity co-exist within limited highway space.

14.8. The scheme still proposes a reduction in the carriageway width on the Market Square Loop, however, due to the direction of travel being retained, larger vehicles such as the articulated HGV and 10m rigid lorry that services Marks and Spencer can now travel safely around the majority site. Whilst the reversing manoeuvre for the articulated lorry into the loading bay would

cross the footpath (as shown in figure 7) the time that this occurs would be at 3am each day and evening time when there is low pedestrian movements. Artics would also slightly overrun the pedestrianised area on the south eastern corner of the market, however, HGVs only service the area at 3am or within the evening and both of these movements would occur in low pedestrian movement times. The tracking diagrams for the rigid van (figure 8) show that it is able to remain within the carriageway with very slight overrun of the body during the reversing manoeuvre and within the south eastern corner. However, similar to the HGV servicing by these vehicles are done at a time when there are low pedestrian movements.

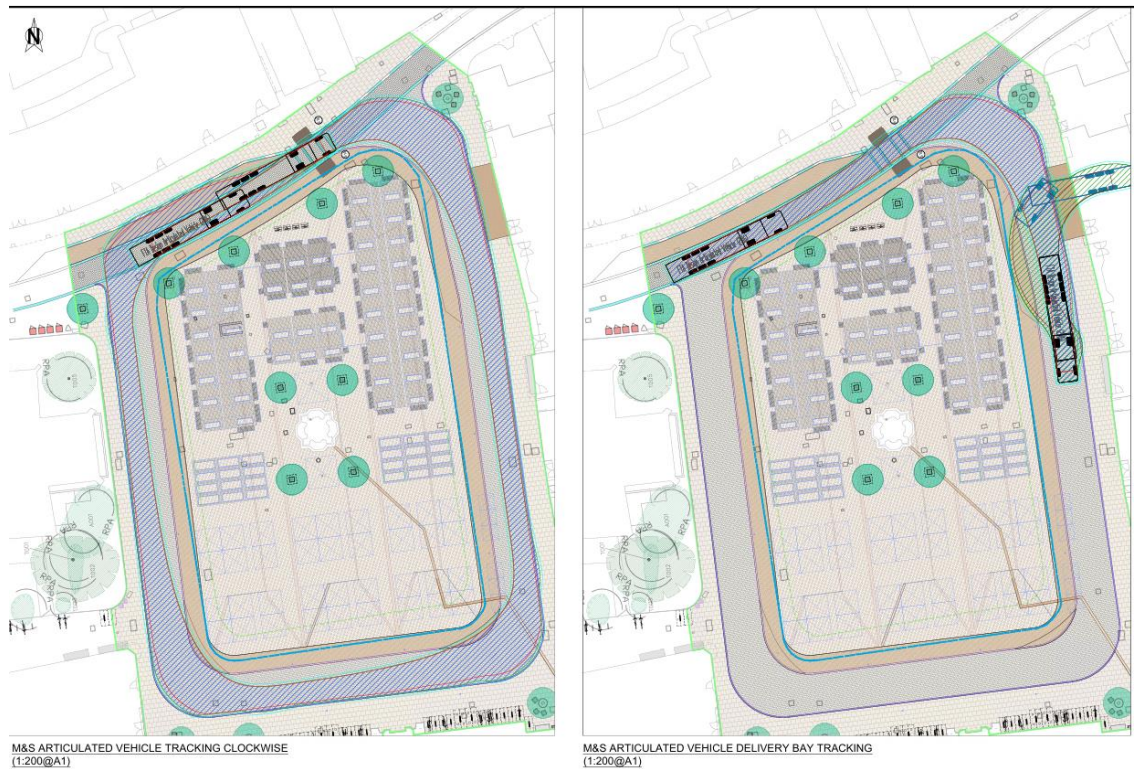


Figure 7 – M&S Artic Lorry tracking

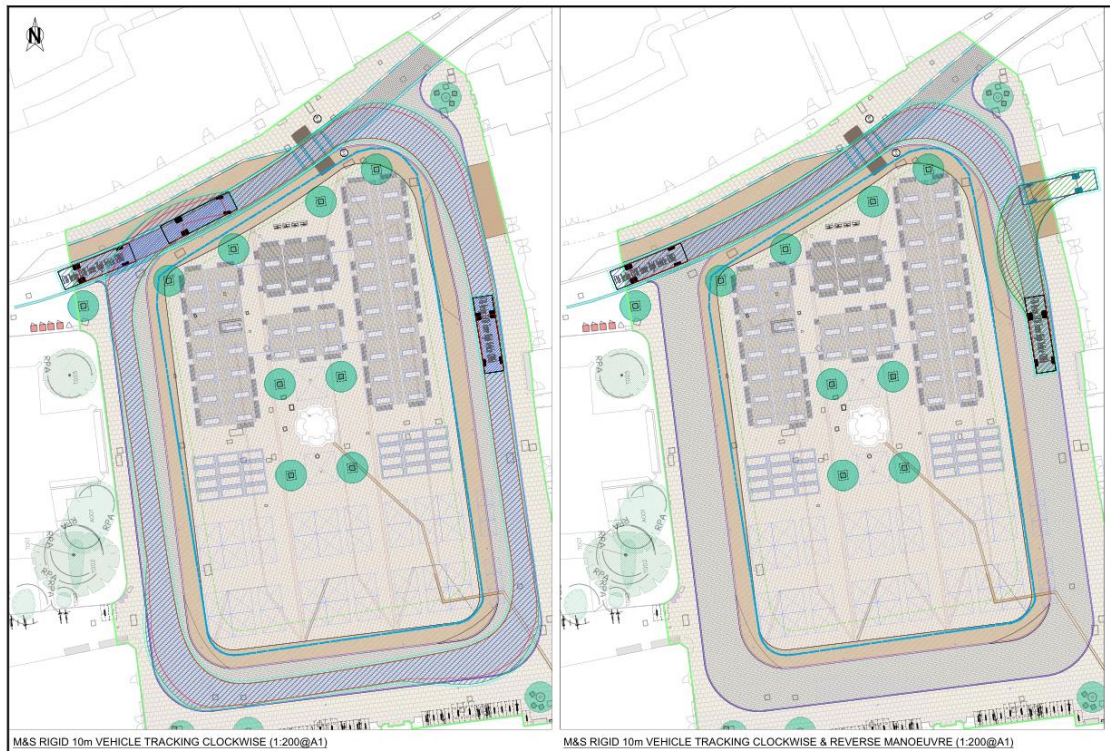


Figure 8 – M&S 10m Rigid tracking

- 14.9. The tracking diagrams also show that a refuse vehicle and fire tender can traverse the space whilst remaining on the carriage way (as shown in figure 9 below). All other vehicles that service the site would be smaller than the refuse vehicle and so would be able to manoeuvre in a safe fashion.

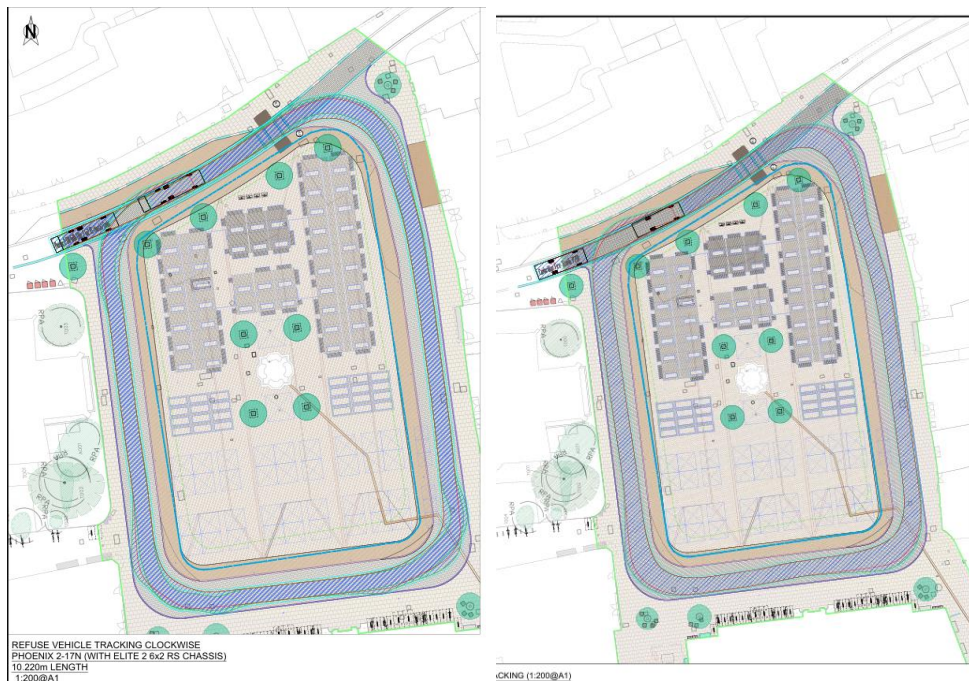


Figure 9 – Refuse vehicle and Fire Tender tracking

- 14.10. Articulated HGVs also service the Arts Theatre and Corn Exchange from the southern section of Peas Hill. The tracking diagrams show that two artics can safely manoeuvre to park side by side along Peas Hills without blocking access to the disabled spaces (as shown in figure 10). Whilst one of the movements appears convoluted, it is considered that it would be no more difficult than the existing situation.

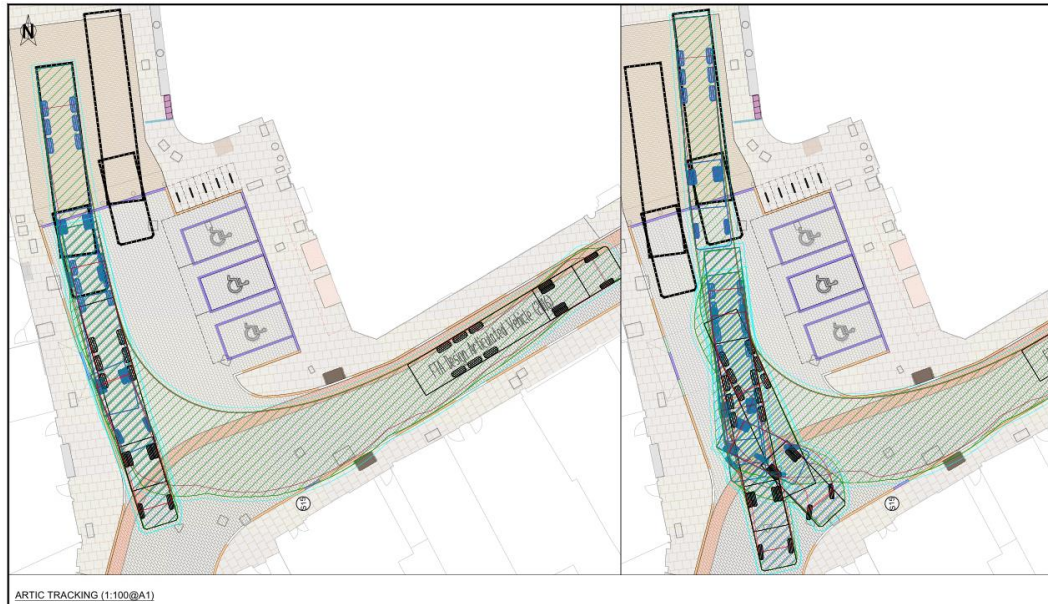


Figure 10 – Articulated lorries serving Arts Theatre and Corn Exchange Tracking

- 14.11. It is noted that the Arts Theatre have objected due to the arrangements within this area with difficulty caused to the drivers of HGVs, conflict with pedestrians and uncertainty regarding the bollards which would block the HGV parking area. These are noted, however the LHA have not raised concerns with this layout. A vertical kerb would be added to this area and the tracking shows the vehicles would remain in the carriageway and so there would not be an unacceptable conflict with pedestrians. The bollards would be used to keep pedestrians safe by blocking unauthorised vehicles from parking within the spaces for use by the HGVs. The management of this is not for the Local Planning Authority to consider.
- 14.12. Tracking for other vehicles accessing the area has also been submitted. The LHA now accepts that the proposed arrangements would not materially worsen the existing situation. Large vehicle movements would continue to occur and the tracking information demonstrates that the principal servicing routes can be accommodated. Whilst they remain of the view that careful management of servicing activity will be necessary given the significant levels of pedestrian activity within the city centre, these are not materially different from those that currently exist and do not, in themselves, justify

withholding planning permission. As such, the LHA no longer have an objection on servicing or vehicle tracking grounds.

Refuse Arrangements

- 14.13. Concerns had previously been raised by the LHA to the collection of the underground bins. Following information confirming that the bins would not be collected by crane operated vehicles the LHA is satisfied that the waste collection can be accommodated without causing an unacceptable impact on highway safety. As such, this objection has fallen away.

Planting and Tree Pits

- 14.14. The LHA acknowledge and welcome the reduction of trees and planting within the scheme. Notwithstanding this, there remains concerns regarding the long-term practicality and maintenance implications of accommodating large tree pits within the adopted highway. The applicant has not yet demonstrated that they can be accommodated without creating future maintenance liabilities or structural issues. However, it is considered that these concerns can be in principle resolved through a suitably worded condition or through the Section 278 process. As the issue regarding the maintenance of trees within the adopted highway is a civil matter, officers consider that a condition would not be reasonable. However, an informative will be added to ensure the applicants are aware that any trees within the highway would need permission from the LHA.

Road Safety Audit

- 14.15. The LHA had previously objected to the lack of a Stage 1 Road Safety Audit (RSA) that was compliant with national guidance and that had been completed. The purpose of an RSA Stage 1 is to identify and address fundamental road safety issues at the preliminary design stage as this demonstrates the potential for road user safety issues to be addressed. Since the deferral, the applicants have begun the process of the RSA and had submitted one which was compliant with GS119. The RSA was sent to road safety auditors within the County Council, it was then reverted back to the applicants for 'Designer Comments' before going to the 'Overseeing Authority' who in this case is the LHA for comments. These three stages have been conducted, however, an agreement has not been reached on 11 points. As such, the RSA remains incomplete and significant matters raised by the Overseeing Organisation remains unresolved.
- 14.16. In circumstances when an RSA remains unresolved, further comments can be made by the Designers and Overseeing Authority until an agreement can be achieved. The 11 outstanding points relate to the proposed shared/flush surface and associated works such as tactile paving. However, this issue remains a point of disagreement between the LHA and

Applicant and officers consider that an agreement cannot be found between the parties and further discussions would not resolve the issue. As such, it falls on the Local Planning Authority to consider the arguments put forward by both sides to consider the level of risk / harm and its weighting in any subsequent balance.

- 14.17. Whilst it is regrettable that the applicants have failed to complete the RSA process, as it is not a mandatory requirement within the planning process, it is considered to be unreasonable to refuse the application for this reason.

Shared/Flush Surface

- 14.18. The original scheme seen by Planning Committee in March included a flush/ shared surface around the Market Hill loop and along the southern areas of Peas Hill and Guildhall Street. This drew strong objections from the LHA.
- 14.19. The scheme has been amended to allow for 60mm high vertical kerbs within both Peas Hill and Guildhall Street, with suitable dropped kerbs for crossing points and this change is welcome to these busy servicing areas which are accessed by HGVs. However, the flush surface remains around Market Square.
- 14.20. The proposals would result in a flush shared surface on the east, south and west sides of the Market Hill Loop. Motor vehicles would still have a right of way around the loop, however, there would be no vertical delineation between the footway and carriageway. Notwithstanding that the flush surface would remain, the applicants have amended the materials to be used to allow for tactile paving and a clearer definition between the carriageway and footway. The below image is taken from the submitted Design and Access Statement Addendum and shows the carriage way would be constructed of temple setts with a change in pattern at the carriageway edge, a 130mm wide pink granite kerb stone would act as the delineation between the carriage and footways, although this would be installed flush and without a vertical kerb. 800mm tactile paving would be installed on the footway adjacent to the kerb and the York stone would be installed on the remainder of the footway.

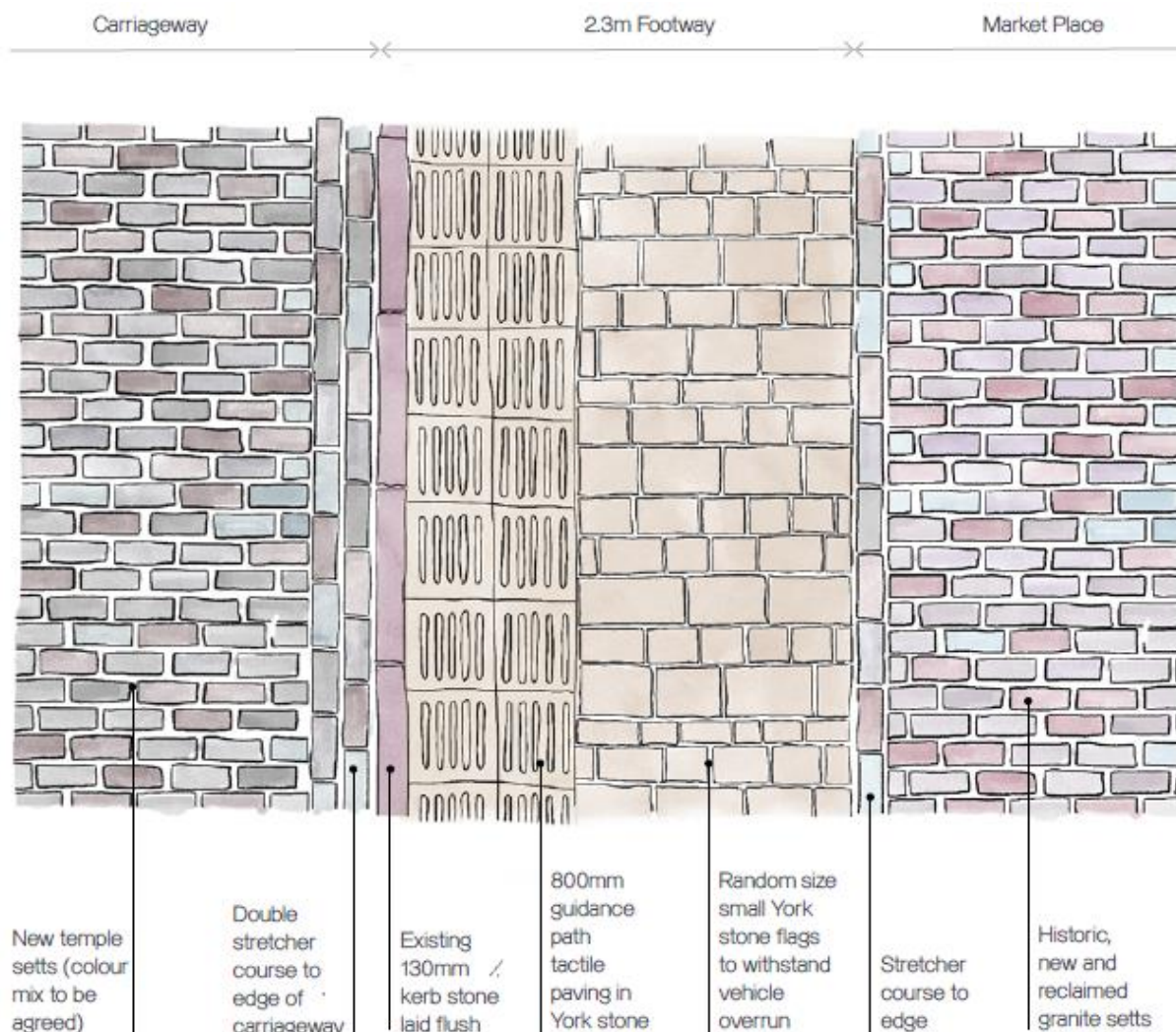


Figure 11: Proposed paving for carriageways and footways.

- 14.21. The LHA have strongly objected to the flush surface between the footway and carriageway, due to safety concerns particularly to visually impaired pedestrians. This follows advice from the UK Government and their ministerial letter requesting a pause to shared spaces with level surfaces in areas with relatively large amounts of pedestrian and vehicular movements such as high streets and town centres. Within the letter MPs stated 'The availability of formal crossings is particularly important for visually impaired people'. A copy of the letter can be found in Appendix B to this report. The Royal National Institute of Blind People (RNIB) increasingly emphasise the need for a minimum 60mm detectable upstand to ensure that people can navigate safely using either underfoot cues or a white cane. Subsequently, the LHA considers that the design does not address the needs of visually impaired users.
- 14.22. The applicant argues that the Ministerial letter is not relevant in this instance as it states that the focus of the pause is in areas 'with relatively large amounts of pedestrian and vehicular movement such as high streets and

town centres (outside of pedestrian zones)'. It is argued that Market Square is a pedestrian zone, subject to an existing Traffic Regulation Order (TRO) which prohibits motor vehicle traffic at particular times of the day.

- 14.23. Paragraphs 17.5 to 17.13 of the original officer report (Appendix C) covers the consideration of whether the Market Hill loop would be considered to have 'relatively large amounts of pedestrian and vehicular movements' as per the Ministerial letter. Whilst the area has a very high level of pedestrian movements, it has a very low level of motor vehicle movements. In addition, the loop of Market Hill (east, south and western sides) has reduced levels of cycle movements in comparison to the other sections of the immediate area such as the northern section of Market Hill and Wheeler Street. The amendments do not alter this consideration, and officers consider that there could be an argument to say the ministerial letter is not relevant to this proposal. In addition, Buro Happold Inclusive Environments who were asked to provide a third-party expert opinion on the accessibility of the scheme reviewed the Transport Statement and surveys in relation to the Ministerial letter and concluded that it would not appear to fall directly within the main focus of attention of the Department for Transport's guidance.
- 14.24. Notwithstanding this, Officers do acknowledge that the introduction of a flush surface would result in the potential for increased conflict between highway users which in turn could have an impact on highway safety. The lack of a vertical kerb would impact upon those with visual impairments.
- 14.25. In an attempt to mitigate the risk to highway safety, particularly with those with visual impairments, the applicant has improved upon the materiality of the surfacing to include tactile paving and a clear differentiation in colour and materials as shown above in figure (11). The LHA remain unconvinced that this approach provides an equivalent level of safety, confidence, independence or accessibility for visually impaired and other users. They state that tactile paving can be uncomfortable for wheelchair users and those with ambulatory difficulties. In addition, it is stated that the use of tactile pavement to define a carriageway edge is not a standard use of tactile paving outlined by the Department for Transport guidance.
- 14.26. To support their latest comments, the LHA have attached Policy Statements from the RNIB which indicates that the kerb upstands below 60mm can be difficult to detect and that the detectable kerbs remain the preferred form of delineation. They state that a detectable kerb which can be easily felt under foot (with an upstand of no less than 60mm) and which can be easily seen (with a high contrast to surrounding area) must separate areas for pedestrians from all areas where vehicles are moving including cycleways and roads. They also advise that tactile paving is an unreliable feature to

communicating the critical safety information that a kerb edge provides to blind and partially sighted people.

- 14.27. Specifically in reference to shared spaces the RNIB state there is a problem of orientation which becomes difficult or impossible when there are no kerb edges to navigate by. Guide dogs are trained to follow proper kerbs and cannot read the meaning of tactile paving surfaces and people who use canes report difficulties in detecting the patches of tactile paving which is made worse in poor weather. The RNIB clearly state that shared spaces which remove detectable kerbs are not accessible and they exclude people with protected characteristics.
- 14.28. It is noted that the RNIB documents attached by the LHA are generic and are not specific to the current scheme, however, this does not mean that these statements should not be given careful consideration.
- 14.29. The applicant also sought advice from CamSight and Guide Dogs and a summary of the meeting can be found in Appendix C of the Transport Assessment Addendum. The applicant's team had advised officers that they had reached out to the RNIB but received no response.
- 14.30. At CamSight they discussed the proposal with someone who identified as a severely sight-impaired Cambridge Resident. The CamSight representative emphasised that the biggest risks are quiet vehicles and cycle traffic and they explained the importance of need for tonal contrast, texture differences and clear tactile clues. The applicants team also explained the Bradford Case Study which has recently completed a large area of shared surface within the City Centre and images of the scheme are provided below. CamSight said the tonal and textural contrast was a critical aspect of the successful scheme, however did caution that this was from their lived experience and the RNIB and Guide Dogs are better places to comment on the technical details.



Figure 12 – Images of Bradford city centre.

- 14.31. At Guide Dogs, the applicants team spoke to a representative that used a cane and a guide dog. The representative explained that the dog is the pilot and avoids obstacles and walks in a straight line, but the owner is the navigator who learns the route and makes the crossing decisions. It was also explained that dogs do not have a built-in safety awareness and it is the owner who relies on the functional vision and hearing when to cross. Similar to CamSight, they considered that cycles and quiet vehicles to pose the greatest risk.
- 14.32. In regards to cane navigation, it is explained that the cane scans the floor for immediate obstacles and the user must approach and navigate around them. Cane users rely upon building line or kerb line to maintain direction, that wide open spaces can cause disorientation and a 60mm upstand is important for detection. The cane does not detect anything above waist height.
- 14.33. The Guide Dog representative stated that full segregation is the safest option for people with visual impairment and that level surfaces are inherently problematic. They stated that the high contrast of vehicle routes is as important as contrasting texture. The layout should be consistent to allow users to learn them and a minimum 2m width is required but greater is preferable. They raised that cycle parking should not be situated along the building edge
- 14.34. Both CamSight and Guide Dogs were given information of the specific scheme and provided comments and advice based on lived experiences. It is noted that the applicant has taken on board a lot of their comments, particularly in regards to contrasting colour and texture between the

carriageway and footway and the use of tactile paving. However, they have stopped short of complete segregation by way of an upstand kerb.

- 14.35. In addition to the meetings held with Camsight and Guide Dogs the applicant also appointed an independent accessibility consultancy (Buro Happold Inclusive Environments) who provided an Inclusive Design and Accessibility Statement. Buro Happold (BH) state that current guidance on level shared surface schemes remain cautious noting that:
- shared surface design is not specifically addressed in Building Regulations or good practice guidance that highlights the need for pedestrian routes which have level surface to be clear and legible particularly for neurodivergent users;
 - the DfT Manual for Streets notes that shared surfaces can be difficult for some disabled people; and
 - CIHT Reviewing Share Space (2018) does not prohibit shared space but states that pedestrian-priority environments should only be used where disabled people's needs including those of blind and visually impair users can be demonstrably met.
- 14.36. BH states that a level surface can benefit many users particularly those with mobility impairments and the proposed works would improve the physical accessibility. However, where there is a risk for blind or visually impaired users due to high vehicle flows and speed, a kerb of at least 60mm remains the most reliable form of delineation. However, where there is a low or zero vehicle environment elements such as the correct use of tactile paving in accordance with DfT guidelines, visual, tonal and textural contrast, suitable wayfinding and clear and legible circulation routes can help to support a range of users including visually impaired or neurodivergent.
- 14.37. BH acknowledges that low vehicle movement and low speeds which would reduce the conflict between users however notes that the scheme would not be entirely car free. As such, the Council would still need to manage and monitor the residual risk and this would need to be managed and monitored appropriately.
- 14.38. The tonal contrast provides a visual indicator between the different surfaces and uses and BH recommends a minimum of 30 Light Reflective Variation difference between surfaces. This is a technical quantitative measurement for measuring the tonal difference between surfaces. They recommend that post planning considered should include testing to determine the visual contrast.

- 14.39. BH have concerns with the current use of tactile paving as it does not align with the DfT guidance as raised by the RSA and the LHA.
- 14.40. BH have provided recommendations which include an alteration to the tactile paving type; creation of formal crossing points across Market Hill; inclusion of signage and wayfinding; consideration of e-bikes and e-scooters, consideration of highway requirements of the events; and additional user engagement. However, BH do stop short of recommending the 60mm upstand kerb.
- 14.41. The applicants transport consultancy KMC have provided a response to the BH report and its recommendations which states that many of the recommendations can be absorbed into conditions listed on the original permission (conditions 10, 11 and 20 as per Appendix C). Officers are in agreement with this consideration, however, note that some conditions should be tweaked to fully cover the mitigation suggested by BH such as testing for the final materials.
- 14.42. The LHA have been provided with a copy of these documents, however, due to their late submission have not been able to provide any further comments at the time of writing. All parties agree that the findings of the BH report are unlikely to change the overall stance of the LHA on this issue and so officers are happy to provide any further update by way of an amendment sheet.
- 14.43. A key element of the redevelopment of the public realm within the Civic Quarter is to improve accessibility. The provision of a flush surface would allow for increased accessibility for pedestrians with mobility impairments including wheelchair users, however, in turn the level of accessibility for those with visual impairments would be impacted. On the other hand, if the vertical kerb was to remain, then the accessibility for those with mobility impairments would be remain limited. Officers acknowledge this conflict of needs between different users and accept that there is not a suitable design that can sufficiently cater to all whilst providing the servicing needs of the busy city centre site. As such, the level of harm would need to be weighed against the benefits of the proposal.
- 14.44. As highlighted by the incomplete RSA and the LHA and taking into consideration the RNIB policy and comments made by the Guide Dog representative the removal of a vertical kerb in the Market Hill loop would result in a risk to highway safety, particularly for users with visual impairments. However, the work to mitigate this identified harm by way of contrasting materials and tactile paving has been welcomed. The applicant has agreed to improving the mitigation by accepting the recommendations

of the BH report and agreeing to deal with these by way of condition. Due to low levels of motor vehicle movements predominantly peaking when pedestrian levels are low, in conjunction with pedestrians already utilising the carriageway it is considered that the additional harm when compared to the existing situation is low and in conjunction with the mitigation techniques proposed and refined by way of condition it is considered that the level of additional harm would be low.

- 14.45. The proposal to provide a shared surface in this area would significantly increase accessibility for those with mobility impairments. In addition, it would provide a more generous space for pedestrians.

Other Matters

- 14.46. The cycle parking along the Guildhall Street has been relocated to the centre of the road following advice from accessibility groups. It is considered that this would not cause any additional obstacles to the highway than what already exists.

- 14.47. All other matters regarding the local highway have been discussed in the original officer report within part 17.

Summary

- 14.48. Significant work has been done by the applicant to try and overcome the objection from the Local Highway Authority. Whilst many of the previous issues have been resolved, an objection in relation to the flush/shared surface remains.

- 14.49. Whilst officers do not attribute the same amount of risk to some of the elements raised by the LHA due to the low level of motor vehicle movements, there is a recognition that the proposal would result in a low risk to highway safety. Officers consider that this is mitigated by way of the proposed surfaces and tactile pavements which can be refined by way of condition. To this extent, officers consider the proposal is compliant with NPPF policy TR3 (c) in that the highway safety impacts are not significantly adverse and that in any event, those impacts have been mitigated through amendments to the proposal to a reasonable extent without compromising the design concept.

- 14.50. It follows that the scheme does not meet the threshold for refusal as set out under NPPF policy TR6(4) as an 'unacceptable impact on highway safety' considering the proposed mitigation measures.

- 14.51. Furthermore, NPPF policy DP3 is engaged stating that:

2. 'To create well-designed places, development proposals should also reflect relevant aspects of the following principles, as appropriate to the nature of the development and its location:

...f) Public Space: include spaces that are safe, secure, inclusive, and accessible for all ages and abilities, including for groups such as women and girls; and which facilitate and encourage social interaction, play and healthy lifestyles (for example by providing high quality, clear and legible pedestrian and cycle routes, a variety of recreational spaces and places to meet, integrating lighting and making building entrances and windows face onto streets and other public spaces to provide natural surveillance);...

- 14.52 Officers are of the view that, recognising the existing significant constraints posed by the condition of the existing Market Square public realm, that the proposed scheme is a marked improvement to its operation in terms of safety, security, inclusivity, and accessibility, The scheme accords with the public space requirements of DP3. Whilst objections remain regarding aspects of inclusivity, these are not fully capable of resolution for all users and the suggested compromises and mitigation are reasonable.

15. Car and cycle provision

Cycle parking

- 15.1. There is significant existing cycle parking provision within and surrounding the Market Square. Current provision within the Civic Quarter as a whole is largely within pedestrianised areas such as Peas Hill and Guildhall Street which can lead to issues with accessibility and visual clutter. The amendments that have occurred since the March committee has resulted in some minor changes to the cycle parking provisions including a small reduction in the cycle parking provision from 133 within the red line boundary to 110, however, 12 cargo bike spaces are now included. In addition more detail regarding the cycle parking provision has been provided within section 4.2 of the Design and Access Statement Addendum and within section 8 of the Transport Statement Addendum.
- 15.2. The application seeks to relocate a number of the existing cycle parking spaces within and surrounding the Market Square to less active frontages. Figure 13 below is taken from the Transport Statement Addendum and shows the existing and proposed spaces inside and outside of the red line boundary.

Within CQ?	Location	Current	Proposed	Change
Yes	Market Hill	20 spaces (west side of Market Square, adjacent to Great St Mary's Church)	No spaces	- 20 spaces
Yes	Market Hill	36 spaces (along northern frontage of the Guildhall)	52 spaces	+ 8 spaces + 8 cargo bike spaces
Yes	Peas Hill	80 spaces (within middle of pedestrianised area)	No spaces	- 80 spaces
Yes	Peas Hill	16 spaces (in footway adjacent to Giggling Squid)	10 spaces, relocated further to the east	- 6 spaces
Yes	Guildhall Street	34 spaces (within middle of pedestrianised area)	46 spaces	+10 spaces + 2 cargo bike spaces
Yes	Guildhall Street	None	2 cargo bike spaces near rear Guildhall servicing entrance	+ 2 cargo bike spaces
No	St Mary's Passage	76 spaces (adjacent to southern churchyard railings)	80 spaces	+4 spaces
No	St Mary's Street	26 spaces (north side of carriageway in bay)	12 spaces to west of current cycle parking	+12 spaces
No	St Edward's Passage	28 spaces (along southern side of St Edward Church churchyard)	No change (28 spaces)	No change
No	Guildhall Street	No spaces (under Lion Yard overhang)	22 spaces	+22 spaces
No	Guildhall Street	16 spaces (adjacent to Premier Inn entrance)	12 spaces	-4 spaces
No	Fisher Square	12 spaces	54 spaces	+ 42 spaces
Existing spaces within red line boundary				186
Proposed spaces within red line boundary				110
Difference within red line boundary				- 76 spaces
Difference outside of red line boundary				+ 76 spaces
Net difference				0 spaces

Figure 13: Existing and proposed cycle parking provision

- 15.3. As set out in the above table, 86 existing cycle parking spaces are to be removed from the pedestrianised area of Peas Hill which forms a busy pedestrian thoroughfare, with the 16 existing spaces adjacent to the Giggling Squid to be re-located and reduced to 10 spaces further to the east. There is also a net reduction in spaces within Market Hill itself, with the 20 existing spaces along its western edge to be removed and 16 additional spaces provided to the northern side of The Guildhall 8 of which would be cargo bike spaces.

- 15.4. The existing 34 spaces within the centre of Guildhall Street would be replaced by 46 spaces including 2 cargo bike spaces. An additional 2 cargo bike spaces would be provided near the rear Guildhall servicing entrance.
- 15.5. Overall, within the red line boundary there is a net loss of 76 cycle parking spaces, largely as a result of the removal of the large block within Peas Hill.
- 15.6. Whilst the loss of the cycle spaces within the red line is unfortunate, the applicants are proposing additional spaces outside, but in close proximity to the site. This includes 4 additional spaces within the bank of cycle spaces along St Marys Passage; 12 additional spaces to the bank in St Marys Street; 22 spaces under the Lion Yard overhang on Guildhall Street and 42 additional spaces within Fisher Square. There are currently 16 spaces adjacent to the Premier Inn hotel entrance, however, these are of a substandard size, the application aims to replace these with adequate sized spaces but would result in the loss of 4 spaces.
- 15.7. Figure 14 below is taken from the Design and Access Statement Addendum and shows the positioning of the existing and additional cycle parking outside the red line in relation to the application site.

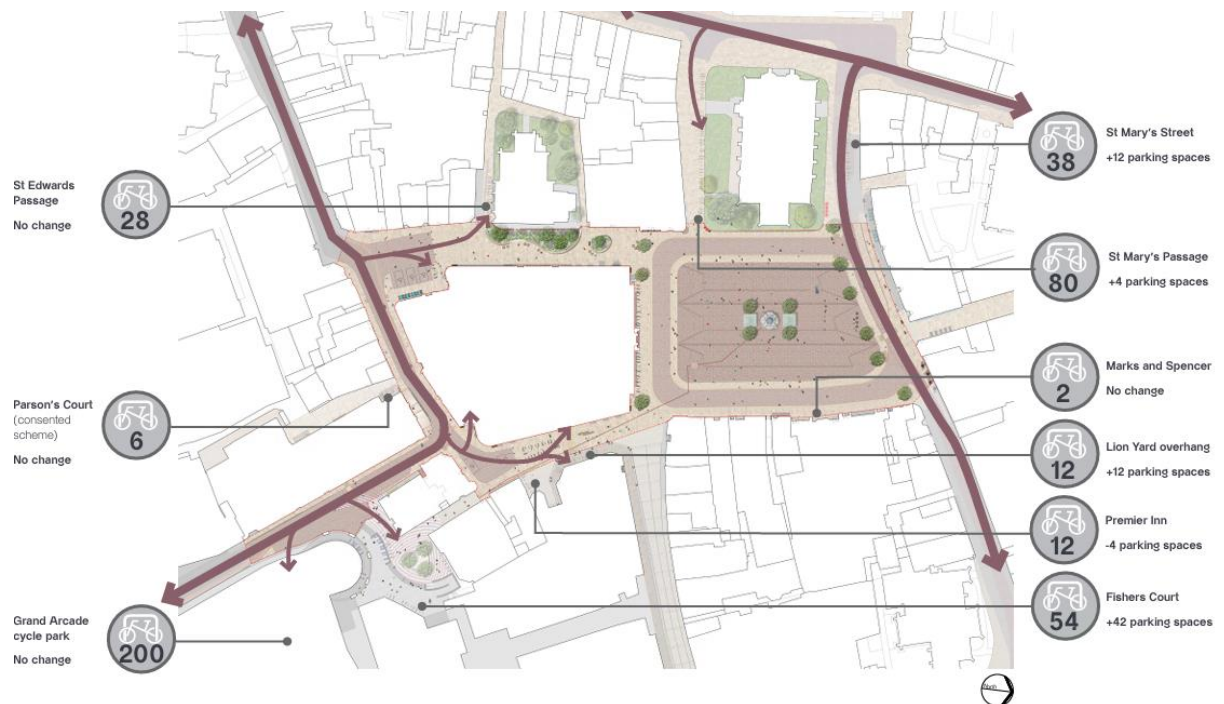


Figure 14: Location of existing and proposed cycle spaces outside the red line boundary

- 15.8. Overall 76 additional cycle spaces would be provided close to the application site with the spaces in Fisher Square being located the furthest

away from the site at approximately 35 metres from Guildhall Street and approximately 110 metres from Market Square.

- 15.9. There are also 200 cycle spaces within the Grand Arcade which is located approximately 68 metres from Wheeler Street/ Guildhall Street junction and approximately 150 metres from Market Square.
- 15.10. Officers understand that the demand for City Centre cycle parking is extremely high and the under provision of cycle parking is a city wide issue, however, it is not for this application alone to resolve this issue. Whilst it is unfortunate that there would be a loss of cycle parking within the red line, this is mostly due to the removal of the spaces along Peas Hill which currently adds clutter and obstacles and so it is considered their removal improves the public realm. The applicant has re-provided the loss cycle spaces to areas in a very short distance to the application site and overall there would not be net loss in spaces. In addition, 12 cargo cycle spaces would be provided which is welcome due to the lack of spaces in the city centre for non-standard size cycles.
- 15.11. The applicant has suggested that the provision of this “off-site” cycle parking can be secured by way of a Grampian condition, given that it is entirely within the highway boundary. Officers are content, given that the land is not within third-party ownership that a Grampian condition would be acceptable in this instance.
- 15.12. Subsequently, the development would provide not result in a loss of parking spaces within the immediate area and would include spaces for non-standard cycles. The proposed cycle parking, in number, accessibility and arrangement is compliant with policy 81 and 82 of the Local Plan.

Car parking

- 15.13. Since the March Committee, the blue badge parking provision has been altered, however, this is only in relation to location rather than number. The tracking shows that the spaces can be accessed and so there are no concerns to these minor amendments.

16. Other Matters

Lack of support from Traders

- 16.1. The fourth reason for deferral was concerning the lack of support from the Market Traders. As shown by the recent third party comments there is still a lack of support from the traders. Whilst it is noted that some third parties

welcomed the introduction of fixed open market stalls, there is still a concern regarding the 'kiosks', management plans, costs, and that it does not meet the needs and requirements of the traders.

- 16.2. Officers understand that the applicant has been in regular contact with the traders and their comments are why no further information regarding the demountable stalls has been able to be provided.
- 16.3. Many issues raised such as costs and management plans are not for the Local Planning Authority to consider and this would be for the applicant to resolve if planning permission is to be granted.
- 16.4. In terms of the temporary market, the applicants have been involved in pre-application discussions regarding this and both sides have been working to find a suitable solution. It is understood that a separate planning application for the temporary market is imminent, however, at time of writing this has not yet been submitted. Notwithstanding this, the impacts of construction on the traders are noted, however, as they are temporary it is not a matter for this application.
- 16.5. Whilst it is unfortunate that the applicants have not been able to gain support from the Traders, any material planning considerations raised by traders or other third parties have been considered in either the original report from March or above and officers are satisfied that the scheme is acceptable. It would be unreasonable to refuse a planning application solely on the basis of it receiving objection.

Reliance on conditions

- 16.6. The fifth reason for deferral was due to the reliance of conditions to overcome concerns raised. The majority of the conditions have remained from the previous report, however, it is considered that officers and consultees are now more satisfied that the finer details can be resolved by way of these conditions.
- 16.7. Paragraph 001 Reference ID: 21a-001-20140306 of the Planning Practice Guidance (PPG) states that when used properly, conditions can enhance the quality of development and enable development to proceed where it would otherwise have been necessary to refuse planning permission by mitigating the adverse effects. As such, there is no reason for some of the minor issues being resolved in this manner.
- 16.8. Policy DM6(1) of the NPPF (2026) states planning conditions should only be attached to planning permissions and other associated consents for development where they are necessary to make the development

acceptable; relevant to the development and to planning considerations generally; sufficiently precise to make them compliant and enforceable and reasonable in all other respects'. Both the original officer report and this addendum explain when each condition is requested. The applicant has agreed to these conditions.

- 16.9. Whilst it is accepted that it is unfortunate that some elements could not be resolved prior to committee and so would need to be dealt with by condition, officers are satisfied that the conditions proposed meet the six tests and have been used in the correct manner as per the PPG.

17. Third party representations

- 17.1. The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response
Relocation of traders during works	Concerns have been raised regarding any future relocation of the traders whilst the work is being conducted. The applicant has been in pre-application discussions with the LPA regarding a future planning application for the temporary market. As the works would be temporary officers do not consider this to be a matter for this application. Any temporary market may require separate planning permission which would be considered by the Local Planning Authority.
Financial Impact on Tax Payers	This is a matter for the City Council to consider and it is not a matter for the Local Planning Authority.
Insufficient Information	Concerns have been raised regarding the level of information. Officers consider that sufficient information has been submitted to make a decision.
Neighbour Impact	A third party comment raised concerns about disruption from 'events' in the Market Square. This had been discussed in section 19 of the original planning report (appendix C). The proposed amendments have not altered this consideration

Table 6 Officer response to third party representations

18. Planning balance

- 18.1. Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 18.2. Below is a summary of harm and benefits. Whilst not all elements have been fully considered within this addendum they have been considered within the original officer report (appendix C). For purposes of clarification and ease the whole balance is outlined below.
- 18.3. Summary of harm
- 18.4. The proposed development would significantly alter the character of the public realm within the site and whilst there is some level of subjectivity to this, harm has been identified in relation to the heritage assets. The level of harm varies between each of the heritage assets, however, a high level of 'harm' has been identified to the listed setts. In addition, a moderate level of 'harm' has been attached to the setting of the listed structures within Market Square and to the character and appearance of the Historic Core Conservation Area, with a low level of 'harm' to the setting of the nearby listed buildings that lie outside the site. The harm has been summarised within tables 4 and 5 of the report. Officers consider this should be given significant weight in the planning balance.
- 18.5. Whilst many of the issues raised by The Local Highways Authority have been resolved, a fundamental disagreement over the use of flush/shared surfaces remain. Taking on board the comments of the LHA, the RSA, the Accessibility Statement by Buro Happold, the RNIB comments and comments made by representatives of CamSight and Guide Dogs officers consider that the risk to highway safety has been mitigated and as such attribute a low additional risk to the safety of the public highway.
- 18.6. The development would result in a net loss of cycle parking spaces within the red line. However, additional cycle stands would be provided outside of the application boundary in close proximity to the site to balance out the loss and the scheme would provide spaces for non-standard cycles resulting in a net gain within the surrounding area only limited weight should be afforded to this.
- 18.7. Summary of benefits

- 18.8. The proposed works are considered to significantly improve the accessibility of the Civic Quarter, particularly for users with mobility impairments. The re-laying and treatment of the setts would allow for a more level, safer surface for the market area with reduced trip hazards and increased grip which benefits from a high footfall. The flush surface would remove the raised kerbs which results in barriers for those who use wheelchairs or other mobility aids. Due to the historic nature of Cambridge city centre there are large areas that are difficult to traverse for those with mobility disabilities and the development would introduce an inclusive space in a central location. It is considered that this should be given significant weight.
- 18.9. The proposal would result in a successful rationalisation of street furniture which would reduce the level of visual clutter within the street scene making for a more inviting public realm. The consistent paving across the space along with the removal of the concrete slabs on the listed surface of Market Square would allow for an increased legibility of the area. These visual improvements are considered to have significant weight.
- 18.10. Subject to sufficient management, the use of demountable stalls within the southern half of Market Square would result in a more flexible and open space which is beneficial to the designated public open space. As, the northern half of the site would contain more permanent fixed stalls, it is considered that this should be given moderate weight.
- 18.11. The works would result in additional greenery which in turn would create 0.25 habitat units which results in a limited biodiversity net gain. As it is considered that some limited planting could be achieved without the full development taking place, it is considered this should be given low-moderate weight.
- 18.12. Facilities within the site would be improved with increased surveillance and seating allowing for a more inviting space and creating an improved space to gather. As these works could be done without the whole redevelopment, officers attribute low weight to this benefit.

Overall

- 18.13. The proposal forms part of the wider Civic Quarter project, which aims to transform Cambridge's Market Square and surrounding civic spaces into a more inclusive, pedestrian-friendly environment. Key elements include relaying the listed paving setts to improve accessibility, introducing predominantly level high quality surfacing, and replacing the existing market stalls with a combination of permanent and demountable structures.

Although the site is heritage-rich and operationally complex, the scheme seeks to balance the needs of traders, visitors and servicing vehicles while creating a safer, more attractive civic space. Extensive pre-application discussions have taken place with the Local Planning Authority, Historic England and other stakeholders and recommended conditions would ensure the quality gap between the expectation of heritage experts and the outcome of current trial setts is lessened.

- 18.14. The project would significantly change the appearance and function of Market Square, introducing new surfacing, planting, rationalised street furniture and improved seating. While this would bring clear placemaking and accessibility benefits, it would also result in less than substantial harm to several heritage assets, including the listed setts, railings, and the setting of nearby listed buildings.
- 18.15. The Local Highways Authority has raised strong objections relating to the proposed flush, shared-surface design, but officers consider that low vehicle volumes lessen the relevance of government guidance on shared space creation as echoed by Buro Happold Inclusive Environments, particularly in the circumstance where vehicular traffic and pedestrian movements peak at different points in the day.
- 18.16. Despite some unresolved issues and the finely balanced nature of the proposal, officers conclude that the public benefits—including enhanced accessibility, improved market vitality, reduced clutter, increased flexibility of the space, and better overall public realm—outweigh the identified harms. The scheme is judged to improve the Civic Quarter’s functionality, inclusivity and long-term sustainability.
- 18.17. Taking all of the above into account, including the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, officers conclude that the proposal, whilst finely balanced, is acceptable and as such it is recommended for **APPROVAL**.

19. Recommendation

- 19.1. **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

20. Planning conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Prior to the commencement of development, details of the cycle parking outside of the red line of development shall be submitted to and approved in writing by the Local Planning Authority. The cycle stands shall be installed prior to any removal of the existing cycle stands within the application site.

Reason: To ensure appropriate provision for the storage of cycles (Cambridge Local Plan 2018 policy 82).

4. No demolition/development shall commence until the applicant, or their agents or successors in title, has implemented a programme of archaeological work, commencing with the evaluation of the application area, that has been secured in accordance with a Written Scheme of Investigation (WSI) that has been submitted to and approved by the Local Planning Authority in writing. For land that is included within the WSI, no demolition/development shall take place other than under the provisions of the agreed WSI, which shall include:
 - a. The statement of significance and research objectives;
 - b. The programme and methodology of investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works;
 - c. The timetable for the field investigation as part of the development programme;
 - d. The programme and timetable for the analysis, publication & dissemination, and deposition of resulting material and digital archives.

REASON: To safeguard archaeological assets within the approved development boundary from impacts relating to any demolitions or groundworks associated with the development scheme and to ensure the proper and timely preservation and/or investigation, recording, reporting, archiving and presentation of archaeological assets affected by this development, in accordance with national policies contained in the National Planning Policy Framework (2026).

5. No works, including preparatory works, shall commence on site until a traffic management plan has been agreed in writing with the Planning Authority. The principal areas of concern that should be addressed are:
 - i. Movements and control of muck away lorries
 - ii. Contractor parking
 - iii. Movements and control of all deliveries
 - iv. Control of dust, mud and debris, please note it is an offence under the Highways Act 1980 to deposit mud or debris onto the adopted public highway.

Reason: in the interests of highway safety in accordance with Policy TR6(4) of the NPPF.

6. Prior to the commencement of development, a Demolition and Construction Environmental Management Plan (DCEMP) shall be submitted to and approved in writing by the Local Planning Authority.

It shall include/ adhere to the following:

- a) A phasing and co-ordination programme, relative to other Civic Quarter works
- b) Contractor's parking and access arrangements for vehicles, plant and personnel including the location of construction traffic routes to and from the site, their signing, monitoring and enforcement measures.
- c) Control of dust, mud and debris on the highway.
- d) Construction and demolition (except for loading and unloading) shall be carried out only between 0800 hours to 1800 hours Monday to Friday, and 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless in accordance with agreed emergency procedures for deviation.
- e) Delivery hours for muck away, demolition and construction purposes. The hours submitted for approval shall include an assessment of the daily number and type of vehicles required and an

assessment as to how vehicles would safely access / exit the site include tracking / swept path analysis. The submission should include a highway safety audit / assessment to support the proposed times and include provision for banks person(s). The delivery times shall be carried out only within the agreed hours and shall at no time should any deliveries take place after 1300 hours on Saturdays and at no time on Sundays, Bank or Public Holidays, unless otherwise agreed in writing by the local planning authority in advance.

f) Prior notice and agreement procedures for works outside agreed limits and hours.

i) Site artificial lighting during construction and demolition including hours of operation, position and impact on neighbouring properties.

j) Screening and hoarding details.

k) Consideration of sensitive receptors.

l) A Community Liaison Plan to inform the community in respect of:

- the construction required to facilitate the development
- contractor point of contact, complaints procedures, including complaints response procedures

m) Membership of the Considerate Contractor's Scheme.

The development shall be undertaken in accordance with the agreed plan.

Reason: To safeguard the safety, health and quality of life of existing residential occupiers and users of the City centre in accordance with policies 35, 36 and 56 of the Cambridge Local Plan 2018 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

7. No development above ground level shall commence until a scheme for the provision and implementation of foul water drainage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in full in accordance with the approved details prior to the occupation of any part of the development or in accordance with an implementation program agreed in writing with the Local Planning Authority.

Reason: To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage (Cambridge Local Plan 2018, policies 32 and 33).

8. No development above ground level, shall commence until a surface water drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority.

The scheme shall subsequently be implemented in full in accordance with the approved details prior to the occupation of any part of the development or in accordance with the implementation program agreed in writing with the Local Planning Authority.

Reason: To ensure appropriate surface water drainage and prevent the increased risk of flooding (Cambridge Local Plan 2018, policies 31 and 32)

9. No development above ground level shall take place until a Wayfinding Strategy for the public realm within the site has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall include details of the location, design, content, materials and implementation of wayfinding signage and markers within the site, including measures to support inclusive access and navigation and its integration with surrounding pedestrian routes and public transport connections.

The approved Wayfinding Strategy shall be implemented prior to the first use of the public space and retained thereafter in accordance with the approved details.

Reason: To ensure the provision of clear, legible and inclusive navigation within the public realm and the creation of a high-quality, accessible public space, in accordance with Policy 56 (Creating Successful Places) and Policy 59 (Designing landscape and the public realm) of the Cambridge Local Plan 2018.

10. No development above ground level, other than demolition, shall commence until a hard and soft landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following:

- a) proposed finished levels or contours; car parking layouts, other vehicle and pedestrian access and circulation areas;
- b) hard surfacing materials, including size, shape, texture/tactility, durability, colour,
- c) Street furniture and artifacts (including refuse and cycle storage);
- d) planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, species, plant sizes and proposed numbers/densities where appropriate;

- e) Details of the green roof planting and an adequate maintenance strategy
- e) an implementation programme.

The development shall be fully carried out in accordance with the approved details. If within a period of 5 years from the date of planting of any trees or shrubs, or 5 years from the commencement of development in respect of any retained trees and shrubs, they are removed, uprooted, destroyed, die or become seriously damaged or diseased, replacement trees and shrubs of the same size and species as originally planted shall be planted at the same place in the next available planting season, or in accordance with any variation agreed in writing by the Local Planning Authority.

Reason: To ensure the development is satisfactorily assimilated into the area and enhances biodiversity (Cambridge Local Plan 2018 policies 55, 57, 59 and 69).

11. No development, above ground level, other than demolition, shall commence until full details, including samples made available to officers, of the hard surfacing materials to be used on the shared surface along Market Hill. This shall include details of the size, shape, texture, durability and colour of the surfacing for the carriageway and the footway and any proposed tactile paving. This shall also include testing of the visual contrast of the proposed materials in different weather and lighting conditions.

Reason: to ensure there is suitable delineation of the proposed carriageway and footways on the shared surface in the interests of improving accessibility and maintaining highway safety in accordance with Policy TR6(4) of the NPPF

12. No development, other than demolition and enabling/ utility diversion works shall take place until a detailed scheme for the approved rainwater harvesting and recycling strategy has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include relevant drawings showing the location of the necessary infrastructure required to facilitate the water reuse. The development shall be carried out and thereafter maintained strictly in accordance with the approved details.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018

Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

13. No development, other than demolition and enabling/ utility diversion works shall take place on Market Square shall take place until details of the underground bins shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the above ground appearance and operational specification including estimated timings needed for servicing. The bins shall use a hydraulic lift system and shall not require the use of cranes. The bins shall be installed in accordance with the approved plans.

Reason: To protect the character and appearance of the area, protect or enhance the heritage assets and ensure that collection of the bins would not impact the safety of the public highway (Cambridge Local Plan 2018 policy 55, 56, 59 and 61 and paragraph 116 of the NPPF 2024)

14. Prior to the commencement of works affecting the Grade II listed fountain and its immediate setting, a Fountain Reinstatement Enabling Strategy shall be submitted to and approved in writing by the Local Planning Authority.

The Strategy shall demonstrate how the proposed public realm works have been designed to safeguard the future reinstatement of the fountain as a functioning water feature and shall include:

- a. Details of all ductwork, service routes and associated infrastructure to facilitate a future water supply, drainage and power connection;
- b. Details of the location and termination of all enabling infrastructure;
- c. An assessment of potential locations for the future accommodation of the necessary plant and associated equipment, including consideration of existing and proposed below-ground spaces where appropriate;
- d. Details of any infrastructure to be incorporated within the current works to minimise the need for future intervention to the reinstated public realm or historic fabric of the listed fountain;
- e. A statement demonstrating how the proposed works safeguard the long-term opportunity for the fountain to be returned to operational use.

The approved enabling infrastructure shall be installed as part of the approved public realm works and thereafter retained.

Reason: To safeguard the long-term conservation and significance of the Grade II listed fountain, to preserve the historic relationship between Hobson's Conduit and the Market Square, and to ensure that the current public realm works do not prejudice the future reinstatement of the fountain as a functioning water feature, in accordance with Policies 55, 56, 58, 59 and 61 of the Cambridge Local Plan (2018).

15. No fixed market stall shall be installed until details of the external materials to be used in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. This shall include the proposed materials, colour palette, details of solar panels and details of ventilation chimney. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 and 61).

16. Notwithstanding the approved plans, no security gates shall be installed until details of the proposed gates have been submitted to and approved in writing by the Local Planning Authority. The details shall include the location of the gates, materials, design and colour. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 and 61).

17. No demountable stalls, canopies or other furniture shall be used until details of the proposed have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 and 61).

18. Prior to the installation of any new artificial lighting, a proposed lighting plan and supporting Character-Based Lighting Strategy shall be submitted to and agreed in writing with the local planning authority.

The Character-Based Lighting Strategy shall explain the design principles underpinning the proposed lighting scheme and demonstrate how the lighting design responds to the civic, historic and surrounding streets. It shall also demonstrate how the lighting proposals balance the operational requirements for highway and pedestrian lighting with the objectives of creating a high-quality, inclusive and legible public realm whilst minimising visual clutter.

The Lighting Plan shall include:

- a. Details of the types of lighting including their appearance;
- b. The location of new lighting;
- c. The method of lighting (including luminaire type / profiles, mounting location / height, aiming angles / orientation, angle of glare, operational controls, horizontal / vertical isolux contour light levels and calculated glare levels to off-site receptors)
- d. The extent/levels of illumination over the site and on adjacent land;
- e. The predicted lighting levels at the nearest light sensitive receptors.

All artificial lighting must meet the 'Recommended Maximum Values of Light Parameters for the Control of Obtrusive Light', contained within the '*Institute of Lighting Professionals (ILP) - Guidance Note 01/21: the Reduction of Obtrusive Light - GN01/21*', (or as superseded).

The lighting and any mitigation scheme shall be carried out as approved and shall be retained as such.

Reason: To ensure that the lighting would have an acceptable impact on the character and appearance of the area and protect or enhance the heritage assets and to minimise the effects of light pollution on the surrounding area (Cambridge Local Plan 2018 policy 34, 55, 56, 59 and 61)

19. Prior to the commencement of use of the outdoor external open to air events / entertainment space to the front of the Guildhall a noise impact assessment and an Outdoor Event / Entertainment Space Noise Mitigation, Control and Management Plan / Strategy for the said events / entertainment space shall be submitted to and approved in writing by the local planning authority. Any such Noise Mitigation, Control and Management Plan / Strategy shall have regard to but not exhaustively the following:
 - a. Details about and the purpose of any Mitigation, Control and Management Plan / Strategy Noise Management Strategy

- b. Management Arrangements for Events
- c. Preliminary Site Feasibility Study – Event Boundary Area
- d. Nature / type of uses and events to be held
- e. Typical Events Outline / Programming – Hours of Use
- f. Premises Licences – any relevant conditions under the Licensing Act 2003
- g. Sources of Noise (Sound Systems / Plant Equipment & Machinery)
- h. Setting Up, Dismantling of Events Stalls / Furniture / Stages etc Typical Hours
- i. the general permitted times for the Build (set-up) and Strike (de-installation) periods for structures
- j. Vehicle movements and timings
- k. An event specific Noise Risk Assessment is expected for all external concerts / film events and similar outdoor events
- l. Permitted Noise Levels at Noise Sensitive Receptors (NSRs) – based on frequency of events etc Predicted Receiver Levels - guidance contained within The Noise Council: 'Code of Practice on Environmental Noise Control at Concerts- Code of Practice for Concerts 1995 or similar
- m. Low Frequency Noise Considerations e.g. bass beats
- n. Sound System Design, Layout and Setup – noise mitigation / control generally
- o. Wider Sound Management – including third party amplification equipment and percussion instruments such as drum kits and use of independent generators
- p. Sound Checks and Rehearsals
- q. Noise Control Monitoring (Receptor Locations and Expected Noise Monitoring Positions)
- r. Is a sound engineer / noise consultant required
- s. Procedure for Responding to and Dealing with Complaints – dedicated point of contact
- t. Local Authority and Local Resident Liaison Arrangements
- u. People / Crowd Noise
- v. Post Event Reporting
- w. Periodic Review Provisions for any Noise Mitigation, Control and Management Plan / Strategy

The approved Outdoor Event / Entertainment Space Noise Mitigation, Control and Management Plan / Strategy shall be carried out and implemented as approved and retained as such. Any approved Plan / Strategy shall also be reviewed periodically in writing and at the request of the Local Planning Authority.

The use of the area for events/ entertainment including setting up and dismantling shall only be permitted between the hours of 07:00 and 23:00 hours.

Reason: To protect / safeguard the health and quality of life (amenity) at existing premises in accordance with Policies 35 (noise and vibration) of the Cambridge Local Plan 2018.

20. Prior to the completion of the proposed development, or as soon as reasonably practicable after completion, evidence in the form of the BREEAM Wat01 water efficiency calculator shall be submitted to and approved in writing by the Local Planning Authority. Such evidence shall demonstrate the achievement of no less than 5 Wat01 credits. The development shall be carried out and thereafter maintained strictly in accordance with the agreed details set out within the BREEAM Wat01 water efficiency calculator.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020)

21. Prior to any part of the proposal being opened to the public, a Public Realm and Market Management and Maintenance plan shall be submitted to and agreed in writing by the Local Planning Authority and the development shall be carried out in accordance with the approved plan.

Reason: to ensure the site is well managed and does not give rise to significant risks to the users public highway (Cambridge Local Plan policies 55, 56 and 61 and Policy TR6(4) of the NPPF)

22. No works to existing public art shall occur until a plan detailing how the statues would be removed, stored and returned to their existing locations has been submitted to and agreed in writing with Local Planning Authority. The works shall be carried out in accordance with the approved plan.

Reason: To protect the existing pieces of public art and ensure they are incorporated back into the development (Cambridge Local Plan policies 55 and 56).

23. No additional pieces of public art shall be installed until details of the proposed art work have been submitted to and approved in writing by the Local Planning Authority. The details shall include the details of the art, location within the site and the management and maintenance. The works shall be carried out in accordance with the approved details.

Reason: to ensure any public art enhances the development (Cambridge Local Plan policies 55 and 56).

24. Before the development is first occupied or brought into use a landscape maintenance and management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, shall be submitted to and approved in writing by the local planning authority. The landscape management plan shall be carried out as approved.

Reason: To ensure that before any development commences an appropriate landscape and ecological management plan has been agreed (Cambridge Local Plan 2018 policies 57, 59 and 70).

25. If unexpected contamination is encountered during the development works which has not previously been identified, all works shall cease immediately until the Local Planning Authority has been notified in writing. Thereafter, works shall only restart with the written approval of the Local Planning Authority following the submission and approval of a Phase 2 Intrusive Site Investigation Report and a Phase 3 Remediation Strategy specific to the newly discovered contamination.

The development shall thereafter be carried out in accordance with the approved Intrusive Site Investigation Report and Remediation Strategy.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety (Cambridge Local Plan 2018 policy 33)

26. All paved areas within the Market Square that abut the public highway shall be constructed with levels and falls designed to ensure that no surface water from private land drains onto or across the public highway. Where such levels cannot be achieved, appropriate physical measures shall be installed to prevent surface water discharging onto the public highway. The arrangements shall thereafter be retained and maintained.

Reason: in the interests of highway safety in accordance with Policy TR6(4) of the NPPF (2024).

27. The ecological mitigation shall be carried out in full in accordance with the details contained in Preliminary Ecological Appraisal Version 2.0 dated 23 October 2025 by MKA Ecology. The ecological measures shall thereafter be retained for the lifetime of the development.

Reason: To conserve and enhance ecological interests. (Cambridge Local Plan 2018, policy 57, 59 and 70)

Informatives

1. As the Market Square includes uses that are intended to be run as or includes food type businesses, the applicant is reminded that under the Food Safety Act 1990 (as amended) the premises / uses will need to register with Cambridge City Council, as required by law. In order to avoid additional costs, it is recommended that the applicant ensure that the kitchen, food preparation and foods storage areas comply with food hygiene legislation, before construction starts. The applicant is advised to contact the Commercial Team, Environmental Health & Public Safety, Communities at Cambridge City Council on telephone number (01223) 457890 or email commercial@cambridge.gov.uk for further information / advice etc
2. A premises licence may be required for parts of this development (External Open to Air Events / Entertainment Space) in addition to any planning permission. The applicant is advised to contact The Licensing Team, Environmental Health & Public Safety, Communities at Cambridge City Council on telephone number (01223) 457890 or email licensing@cambridge.gov.uk for further information / advice etc.
3. To satisfy and discharge Environmental Health conditions relating to artificial lighting, contaminated land, noise / sound, air quality and odours / fumes, any assessment and mitigation shall be in accordance with the scope, methodologies and requirements of relevant sections of the Greater Cambridge Sustainable Design and Construction SPD, (Adopted January 2020) <https://www.cambridge.gov.uk/greater->

cambridge-sustainable-design-and-construction-spd and in particular section 3.6 - Pollution and the following associated appendices:

6: Requirements for Specific Lighting Schemes

7: The Development of Potentially Contaminated Sites in Cambridge and South Cambridgeshire: A Developers Guide

8: Further technical guidance related to noise pollution

4. In the event that the Planning Authority is so minded as to grant permission for the proposals, please add an informative to the effect that the granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with the Public Highway, and that a separate permission must be sought from the Highway Authority for such works.
5. Where the Highway Authority identifies any element as nonstandard, a commuted sum shall be payable by the developer in accordance with the Cambridgeshire County Councils Commuted Sums Policy, adopted on 7th March 2023. The commuted sum must be agreed and paid in full prior to the completion of the relevant highway works
6. No planting shall take place within the limits of the public highway unless the prior written consent of the Highway Authority has been obtained. Where the Cambridge City Council undertakes or arranges any such planting, it shall be responsible for the ongoing maintenance of that planting in accordance with the requirements of Section 96 of the Highways Act 1980.

This page is intentionally left blank



The Greater Cambridge Design Review Panel

Pre-application ref: PPA/25/0005

Cambridge Civic Quarter

Thursday 26 June 2025, In-person meeting

Confidential

The [Cambridgeshire Quality Charter for Growth](#) sets out the core principles for the level of quality to be expected in new development across Cambridgeshire. The [Greater Cambridge Design Review Panel](#) provides independent, expert advice to developers and local planning authorities against the four core principles of the Charter: connectivity, character, climate, and community.

Attendees

Panel Members:

Russell Brown (Chair) – Architect and Founding Partner at Hawkins Brown Architects - Character

Fiona Heron – Founder at Fiona Heron Limited - Character – Landscape

Helen Goodwin - Head of Programmes at Design Southeast – Community

Joel Gustafsson - Director at JG Consulting – Climate

Anne Cooper - Director at AC Architects – Character Conservation

Teri Okoro – Director and chartered architect – Inclusive Design

Applicant and Design Team

In-Person Attendance:

David Roberts, Director Cartwright Pickard Architects

Richard Griffiths, Associate, Cartwright Pickard Architects

James Pickard, Director, Cartwright Pickard Architects

John Mason, Associate, Carter Jonas

Paul Belton, Head of Planning and Development East – Carter Jonas

Jon Burgess, Director, Planning and Heritage, Turley

Sarah Potter, Associate LDA

Kirsty McMullen, Director, KMC

Nadya Lokhmotova, Senior Passivhaus Consultant, Max Fordham

Benedict Binns, Assistant Director | Housing & Regeneration Leader, Cambridge City Council

Online attendance:

Tom Conlon, Client – Cambridge City Council

Louise Bradley – Practice Director – ECF

LPA Officers:

Tom Davies – Senior Urban Designer and DRP Manager

Bana Elzein – Principal Landscape Architect - online

Maxine Ross – DRP/Business Support Officer

Egle Packauskaite – Urban Designer

Mary Collins - Senior Planner

Mark Taylor – Access Officer - online

Christian Brady - Historic Environment Team Leader - online

Rosa Teira Paz - Inspector of Historic Buildings and Areas, Historic England

Declarations of Interest

The DRP manager asked if there were any Declarations of Interest for DRP members. Russell Brown informed members that Hawkins Brown had bid for the feasibility study, and then the further design work for the Civic Quarter. Joel Gustafsson informed members that he had worked for Max Fordham for several years. The panel agreed that these declarations by the panel members were not conflicts of interest.

Inclusive Design / Accessibility

The panel member specialist agreed that the inclusive vision is welcomed; access should be a holistic aim, for everybody, not only disabled people. Everyone should be able to access the toilets at the Guildhall, this needs to be carefully thought through. Decluttering the circulation routes by introducing shared surfaces is supported. The treatment of the ground plain is important for people with visual impairments; colour contrasts can help the identification of different areas of use. It is important to design seats for people of all abilities, preferably including seats with backs and arm rests.

Clear, predictable, legible layouts are important for neurodivergent users. The designers need to be to consider overstimulation, in what will be a busy market area, and to provide options for quiet & calm zones.

Training and education are needed to improve cyclist behaviour, which will take time to be implemented. Sound and noise are important considerations around the design of large-scale public spaces. Wayfinding will be critical, to help everyone to use and move around the transformed, civic buildings. Colour could be used to support this.

Sustainability

The panel member specialist was pleased for the proposals for the Guildhall. In the short time allocated he could only raise some technical issues, such as the use of vapour closed walls for preventing moisture damage in buildings.

For the Guildhall roof, he raised queries about visual and noise impact from enclosed ASHPs. He has previously raised concerns about the availability of free air around enclosed equipment. Could some of the equipment be moved to the basements to reduce impact on the skyline?

He is concerned about underfloor cooling for the Corn Exchange spaces. The hot air in crowded spaces, coming against cold surfaces, could cause moisture and safety issues.

Customisation of the permanent / temporary market stalls is important. At Camden market, for instance, the stalls are too uniform.

The growing popularity of E-scooters creates street clutter and are a nuisance; they are as important to consider as cyclists. Operators will find ways of introducing these around the market square and so they need to be designed into the plans.

Energy considerations for the market operations. This is an opportunity to remove the trader's need for the use of propane gas. Provide traders could be with power and there is the opportunity for installing a microgrid. This is a cost-effective solution for the Council.

The fountain could be celebrated as a congregation meeting point. It is currently sad looking. Running water is needed for this to make it truly operational again. This is an issue given the water scarcity in Cambridge. Could potable mains water from a starting point at the fountain to provide drinking water and be recycled as greywater?

Nadya Lokhmotova explained that the Guildhall has been thermally modelled and that there are areas where the cavity is bridged so that a consistent wall build up is not possible.

Character

The panel member specialist was concerned about the proposal for permanent structures on public open space, and in terms of the market proximity to prime retail estate in the City Centre. What is the view of shop owners and landlords around the changes to the market? Would people going to the Market Square be using the toilets in the shops? Given the increased number of food stalls in the market, will the Guildhall have enough WCs provision? She had concerns about the balance of the number of hot food stalls in comparison to more traditional traders.

The applicant team explained that the current proposals retain the current balance of traders, so that no more hot food stalls are planned. The Council has been talking extensively to the major landowner around the square and the proposals are welcomed and not seen as reducing rental values.

The panel member specialist felt the proposal for updated ground surfaces is very positive. She agrees that there is a lot of clutter (cycle racks) and street furniture and kerbs on Peas Hill and around the Guildhall, which is off putting. The sequence of spaces created on Peas Hill is still unclear. Could the Guildhall entrance and existing café (located on Peas Hill) be opened up more to the public realm at Peas Hill? At the moment, these spaces feel closed off. Could this entrance area relate more to the built context of Peas Hill? There needs to be a better connection through from the Market Square to the Corn Exchange.

Conflicts between pedestrians and cyclists are of concern, as cyclists follow desire lines and use short cuts to go from Trinity Street/Kings Parade to Peas Hill. Intercepting these cycle routes is sensible. Currently, there is a problem of lack of enforcement for poor cycling behaviour. The provision of cycle parking (short/long stay) needs to be integrated across Cambridge.

The proposals for the Guildhall are supported. The panel understands that the building needs to be revitalised to come back into viable use, both as office space for the council, and to become a fully functioning community space. The roof extension on the 4th floor is in a logical location and is an appropriate design. There are still concerns about the design and extent of the plant screening. Its impact needs to be modelled and reviewed, in the long views across the Square, and the screening reduced in height and extent. and pushed back from the main façade as far as possible.

The panel member specialist agrees that being radical in the transformation of the Guildhall will be critical to its future success. She understands the need to re-invigorate the spaces and for the whole building to work together. The addition of PV panels is supported, and the panel understands the need for mechanical ventilation and cooling in a changing climate.

The proposals for the Corn Exchange are welcomed. The proposals to remove the refuse store and introduce a new bar in Parsons Court are strongly supported. Could some of the courtyard be covered with a canopy to extend its use in winter?

The proposals are seen as broadly sympathetic. It is important to provide accessibility in as much of the venue as possible. There remains a concern that exiting out (at the end of an event) on to the narrow pavement of Corn Exchange Street can be dangerous, without the proposed traffic calming in this street.

James Pickard responded that there had been extensive discussions about both buildings with Historic England. Adapting the furniture in the main council chamber was difficult, in order to achieve full accessibility. The key views from the Market Square were being modelled. The building will need to have cooling, and this requires extensive mechanical ventilation at roof level. This is also required to deliver the net zero targets in operation. There are also lift overruns for the new lifts to be considered on the roofline.

He further explained that lightwells/atria can be really beautiful additions to a building, helping a building to become welcoming and friendly, replacing corridors, and aiding wayfinding. A good example is Lambeth City Offices.

Landscape character

The panel member specialist commented that the relationship between inside and outside will be key – e.g. between the Guildhall café and the public realm. It could be interesting to look at the fountain as a meeting point; it is important to give places a function.

Consolidating and removing the clutter is strongly supported; a lot of the cycle racks are not being used or are broken; stripping away disused material internally and externally would be a major benefit.

How do the outdoor stalls and the spaces around the Square relate to the existing context of the neighbouring buildings? The Market Square's character does not come across yet. It should be an exemplar public open space; providing a strong vision for what this will feel like is key. What is the character of the market stalls; are they all different, are they customisable? Do they possess a unity yet individuality eg; like the beach huts at Brighton? At the moment, the designs look heavy and permanent. Holding onto the spirit of what exists currently could help!

There is an inherent conflict between the Square's history as the civic centre of Cambridge, and its use as a market. Bringing out the market character is crucial; a lightness of touch is key. The stalls should not compete with the surrounding buildings. It is important for the stalls to celebrate the context and not create something new and ubiquitous, that dominates the market square rather than being sympathetic to the buildings.

What is the tree strategy? The planting should respond to orientation, location, purpose, proximity to the church and building entrances? Why are trees where they are? The current location of trees does not echo the forms of the spaces or establish a clear character for the new spaces. The bike stands need to be designed as an element of the landscape, not as an obstacle.

The panel member specialist raised the issue with the setts. Is there a strategy as to how they go back? Should they reinforce the axis or reflect a pattern? Could they be

used to create new routes and support wayfinding and did they need to echo a certain drainage pattern?

A cycling strategy is important, perhaps a linear approach is best to have one simple cycle route.

At the moment, the fountain is innocuous/almost hidden. Perhaps the covered seating could embrace the fountain. Should the covered dining area relate to the fountain? Why is the dining area where it is? Should it be the focal point?

The orientation of the stalls does not appear to be resolved. How do they link with the other spaces? There needs to be an exploration of the context, and where shapes/forms of spaces come from. Why are things where they are? Could there be any reference to historical precedents? The market stalls need to be lightweight and relate to the routes.

The design of the lighting will be important, both for the market and the surrounding buildings. Currently the proposals are somewhat generic and potentially feel like 'anywhere'; there needs to be more of a focus on the characterisation of the new spaces and place making and how they relate uniquely to this important and individual and unique Cambridge open space.

Community

The panel member specialist spoke about what will be the 'life of the place'. The design needs to consider what a market is as a place of gathering historically? The design team should do a drawing of the market square as a node in the city centre with a focus on people's movements and activities. Who is coming here and how do you draw tourists here from King's Parade to the Market Square? A market is historically a place of exchange. This is an important project for the whole of the city centre. How can you make the market and the two cultural venues a 'honey pot', and a catalyst for activity at the heart of the city?

There is a great opportunity to give the Guildhall a renewed presence, be a gem and become, like London's Festival Hall, Cambridge's 'living room' that is not part of the University ownership. It would be great if the Cambridge Museum moved here to provide an added attraction, so that visitors could see the bigger picture of Cambridge's development.

The messy, convivial nature of a market is a key quality. It is the one place in Cambridge that does not need curating, it should have a temporary feel. It will be a challenge to incorporate permanent stalls while holding onto the everydayness and provisional feel of a market. St Albans Town Hall which has a museum, gallery and café is a useful precedent for the transformation of the Guildhall.

James Pickard agreed that the market needed to become the "honeypot" in the City Centre. The project was looking to halt the spiral of decline, sorting out the bike parks, the bins, the illegal parking and the uneven surfaces. The aim is to make the market much more accessible, to give it back to the locals, encourage families to visit with new events and to extend the timetable and uses of a new public realm.

The panel member specialist added that she understands that the Council wants to "clean up" the market but its messiness and conviviality can be an asset, and it must not get too sterile. It needs to maintain its distinct nature; it should be the one place in Cambridge that does not need curating. It needs to feel like a market and hold on to its sense of impermanence. The panel member specialist made an additional suggestion that Barking Town Square incorporates an arboretum, with 40 native trees, and that this helps define a separate character from the open marketplace.

Chair's Summary

Where the proposals reduce the impact of the traffic, cyclists, and the (illegal) parking around the Corn Exchange they are to be welcomed. The proposals to dramatically improve circulation in the foyers and access to the bars, will really transform the visitor experience. The proposals to clear the refuse storage out of

Parsons Court and introduce a new bar, and better access, will be a really positive improvement.

The proposal to extend the Guildhall at 4th floor are logical and a positive step. The panel is still concerned about the loss of the Council Chamber use (and furniture). This would seem to lose some of the building's civic value and its meaning as a focus of democracy. The applicant is urged to look at this again and to perhaps find clearer, more focused uses that support the business plan for each of the large spaces in the Guildhall.

There is an inherent conflict between the nature of a civic space as rational, permanent, open and the attractive impermanence, unpredictability that characterises a marketplace. This conflict is crystalised around the retention and re-use of the fountain. Although it has historic value, the applicant could look to relocate the fountain outside of the market, where it could become a happier focus of a calmer, greener public space. The drawings showing the empty space around the fountain, and the placing of the covered dining area away from the fountain are evidence of this mismatch.

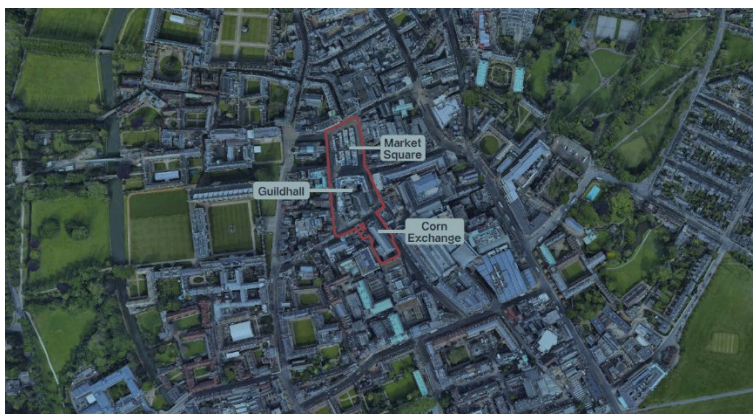
The design of the permanent (and impermanent) market stalls is crucial, they need to touch the ground 'lightly' and retain the feel of impermanence, adaption, variety that are the nature of markets.

The cycling routes, cycle parking, vehicle access and parking all need careful and visible management in the future. This will require proper funding and political support for the day-to-day management of these spaces,

The panel feel the public realm around the Guildhall could be bolder in design and characterisation. The clutter needs to be removed to create clearer spaces, the parking needs to be included and managed but the design is not 'exemplar' yet. The spaces could be better defined by more planting (including more trees) and landscaping could be used to 'intercept' the speeding cyclists. Responding to the surrounding buildings could help this process.



Existing birds eye view of the Cambridge Civic Quarter – extracted from Cambridge Civic Quarter DRP presentation (June 2025)



Location Plan – extracted from Cambridge Civic Quarter DRP presentation (June 2025)





The Guild Hall, Market Place and the Corn Exchange – extracted from Cambridge Civic Quarter DRP presentation (June 2025)

3.8 4th Floor Extension and Roof Plant Screen

4th Floor Extension

- The proposed fourth floor extension will extend the office provision from the existing stair core on Peas Hill and connect to a second core (south Peas Hill) by extending the stair from third floor.
- In reference to the existing fourth floor, the proposed massing will be recessed behind the existing parapet across each elevation, turning at the south corner as it does on the lower levels.

Roof Plant Screen

- Panels are a repeated modular design using bronze effect metal finish to match the existing metalwork.
- Articulation in the panels are created from framing around an inset panel, in the same metal finish.

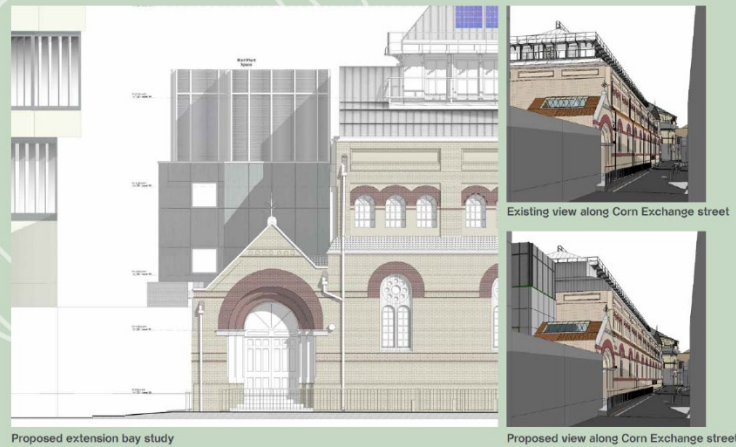
Peas Hill Elevation

3D view - Roof plant screen and 4th floor extension

4th Floor Bay Study

The Guild Hall proposals – extracted from Cambridge Civic Quarter DRP presentation (June 2025)

4.7 Climate - 3rd Floor Extension



The Corn Exchange proposals – extracted from Cambridge Civic Quarter DRP presentation (June 2025)

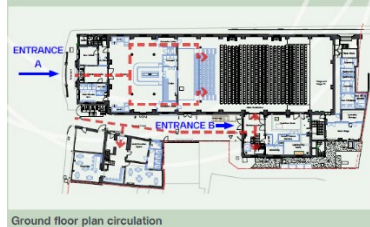
4.8 Community - Creating a destination

Parson's Court

Utilising the Parson's Court as an alternative 'Entrance B' for ticket holders to alleviate the pressure from the main 'Entrance A'.

We're creating an outdoor social space by relocating the current refuse bins and upgrading the ground surface. Evacuation modelling shows the space can also accommodate a food truck to supplement the F&B offer.

Users of the Corn Exchange will be able to use this space before, during and after shows.

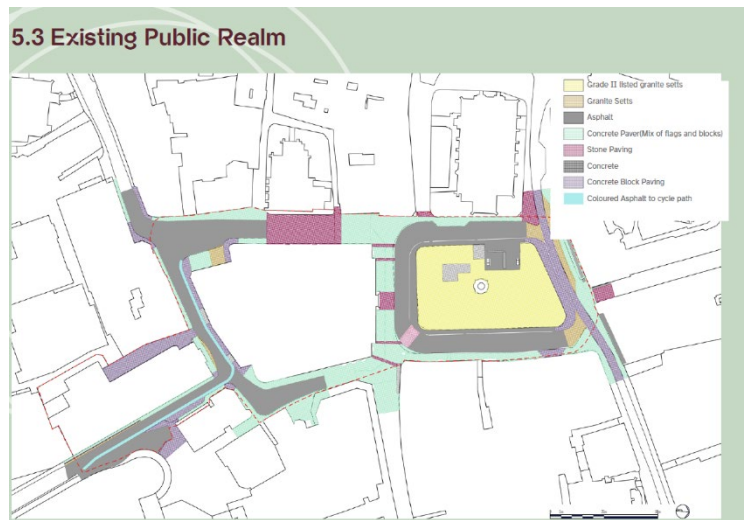


Ground floor plan circulation



Parson's Court

The Corn Exchange proposals – Parson's Court - extracted from Cambridge Civic Quarter DRP presentation (June 2025)



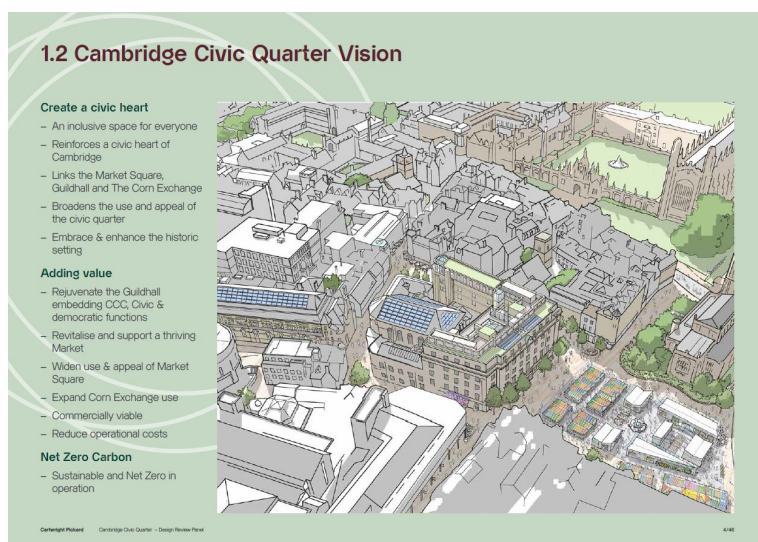
*The Market Square – existing public realm - extracted from Cambridge Civic Quarter
DRP presentation (June 2025)*



*The Market Square layout proposals – layout - extracted from Cambridge Civic
Quarter DRP presentation (June 2025)*



*The Market Square layout proposals – CGI - extracted from Cambridge Civic Quarter
DRP presentation (June 2025)*



*The Cambridge Civic Quarter Vision - extracted from Cambridge Civic Quarter
DRP presentation (June 2025)*

Disclaimer

The above comments represent the views of the Greater Cambridge Design Review Panel and are made without prejudice to the determination of any planning application should one be submitted. Furthermore, the views expressed will not bind the decision of Elected Members, should a planning application be submitted, nor prejudice the formal decision-making process of the council.



Ministry of Housing,
Communities &
Local Government



Department
for Transport

Kit Malthouse MP

Minister of State for Housing and Planning

***Ministry of Housing, Communities & Local
Government***

Fry Building
2 Marsham Street
London
SW1P 4DF

Tel: XXXXXXXXXX

Email: XXXXXXXX@XXXXXXXXXX

www.gov.uk/dclg

Nusrat Ghani MP

Parliamentary Under Secretary of State

Department for Transport

Great Minster House
33 Horseferry Road
London
SW1P 4DR

Tel: XXXXXXXXXXXXXXXX

Email: XXXXXXXXi@XXXXXXXXXX

www.gov.uk/dft

28th September 2018

Dear Chief Executive

Shared space schemes

We are writing to clarify the approach that should be taken to shared space schemes following the publication of the Department for Transport's Inclusive Transport Strategy and the Ministry for Housing, Communities and Local Government's National Planning Policy Framework in July.

Creating places that are attractive and work well for everyone should be a central goal of street design, whether as part of new developments or through improving existing areas. As part of this, we need to secure a step-change in how we design streets and communities that are accessible and inclusive for all.

The National Planning Policy Framework emphasises the importance of prioritising walking and cycling, and addressing the needs of people with disabilities and reduced mobility. The Inclusive Transport Strategy covers a number of issues, including the design, function and use of shared space, which is one approach which has been used to create attractive places and reduce the dominance of motor traffic.

In response to concerns raised about shared space and navigability, the Inclusive Transport Strategy asked local authorities to pause the introduction of new shared space schemes that feature a level surface, and which are at the design stage. This therefore does not apply to

development schemes that are currently at the planning application stage or beyond. For the avoidance of doubt, a level surface is a design feature in which the level difference between the footway and the carriageway is removed. The request to pause such schemes has led to a number of enquiries from developers, practitioners and planning authorities.

While authorities need to ensure that all schemes are designed with the needs of different users in mind, and satisfy their obligations under the equalities legislation, the focus of the pause is on level-surface schemes in areas with relatively large amounts of pedestrian and vehicular movement, such as high streets and town centres (outside of pedestrian zones). The pause does not apply to streets within new residential areas, or the redesign of existing residential streets with very low levels of traffic, such as appropriately designed mews and cul-de-sacs, which take into account the relevant aspects of the National Planning Policy Framework and associated guidance.

Features often included in a shared space scheme, such as the minimal use of traffic signs and other traffic management related street furniture, removing traffic signals, removing/modifying formal and informal crossings, raised side road entry treatments, continuous footways, table junctions and shared use routes for pedestrians and cyclists are often integral parts of other traffic management schemes. The use of these features in traffic management schemes is not included in the request to pause level surface shared space schemes. The availability of formal crossings is particularly important for visually impaired people. Local authorities should consider how this need can be met in all schemes, including shared space.

Applying the National Planning Policy Framework

A proportionate approach should also be taken in applying related aspects of the National Planning Policy Framework, so that the nature of each site, its surroundings and its users are taken properly into account. Giving priority to pedestrians and cyclists, and addressing the needs of people with disabilities or reduced mobility, does not mean that segregated footways or cycle paths are always required. This is especially the case where traffic volume and speed will be low, such as within small housing schemes, or those parts of larger schemes designed as mews or cul-de-sac.

The Ministry of Housing, Communities and Local Government intend to review national planning practice guidance to sit alongside the revised National Planning Policy Framework, which will be published in due course. The Department for Transport, with the Scottish Government and Transport Scotland, will commission research on inclusive design which will also inform further advice on creating places that are accessible, inclusive and well-designed.



KIT MALTHOUSE MP



NUSRAT GHANI MP



25/04382/FUL – Market Square, Market Hill, Wheeler Street, Guildhall Street and Corn Exchange Street

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Market

Proposal: Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works.

Applicant: Cambridge City Council

Presenting officer: Charlotte Spencer

Reason presented to committee: Land within the ownership of the Council

Member site visit date: 23 March 2026

Key issues: 1. Principle of development

2. Design, layout and landscaping

3. Impact on heritage assets

4. Impact on highway safety

Recommendation: Approve subject to conditions

Report contents

Document section	Document heading
1	Executive summary
2	Site description and context
3	The proposal
4	Relevant site history
5	Policy
6	Consultations
7	Third party representations
8	Member representations
9	Local groups / petition
10	Assessment
11	Principle of development
12	Design, layout, scale and landscaping
13	Heritage assets
14	Carbon reduction and sustainable design
15	Biodiversity
16	Water management and flood risk
17	Highway safety and transport
18	Cycle and car parking provision
19	Amenity
20	Third party representations
21	Accessibility
22	Other matters
23	Planning balance
24	Recommendation
25	Planning conditions

Table 1 Contents of report

1. Executive summary

- 1.1. The application forms part of the wider Civic Quarter project which aims to reconnect the Guildhall, Market Square, Corn Exchange and surrounding public realm. Importantly, the project aims to reimagine Market Square to create a more inclusive, pedestrian friendly environment that will enhance the civic heart of Cambridge. It includes several key interventions, including relaying listed setts to make them more accessible, introducing Yorkstone paving across a predominantly level threshold and replacing the existing market stalls with a mixture of temporary and permanent stalls in a secure area. Combined these works would visually and spatially prioritise and improve pedestrian movement and help create a more attractive, safe and welcoming space in the interests of visitors and market traders. The applicants have engaged with the Local Planning Authority through numerous pre-applications under Planning Performance Agreements

(PPAs) starting in 2024 and leading up to the formal submission of the application.

- 1.2. The site is highly constrained and includes Grade II paving setts and a listed Grade II fountain in the middle of the Market Square. It is within the setting of multiple listed buildings along with being located within the Historic Core Conservation Area. Much of the site comprises public highway and the Market Square, which is under City Council ownership, is a designated public open space. As such, the Market Square is a busy public arena, serving as a place of business for market traders, a destination place for visitors to dwell and a nexus for Cambridge City. The functional use of the space for servicing businesses set against this context is a friction that has played out within the pre-application and application processes. The scheme has sought to balance these competing needs in a manner that shifts the dial towards the visitor experience, providing less obvious space for vehicles which has in part resulted a strong objection from the Local Highway Authority (LHA).
- 1.3. Within the lens of the LHA's objection, and noting the historic and civic importance of the Market Square and its surrounds, there is no dispute that the area is no longer reflective of the square's significance as a central place in a globally renowned historic City or able to compete in terms of the quality of public realm with comparable UK and global spaces to support residents and visitors. In particular, the Market Square's listed setts are unlevel, are not easily navigable for all users and become a slip hazard in wet weather. The public realm is cluttered with fixed street furniture such as cycle stands and unfixed items such as trade bins. The existing stalls are old and, whilst sturdy, have a degraded appearance. The existing macadam carriageway around Market Square, the Market Hill loop, is excessively wide creating the appearance of a vehicle dominated area. It pushes pedestrians on to the narrower footways around the edges of the space, and because it is kerb lined and not fully level, it inhibits movement for wheeled users. There is also little planting within Market Square itself, resulting in a predominantly hard surfaced environment.
- 1.4. Improvements and significant investment into this important civic space environment are therefore acutely needed to future proof the space as a matter of civic pride, recreating and reinvigorating the Market Square and its surrounds into a more welcoming and inclusive destination.
- 1.5. The principle of investing in and improving the appearance and function of the Market Square and its immediate surrounds in favour of stallholders and visitors to the site is strongly supported. The proposed enhancements

would help increase vitality for the market area, improve the inclusivity of the space more generally and safeguard a market presence, cementing this historical use into the future. Whilst the introduction of fixed stalls would add a sense of permanency to the site, resulting in a loss of designated public open space, strong management of the demountable stalls would open-up the southern half of Market Square allowing for a more flexible public open space than the existing situation where the temporary stalls are permanently in place.

- 1.6. The fixed stalls would result in more solid and contemporary structures. Officers acknowledge the work done by the applicant to improve their design. Due to their proposed form and colours, it is considered that the design successfully references the existing colourful stalls which have been a fixture of the public realm for a considerable length of time. Where information is lacking or where there is a disagreement over design elements such as details regarding the demountable stalls, the provision of gates, along with final colour palettes and materials, officers consider this can be dealt with by way of condition.
- 1.7. The proposed works would result in a significant change to the character and appearance of the public realm with new surface treatment, additional planting, improvements to the seating provision in the form of seating cubes and a covered seating area and the rationalisation of cycle stands and bins. Whilst concerns remain regarding the final details and positioning of the hard and soft landscaping, officers consider these can be overcome through the discharge of conditions. Although officers advise that opportunities to further improve the public realm environs have not been taken, the proposed scheme successfully balances the needs of this hard-working space and the character and appearance of the area.
- 1.8. The market area is within a heritage context of the highest significance in Cambridge. The proposal seeks to lift, treat and re-lay the listed setts within Market Square. The principle of this has the potential to cause harm to the heritage asset. Because of this, considerable discussions have taken place between the applicant, the Local Planning Authority and Historic England regarding this part of the proposal and the level of work done by the applicants is acknowledged. However, some of the investigative work, namely the trials of the setts, have been undertaken at a very late stage in the application process. Whilst not fully settled, the latest trial setts demonstrate to officers their heritage significance can be adequately respected whilst simultaneously performing a better role as a more accessible surface.

- 1.9. Further trials will continue to ease the concerns of Historic England and Conservation Officers. Whilst Historic England feel they are in a position where they are unable to fully assess the level of harm, the Conservation Officer has identified a high level of 'less than substantial harm'. It is recognised that further trials could reduce the perceived harm prior to any decision being made. However, officers are confident that a solution that is more agreeable to all parties can be found through a suitably worded condition.
- 1.10. Harm has also been identified to the listed railings due to the removal of the southern set. In addition, heritage advice is that, on the basis of the sample setts and provision of a flush surface, that harm would result to the setting of the listed structures, nearby listed buildings and the conservation area. Whilst it is noted that some of the works such as the removal of clutter and landscaping would have a positive impact on the heritage assets, these benefits alone do not overcome the harm. As such, officers conclude that 'less than substantial harm' should be attributed to all identified heritage assets with the level ranging from low to high. The provisions of the National Planning Policy Framework (NPPF) allow for 'less than substantial harm' where public benefits outweigh the identified harm and this needs to be carefully considered within the planning balance.
- 1.11. With exception of Market Square, the site comprises public highway. The Local Highways Authority (LHA) has raised significant concerns with the proposed works. The main objection relates to the creation of a flush, shared surface on the Market Hill loop and along Peas Hill and Guildhall Street. The LHA has justified this objection by referring to a ministerial letter issued by the UK Government regarding a pause to shared spaces with level surfaces due to the risk posed to users with visual impairments.
- 1.12. The wording of the ministerial letter states that the pause is to spaces with large amounts of pedestrian and vehicle movements. The applicant argues that whilst pedestrian movements are very high, the number of vehicle movements is low for an urban environment due to the existing Traffic Regulation Orders (TROs) in effect. Therefore, they state that the government guidance should not be attributed to this scheme. Officers are inclined to agree.
- 1.13. However, the LHA objection should be considered carefully by members in the appraisal of the scheme. Additional risks to highway safety are cited by the LHA to be brought about by the proposal. Whilst some elements of the risk could be mitigated by way of condition, the overall risk would be greater than the existing situation. The weighting of this risk, considering the

objection from the LHA, is an exercise in judgement for members and is dealt with by officers in the planning balance section of this report.

- 1.14. The proposal would not result in a loss of blue badge parking provision and whilst there would be a net loss of cycle spaces within the red line, the applicant is proposing additional cycle parking outside the red line which would result in a net gain of spaces.
- 1.15. Subject to conditions, it is considered that the development would have an acceptable impact upon the neighbouring properties, would not result in unacceptable environmental health impacts and has suitably addressed the issues of sustainability and water management.
- 1.16. The development is considered to significantly improve the accessibility of the Civic Quarter by way of the treatment and re-laying of the setts in Market Square and the provision of a flush surface. Whilst further accessibility methods can be improved upon to aid those with disabilities other than mobility, this can be secured by way of condition.
- 1.17. The proposal would also create other benefits including the reduction of clutter, increased visual consistency, allowing for a flexible space, a limited amount of biodiversity net gain and an improvement to facilities such as seating.
- 1.18. When taking the identified harm and the proposed benefits into account, officers consider that on balance the development is acceptable, however, this is a finely balanced recommendation.
- 1.19. Officers recommend that the Planning Committee **APPROVE** the application subject to conditions as highlighted at the end of this report.

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	Objection	6.1
County Archaeology	No objection	6.12

County Active Travel	Objection	6.13
County Highways Development Management	Objection	6.15
Ecology Officer	No objection	6.34
Environmental Health	No objection	6.35
Historic England	Objection	6.38
Landscape Officer	No objection	6.49
Sustainable Drainage Officer	No objection	6.56
Sustainability Officer	No objection	6.57
Urban Design Officer	Object	6.58
Waste Officer	No comment	6.65
Design Review Panel	Comment	6.66
Third Party Representations	52 representations have been received, 49 in objection and 3 raising neutral comments	7.1
Member Representations (0)		8.1

Table 2 Consultee summary

2. Site description and context

- 2.1. The application relates to the public realm around the 'Civic Quarter' redevelopment. The site includes Market Square which is a Grade II Listed surface, Market Hill which is circular carriageway which loops around Market Square, Peas Hill, Wheeler Street and Guildhall Street which run around the west, south and east sides of The Guildhall respectively, and Corn Exchange Street from the junction with Wheeler Street to the southern building line of The Corn Exchange. Market Square is under the ownership

of Cambridge City Council with the rest of the relevant public realm being adopted public highway under the control of Cambridgeshire County Council.

- 2.2. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing. The site is surrounded by numerous listed buildings including the Grade I Church of St Mary the Great and its Grade II fence and gates to the west of Market Square, the Grade I Listed No.5 Market Hill to the east of Market Square, the Grade II listed Guildhall to the south of Market Square and the Grade II* Listed Church of St Edward, King and Martyr to the west of Peas Hill, Three Grade II Listed Buildings lie on the western side of Peas Hill. There are also a number of Grade II Listed Buildings and Buildings of Local Interest (BLIs) surrounding the site. The below map demonstrates all of these heritage assets.

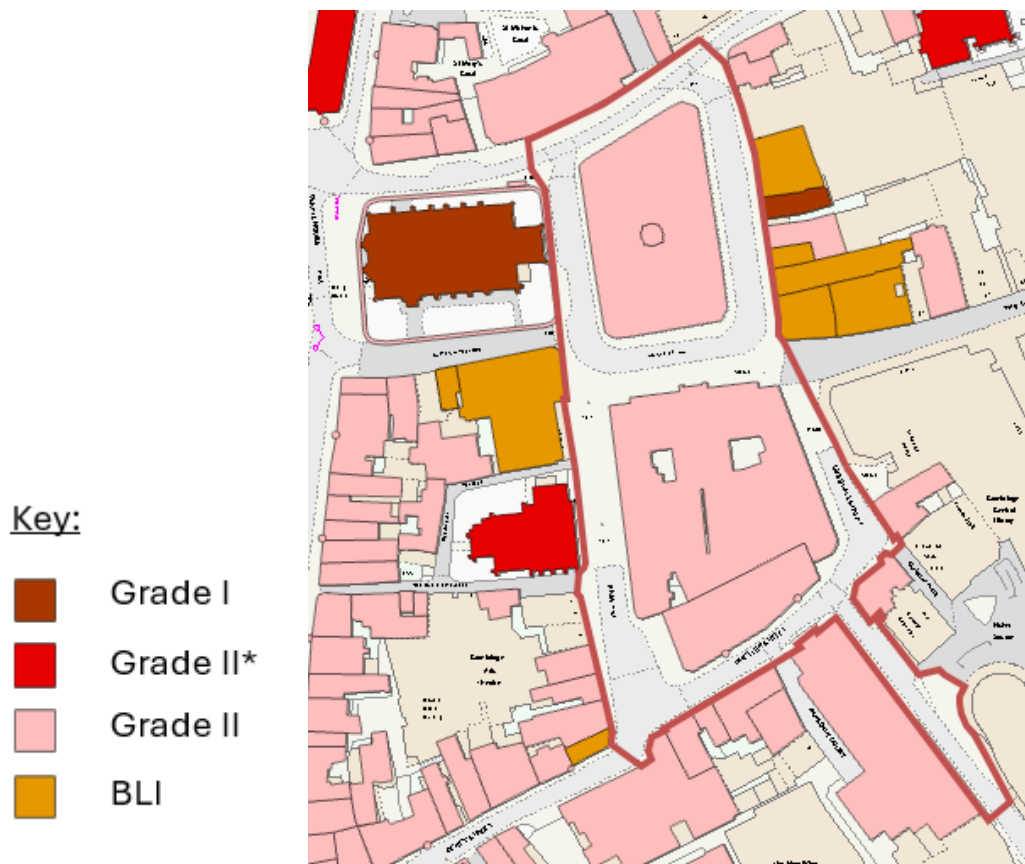


Figure 1: Map of nearby Listed Buildings and Buildings of Local Interest

- 2.3. The whole site lies within the Historic Core Conservation Area, and it lies within the Primary Shopping Area with many of the shop fronts facing the site being either a primary or secondary shopping frontage. The site lies within Flood Zone 1, however, there are areas that are at risk of surface water flooding, namely the north and north east sections of Market Hill, the

north eastern area of Market Square, Guildhall Street, Corn Exchange Street and the eastern section of Wheeler Street, and part of the southern section of Peas Hill.

3. The proposal

3.1. The application is seeking planning permission for the refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works.

3.2. The works related to this application are as follows:

- Market Square:
 - The lifting and relaying of the setts;
 - Installation of 44 fixed market stalls, with 2 additional stalls for use as a store and basement entrance
 - Provision of 52 demountable stalls with anchors;
 - Provision of demountable seating area;
 - Installation of underground bins to the north;
 - New landscaping.
- Market Hill:
 - Repaving the carriage way and footpaths with a flush surface with exception to the northern through route which would have a kerb;
 - Provision of cycle parking along the front elevation of the Guildhall;
 - Installation of planting bed to the front of St Mary's Church;
 - Additional landscaping in the form of trees;
- Peas Hill:
 - Removal of existing landscaping, cycle parking and benches;
 - Re-paving in York stone including creating a flush surface to the southern section of the road;
 - Relocating blue badge parking to the front of Giggling Squid;
 - Provision of cycle parking to the front of Giggling Squid;
 - Creation of two planting beds to the front of St Edward King and Martyr Church;
 - Fixed seating with a mixture of seat backs and arm rests
 - Additional landscaping in the form of trees
- Wheeler Street:
 - Repaving in York stone;
 - Creation of raised table at the junction with Corn Exchange Street;
- Guildhall Street:
 - Removal of existing cycle parking

- Repaving in York stone;
- The creation of a flush surface between the Premier Inn and the junction with Wheeler Street;
- Provision of blue badge parking to the front of Honest Burger;
- Installation of cycle stands along the eastern elevation of the Guildhall;
- Corn Exchange Street:
 - Re-paving;
 - Creation of a raised table at the junction with Wheeler Street;
 - Replacement of loading bay with blue badge parking;
 - Provision of cycle stands.

3.3. The application has been amended to address representations. Further consultations have been carried out as appropriate. Additional information has been submitted in response to the Highways Officer's comments in regards to a Road Safety Audit, amended vehicle tracking with additional clarifications and explanations. The buskers' stage has been removed from the proposal along with a detailed response to the Landscape Officer's comments. The landscaping on Peas Hill has been amended and a detailed response to the Urban Design comments has been submitted. Clarification on the cycle parking outside of the red line has been provided. A trial of the relaying and works to the setts has taken place on Peas Hill with further information regarding the process being submitted. Further details to the works to the fountain has been submitted along with a detailed response to Conservation and Historic England comments. Further information regarding tree pits, bins and street furniture has been submitted. Further consultations have been carried out as appropriate.

4. Relevant site history

Reference	Description	Outcome
25/04383/LBC	Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works	Under determination
C/94/0547	Listed Building Consent - Demolition of fountain including granite base.	Refused 14.09.1994
C/94/0915	Removal of railings from toilet entrances and retention for future use.	Approved 04.01.1995

C/65/0094	Snack bar and car park attendant's office.	Approved 25.03.1965

Table 2 Relevant site history

5. Policy

5.1. National policy

National Planning Policy Framework 2024

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

5.2. Draft Greater Cambridge Local Plan 2024-2045 (Regulation 18 Stage Consultation - December 2025 to January 2026)

- 5.2.1. The Regulation 18 Draft Greater Cambridge Local Plan (the draft 'Joint Local Plan' (JLP)) represents the next stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.
- 5.2.2. Following endorsement by Joint Cabinet in November, the draft JLP will proceed to a formal public consultation (under Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012). This is currently scheduled between 1 December 2025 and 30 January 2026.
- 5.2.3. In line with paragraph 49 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The draft JLP is consistent with policies in the current NPPF but represents an earlier stage of the plan making process. Therefore, at this stage, the draft JLP and its policies can only be afforded limited weight as a material consideration in decision making.

5.3. Cambridge Local Plan (2018)

Policy 1: The presumption in favour of sustainable development
Policy 2: Spatial strategy for the location of employment development
Policy 5: Strategic transport infrastructure
Policy 10: The City Centre
Policy 11: Development in the City Centre Primary Shopping Area
Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use
Policy 29: Renewable and low carbon energy generation
Policy 31: Integrated water management and the water cycle
Policy 32: Flood risk
Policy 34: Light pollution control
Policy 35: Protection of human health from noise and vibration
Policy 36: Air quality, odour and dust
Policy 55: Responding to context
Policy 56: Creating successful places
Policy 59: Designing landscape and the public realm
Policy 61: Conservation and enhancement of Cambridge's historic environment
Policy 62: Local heritage assets
Policy 65: Visual pollution
Policy 67: Protection of open space
Policy 70: Protection of priority species and habitats
Policy 71: Trees
Policy 80: Supporting sustainable access to development

Policy 81: Mitigating the transport impact of development
Policy 82: Parking management

5.4. Other guidance

Biodiversity Checklist for Land Use Planners in Cambridgeshire and Peterborough (2001).

Cambridge and Milton Surface Water Management Plan (2011)

Cambridge and South Cambridgeshire Level 1 Strategic Flood Risk Assessment (2010)

Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste

Cambridgeshire Design Guide For Streets and Public Realm (2007)

5.5. Area Guidelines

Cambridge Historic Core Conservation Area Appraisal (2015)

6. Consultations

Publicity

Neighbour letters – Y

Site Notice – Y

Press Notice – Y – Listed Building/ Affecting Conservation Area

Conservation Officer- Object

- 6.1. For the setting of the setts, railing and fountain group the context has been defined by raised curbs and a surrounding carriage way and the space enclosed by buildings set back on the pavement. The flush surface would result in the defining boundary features being lost to the detriment of the setting of Market Square as a Listed heritage asset. A proposed definition to the area of setts would need fully detailing. In addition, the loss of this definition would have some impact on the other listed buildings in the area.
- 6.2. The indicated layout of the setts as shown on the plans received on 09 March 2026 is more satisfactory. The plan also shows that the existing

concrete slab is to receive a finish off setts over which would match the wider surface.

- 6.3. The appearance of the re-laid surface would be crucial. The submitted Setts Sample Report of a trial area on Peas Hill was useful, however, the laid appearance was not satisfactory. A further trial is intended to be carried out. Given the setts are fundamental to the listed area, this is an equally fundamental factor and ought not to be left to a condition.
- 6.4. The loss of one set of the railings would break up the relationship between the two sets.
- 6.5. The drawings now indicate the works to the fountain in its existing truncated state and it would be repaired according with the structural assessment. For clarity this does not include restoration to its original or working form.
- 6.6. The introduction of permanent stalls shows a pedestal in a pile foundation which needs to be designed to be detachable.
- 6.7. The character of Peas Hill would be harmed due to the featureless floorscape dominated by provision for car and lorry movements.
- 6.8. The Wheeler Street surfacing would be a great improvement to the existing situation.
- 6.9. Not yet seen the installed trial anchors for the removable stalls.
- 6.10. In summary the proposals would result in a high level of 'less than substantial harm' to the listed items. There would be additional 'less than substantial harm' to the character and appearance of the conservation area.
- 6.11. If minded to approve please add conditions relating to:
 - Methodology for works to setts;
 - Sample panel of setts to be approved;
 - Matching additional setts to be agreed;
 - The setts shall continue under the fixed stalls;
 - Agreement to the re-use of the railings;
 - Mechanism for removal of the fixed stalls;
 - Lighting details to be agreed;

County Archaeology- No Objection

- 6.12. Due to the archaeological potential of the site a further programme of investigation is required. This can be dealt with by way of condition,

County Council Active Travel Officer - Object

- 6.13. Object to the loss of cycle parking within the red line and lack of information regarding additional cycle parking proposed for Fisher Square. Cycle path should continue up Corn Exchange Street.
- 6.14. *Officer comment: The latest amendments have sought to address these concerns which are covered in the officer assessment. Any further comment from Active Travel will be reported on the amendment sheet or orally.*

County Highways Development Management - Object

- 6.15. The scheme layout is predicated on the reversal of the one-way system which would require the revocation of the existing and implementation of new Traffic Regulation Orders (TROs). In addition, the application is reliant on other TROs including, but not limited to, removal of blue badge parking, new loading arrangements, removal of a taxi rank, introduction of weight limits, prohibition of driving orders. No evidence has been provided that these TROs are acceptable, feasible or achievable. The TRO process is separate to the planning process and planning permission does not guarantee a positive decision. Therefore, if planning permission is granted, the permission may be unimplementable. It would not be appropriate to condition any such TROs as this would constitute negative Grampian style conditions with no certainty of resolution and these TROs would need to be approved before determination. The current situation is not acceptable to the Highway Authority.
- 6.16. Following original comments, a Road Safety Audit (RSA) Stage 1 has been submitted. However, this is incomplete and does not accord with the requirements of the Design Manual for Roads and Bridges document GG119 Road Safety Audit. Without a compliant RSA process, the design cannot be considered safe or robust and the Highway Authority does not have assurance that the development would not result in harm to the travelling public.
- 6.17. The LHA objects to the removal of the kerb face due to safety and inclusivity concerns. In 2018 the UK Government issued a formal pause on new shared spaces, many of which rely on flush surfaces, so that national

guidance could be updated to better protect visually impaired users. The existing kerb line provides essential visual, tactile and behavioural cues and the removal of this distinction is known to create confusion, particularly in busy pedestrian environments.

- 6.18. The raised feature between Market Square and Rose Crescent offers no functional benefit and has not precedent elsewhere in the Historic Core and should be removed.
- 6.19. In its revised form, the scheme fails to provide clear desire lines or sufficient tactile information. The design does not address the needs of visually impaired users and does not reflect the established patterns of pedestrian movement in this location.
- 6.20. The Inclusive Mobility guidance from the Department of Transport makes clear that mixing pedestrians and cyclists should be avoided wherever possible due to the inherent risk of conflict.
- 6.21. The 900mm width shown on the swept path analysis for vehicles travelling along Market Hill (west) cannot safely accommodate a wheelchair user, people using walking aids, two pedestrians passing or pedestrians sharing space with cycles. This is unacceptable and does not accord with the established user hierarchy whereby the most vulnerable of road users have priority over motor-vehicular traffic.
- 6.22. Public authorities are increasingly exposed to successful legal challenge where they cannot demonstrate that a thorough Equality Impact Assessment (EqIA) was undertaken at the earliest design stage. The Highway Authority requires these for any TROs.
- 6.23. The Highway Authority has a statutory duty under the Highways Act 1980 to protect the public's lawful use of the highway and to ensure that premises retain reasonable access. Whilst there is no absolute right to maintain the same type of vehicle access, a development must not extinguish or obstruct essential servicing access or render the lawful operation impractical.
- 6.24. The current proposals may leave the properties to the eastern side of Market Hill, including Marks and Spencer, without any viable method of receiving deliveries that match their operational requirements.
- 6.25. The revised vehicle tracking is still unacceptable. The swept paths continue to overrun 'footways' including areas where there are almost 2,000 pedestrian movements per hour. The applicant's have not shown how larger vehicles including the legally operating articulated HGVs used by

retailers can access the relevant properties. Reversing manoeuvres into the market are unsafe and unacceptable. There is a lack of sufficient space to vulnerable road users around Great St Marys and outside the Guildhall due to the vehicles negotiating landscape features. The incorrect refuse vehicle has been used to track the swept path.

- 6.26. There are concerns with the proposal in regard to servicing for the Arts Theatre and Corn Exchange. The existing arrangements benefit from clear separation between pedestrians and servicing vehicles, whereas the shared surface layout on Peas Hill would remove this separation.
- 6.27. The applicant describes the pedestrian and cycle flows during certain times of the day as low and this is a misleading statement. Morning movements alone are significant and design does not account for the high daily footfall. The evidence is based on a limited period of observation and does not reflect the full range of movements typical in this location. The one reported injury on Petty Curry does not reflect overall incident levels.
- 6.28. Cycle parking is shown adjacent to the Guildhall within areas defined as footways. If the material change of footway on the flush surface is a visual cue as to where pedestrians should be then the positioning of the cycle parking that blocks the route is unacceptable.
- 6.29. The Highway Authority does not consider the servicing of underground bin stores acceptable where collection requires crane equipped vehicles to stop or operate within the public highway. All waste collection activities must be undertaken safely off street. A TRO would be required to close the highway during servicing with accompanying Temporary Traffic Management otherwise there is no legal authority to hold back users of the highway from an area where heavy apparatus is being lifted over the highway.
- 6.30. The Highway Authority re-iterates the objection to the introduction of planting within the public highway. The trees present a medium to long term maintenance liability, particularly where they extend beneath the carriageway. The current design is not considered robust enough to withstand the loading imposed by motor vehicles. Where any tree pit encroaches under the carriageway it must be engineered to fully support all legally permitted vehicles.
- 6.31. The proposed metal inlay to denote Hobsons Conduit is not supported due to poor slip resistance when wet and worn. A safer material should be used.

- 6.32. In summary the scheme in its current form is not safe, not proven deliverability and not acceptable from a highway and public safety perspective. The Highway Authority must maintain its objection.
- 6.33. In the event that the Planning Authority is minded to grant permission request the conditions relating to:
- TROs being in place prior to commencement;
 - Materials must match with the requirements of the County Council Estate Road Specification, or would be subject to the County Council Commuted Sum Policy;
 - Materials for Hobsons Conduit denotation;
 - Details of non standard materials to be submitted;
 - Permission for planting shall be received;
 - Construction vehicle restrictions;
 - Submission of a Construction Traffic Management Plan;
 - Falls and levels of Market Square.

Ecology Officer- No Objection

- 6.34. No objection subject to conditions relating to compliance with the Ecological Appraisal, ecology enhancement, lighting strategy and green roofs.

Environmental Health- No Objection

- 6.35. There are a number of nearby residential and non-residential noise sensitive receptors. It will be necessary to ensure that unacceptable significant adverse impacts on health and amenity do not arise.
- 6.36. Unexpected contamination can occur on all brownfield sites. As the applicant has the desire to re-use site worn materials a material management plan is requested.
- 6.37. No objection subject to conditions relating to:
- Construction hours;
 - Restrictions on collections/deliveries;
 - Unexpected contamination;
 - A material management plan;
 - The submission of a Demolition and Construction Environmental Management Plan (DCEMP);
 - Details of artificial lighting;
 - Restrictions to open air events;
 - Event noise mitigation control and management plan;

Historic England- Object

- 6.38. Historic England support the principles of enhancing and broadening the way Market Square is used to encompass a greater array of civic and communal uses; the reorientation away from vehicular traffic and the ambitions to enhance the quality of the urban realm by providing a more accessible space, declutter and rationalise services.
- 6.39. However, the trials of the setts have not conclusively demonstrated to what extent the harm arising from the loss of fabric to the listed setts would effectively contribute to the enhanced accessibility. It also remains unclear as to whether the proposed approach of bringing the mortar flush represents the least harmful alternative.
- 6.40. Following amendments there are a number of outstanding matters to aspects of design such as form and layout, the re-use of the handrails or the treatment of concrete slabs.
- 6.41. Consider the reinstatement of the fountain as a water feature is an important heritage benefit that would be difficult to achieve if not delivered as part of these interventions.
- 6.42. These matters go to the heart of the scheme and so consider they cannot be dealt with by way of condition.
- 6.43. Further information regarding the lighting is required.
- 6.44. Do not support the proposals to gate off areas of the market. This represents clear harm to the significance of the listed asset and to the wider conservation area.
- 6.45. The removal of concrete surfacing and the reinstatement of setts is welcome.
- 6.46. Whilst accept the benefits of fixed market stalls, there is a preference for a well-managed temporary stall system.
- 6.47. Remain the view that further detail and refinements and a robust justification are necessary pre-determination before the Planning Authority could be in a position to carry their weighing and balancing exercise. Feel that these matters could be worked out but more time needs to be given to these applications before they can be determined.
- 6.48. Historic England cannot support the scheme at present.

Landscape Officer- No Objection

- 6.49. The applicant has responded and amended in line with some of the comments originally made. Whilst there remains some disagreement on some elements particularly regarding deliverability and functionality around the trees to the north of the Guildhall, cycle parking, bin locations and tree pit deliverability pending underground testing.
- 6.50. In terms of the trees in front of the Guildhall these are considered to be superfluous and generally 'in the way' more than the other planting. Recommend that seating areas should be in this location due to the shade created by the Guildhall. To allow quiet seating the cycle parking should be removed from this area also.
- 6.51. The bins have been tucked away against the Guildhall which will lead to underutilisation due to poor visibility. Bins should be located along movement routes.
- 6.52. There is a general concern over the deliverability of all the trees due to the lack of underground investigation. In addition, would there be sufficient room for the trees around the underground bins.
- 6.53. Whilst the concept behind the Old Fish Market planting scheme there is concern about whether it can withstand the conditions of urban environments in Cambridge.
- 6.54. However, these issues can be dealt with under the condition release period.
- 6.55. No objection subject to conditions relating to the submission of a hard and soft landscaping plan and a maintenance and management plan.

Sustainable Drainage Officer- No Objection

- 6.56. No objection subject to conditions relating to Foul and Surface Water Drainage Schemes.

Sustainability Officer- No Objection

- 6.57. No objection subject to conditions relating to BREEAM water calculations and rainwater harvesting.

Urban Design Officer - Object

- 6.58. The proposed permanent and demountable stall designs are visually acceptable and they can be flexible in accommodating different vendor needs.
- 6.59. There is a lack of vertical delineation of carriageway, more desirable to provide a navigation edge. In addition, removal of kerbs could lead to drainage issues. However, defer to the Local Highways Authority on this matter.
- 6.60. There are gates being proposed along the north-south route through the permanent stalls. The Design and Access Statement identifies key desire lines through the area including the north-south routes. Gating this route is not supported and gating the east-west routes would be the preferred option.
- 6.61. Consider that the loss of outside seating at the Giggling Squid is a missed opportunity to provide activation and rebalance the functional character at the southern end of Peas Hill.
- 6.62. The Peas Hill landscaping would allow for a space of 2.74 metres when the bench is occupied, this is above the required 2.5 metres to allow two wheelchairs to pass and is adequate to meet the needs of potential users of the space. However, there is a narrow gap to the west of the 'island' planter which measures 1.06 metres wide when the bench is occupied, however it would require a minimum width of 1.8 metres. The width should be increased.
- 6.63. Corn Exchange Street acts more as a service street and this space could accommodate additional blue badge and service parking. If the cycle stands which are in an area with poor surveillance and vulnerable to motor vehicle strike and place additional parking here it would allow to open up the threshold of Honest Burger.
- 6.64. Drop off for the Premier Inn has not been provided.

Waste Officer- No Objection

- 6.65. No comments

Design Review Panel Meeting of 26 June 2025 (See appendix A)

- 6.66. The whole of the Civic Quarter redevelopment scheme went to the Design Review Panel (DRP) in June 2025. In regards to the Market Square and public realm, the panel felt that the public realm could be bolder in design and characterisation.
- 6.67. The accessibility specialist stated that clear, predictable, legible layouts are important for neurodivergent users. In addition, the designers should consider overstimulation. Training and education are needed to improve cyclist behaviour. Wayfinding will be critical to help everyone to use and move around the area.
- 6.68. In regards to sustainability, the growing popularity of e-scooters creates street clutter and should be designed into the plans. Traders should be provided with power to remove the need for reliance of propane gas.
- 6.69. The character specialist raised concerns about WC provision and the balance of hot food stalls in comparison to traditional traders. They felt the proposal for updated ground surfaces is very positive. There is a lot of existing clutter on Peas Hill which is off putting. A concern was raised regarding conflicts between pedestrians and cyclists and so it is important to intercept cycle routes.
- 6.70. The Landscape specialist raised that the clutter should be removed and highlighted that the Market Square should be an exemplar public open space. Designs of the stalls look heavy. There is an inherent conflict between the Square's history as the civic centre and its use as a market. The planting should respond to orientation, location and purpose. The current location of the trees does not echo the forms of the spaces or establish a clear character for the new spaces. The orientation of the stalls does not appear to be resolved. Lighting will be important.
- 6.71. The community specialist stated that the design needs to consider what a market is as a place of gathering historically. The messy, convivial nature of a market is key quality it should have a temporary feel.

7. Third party representations

- 7.1. 52 representations have been received, 49 in objection and 3 raising neutral comments.
- 7.2. Those in objection have raised the following issues:

- Principle of development
 - Loss of public open space
 - Commercialisation of the space
- Character, appearance and scale
 - Trees would be damaged by vehicles
 - Concern over the type of planting
 - Important sight lines would be blocked by the kiosks
 - Kiosks look like beach huts
 - Trees in front of shopfront
 - Fails to relate to the character and appearance of the area
 - Visual clutter;
 - Insufficient green space
- Density and overdevelopment
 - Too many kiosks
- Heritage impacts
 - Kiosks obscure the listed setts
 - Solar panels are out of character for heritage settings
 - Lack of information in regards to how kiosks would interact with setts and whether it could be fully reversible
 - Lack of a modern day Hobsons Conduit
 - Tree planters not considered the historic air raid shelter below;
 - Flexible space would impact the character and heritage;
 - Vandalism to the heritage
 - Planted would impact on the historic railings to St Marys Church and St Edwards Church
- Neighbour impact
 - Light to St Edward church
 - Construction noise to the student accommodation
- Highway safety
 - Agree with Highways' comments
 - York stone is not suitable
 - Absence of a clear traffic and access plan;
 - Banning right turn from Grand Arcade would cause traffic jams;
 - Concern about shared surfaces
 - Scheme does not reflect the reality of operational requirements of the businesses within the city centre in terms of people and vehicle movements
- Car parking and parking stress
 - Concern about the provision of blue badge parking;
 - Nothing shown how to stop market becoming a car park overnight
- Cycle parking provision
 - Loss of cycle parking
- Poor public consultation
 - Trader consultation was separate to public
- Impact on Traders

- Lack of temporary market;
- Lack of information on demountable stalls;
- Impacts on the Sunday 'farmer' markets;
- Demountable stalls are inadequate;
- Uncertainty about weekday traders not having access to a kiosk;
- Unaffordable to existing traders;
- What would happen to traders if an event were to take place
- Inadequate application detail
- Lack of justification for a flexible space
- Improvements to Market Square should not take priority
- Environmental Impacts
 - Gazebos are short life structures and environmentally unsound
 - Does not meet the requirements for ensuring a 'Healthy Greater Cambridge'
 - Smells from fast food;
 - Litter concerns
- Antisocial behaviour:
 - Block sightlines reducing passive surveillance
 - Shuttered kiosks at risk of vandalism and break ins
- Kiosks - other:
 - Fill the space with fast food outlets
 - Lack of traditional market stalls
 - Do not offer flexibility
- Financial Impact on Tax Payers
- Lack of seating
- Harm to business (other than traders)
- Issues with tourists

7.3. Those raising neutral comments have given the following reasons:

- Welcomes plans to improve the public realm;
- No dedicated provision for motorcycle food delivery drivers;
- Concern regarding construction noise for student accommodation;
- Concern about relocating traders to Kings Parade;
- Generally support but have concerns as summarised above;
- Support banning of the right turn from the Grand Arcade;
- Attractive and sympathetic design;
- Loss of cycle parking and blue badge spaces

7.4. The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations

- 8.1. None received

9. Local Groups / Petition

- 9.1. Cambridge Present Past and Future (CPPF) has made a representation objecting to the application on the following grounds:

- Supports the revitalisation of the Civic Quarter but has some concerns;
- Lack of a comprehensive strategy for trader relocation during works;
- Absence of detailed designs for the demountable stalls
- Prioritises tourist centric takeaway food and pop-up vendors
- Not confident that application deals with issues such as bikes, bins and cleanliness;
- Concern about the loss of public toilet facilities
- Concern about the underground bins not being for public use;
- Concern about the gates on the north south route;
- Not taken proper account of the Historic Core Conservation Plan;
- Planting causes obstruction;
- Trees likely to be damaged by vehicles;
- York stone is unsuitable
- Agree with the comments from the Landscape Officer and Urban Design Officer

- 9.2. Cam Cycle has made a representation objecting to the application on the following grounds:

- Supports the ambition, however lacks sufficient clarity, certainty or safeguards;
- Concern that cycling access to the Civic Quarter will be worsened rather than improved;
- Concern about exploitation of the TROs
- Support the banning of the right turn from the Grand Arcade;
- Disagree with Highways comments in relation to the shared surface;

- 9.3. The Tourist Information Centre has made a representation objecting to the application on the following grounds:

- The works to Peas Hill would impact its enjoyment and functionality;
- Removal of benches on Peas Hill would create a barren and inhospitable zone;
- Objects to the removal of cycle racks;
- Planter would block the public highway and create a bottle neck;

- Positioning of trees has not been considered as they would block shop fronts, be located over cellars and block views of St Edward's Church;
- Proposals for Peas Hill would defeat the purpose of turning the Guildhall into a viable option;
- Incorrect land ownership as the church is owned by Trinity Hall

9.4. The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

10. Assessment

10.1. From the consultation responses and representations received and from an inspection of the site and the surroundings, the key issues are:

- Principle of development
- Design, layout, scale and landscaping
- Heritage assets
- Carbon reduction and sustainable design
- Biodiversity
- Water management and flood risk
- Highway safety and transport impacts
- Car and cycle parking
- Amenity
- Third party representations
- Other matters
- Planning balance
- Recommendation
- Planning conditions

11. Principle of Development

11.1. The site lies within the City Centre and Primary Shopping Area. The Market Square is a designated Protected Open Space.

11.2. Policy 10 states that any redevelopment within the City Centre should add to the vitality and viability of the city centre; achieve a suitable mix of uses; preserve or enhance heritage assets, be of the highest quality design and deliver high quality public realm and promote sustainable modes of transport.

11.3. Policy 11 states within the Primary Shopping Areas (PSA) proposal for new retail use or other centre uses would be supported.

- 11.4. Policy 67 states that development proposals will not be permitted which would harm the character of, or lead to the loss of, open space of environmental and/or recreational importance unless:
- a. The open space can be satisfactorily replaced in terms of quality, quantity and access with an equal or better standard than that which is proposed to be lost; and
 - b. The re-provision is located within a short walk (400m) of the original site
- 11.5. It is considered that the proposed principle development of the Market Square and surrounding roads would add vitality to this area of the city centre. The market would be retained albeit with new stalls and so would remain as a retail use. The finer details of impact on heritage assets, high quality design and sustainable transport will be discussed in more detail below. The proposal is considered to be compliant with Policies 10 and 11 of the Local Plan.
- 11.6. Fixed stalls would be added to the north of Market Square and would take up approximately 50% of the area. Whilst these would not be permanent as they would not have solid foundations and would have the potential to be removed, they would add a sense of permanency to the site resulting in a long term loss of designated public open space.
- 11.7. The Market Square has been historically used for a market and the existing stalls, whilst demountable, have been in place for a considerable amount of time. As such, the sense of openness on the square is already diminished. The new fixed stalls would replace the existing demountable stalls and would still be used by traders within the market. As such, it is considered that impact on the openness of the area would be limited.
- 11.8. The application proposes that demountable stalls would be used in the southern half of the site and these would be erected when required by the traders and as such would unlikely to be used everyday. When not used, the demountable stalls would be stored away and as such would result in the opening up of this half of the square. Subject to a strong management plan regarding the storing of the demountable stores when not in use, it is considered the development would allow for a greater range of activities within the southern part of the space, for example the applicant proposes that this area could be used for special events for the public.
- 11.9. Third party comments raise concerns with the scheme resulting in a more commercialised space, and conversely a less commercialised and more leisure space. Market Square has historically been used as a market which is a commercial space, and this would not change. The flexibility created by the development would allow for more activities which in turn is considered

to strengthen its connection as a civic space. Concerns have been raised regarding the impact on traders when an event is taking place, there are also concerns regarding the impact on the Sunday 'farmer' markets. These are operational and space management issues and not material planning considerations.

- 11.10. Subsequently, it is considered that the harm to the openness of the space by the installation of the fixed stalls would be limited and the development would result in an increased sense of openness within the southern part of the site. The accessibility and quality of space would be significantly improved. As such, the proposal complies with Policy 67 of the Local Plan.
- 11.11. Third party commenters have also raised concerns with the amount of 'take-away' stalls, pushing out traditional traders and impacting the surrounding cafes and restaurants. No details of future occupants have been submitted and so at this stage it is not known what products would be sold from the fixed stalls. All fixed stalls would have a ventilation chimney, however, this is to allow flexibility for future users and is not a sign that they would all be used for hot food. There are many hot food traders within the existing market that co-exist with the other market traders and businesses outside of the red line, and officers consider this would not be altered following development. The future occupiers would be for the Market Management Team to consider and not for the Local Planning Authority to arbitrate.

12. Design, layout and landscaping

- 12.1. Policies 55, 56 and 59 of the Cambridge Local Plan (2018) seek to ensure that development responds appropriately to its context, is of a high quality, is accessible, inclusive and safe and includes appropriate landscaping and boundary treatment. Policy 65 states that proposals for street furniture and other items that could constitute visual pollution within the public realm will be permitted where they do not have an adverse impact on the character of the area and visual setting, do not impede pedestrian and vehicle movements, have a defined purpose, in keeping with setting and consideration has been given to the cumulative impact of the proposals.
- 12.2. The application seeks to refurbish the public realm by way of new hard and soft landscaping, alterations to street furniture, refurbish the setts within the Market Square and the replacement of the existing market stalls with new fixed and demountable stalls. The proposed works would significantly alter the appearance and character of the public realm within the Civic Quarter. The works would also impact upon a number of heritage assets including the listed structures within Market Square, the Historic Core Conservation

Area and setting of a large number of listed buildings. However, the impact on these heritage assets will be considered in section 13 of the report and this section only considers the development in relation to Policies 55, 56, 59 and 65.

Market Stalls

- 12.3. The proposed market stalls within the square are broken down into both temporary and fixed structures, with the northern half of the site comprising the 44 proposed fixed market stalls and the southern side the 52 demountable stalls. Demountable seating and canopies would also be provided to create a covered seating area centrally around the fountain.

Fixed stalls

- 12.4. The fixed stalls proposed are designed to offer flexibility for the market traders dependent upon their trade and to contribute to a variation and vibrancy within the market. The stalls are designed on a fixed footprint with the ability for a variation dependent upon the traders who occupy the stalls, which can vary within any given week. There are broadly three forms of stall proposed, walk-in stalls, counter stalls and corner stalls that have openings on two sides.
- 12.5. Details of a typical fixed stall have been provided with the application. The structures are approximately 3 metres by 3 metres in footprint, with some minor variation dependent upon the type of stall. The height of the fixed stalls is approximately 3.5 metres to their ridge, with an eaves height of approximately 2.7 metres. Individually, the scale of the proposed fixed stalls is considered to be characteristic of similar market stalls, including those existing and historically used within the Market Square itself.
- 12.6. The design of the fixed stalls depends on the details and use of future traders; however they are all more contemporary than the existing stalls that have been used for a number of years. The structures retain the pitched roof of the existing, albeit with a more permanent appearance than the existing canvas canopies. The stalls are timber framed in construction with the external walls to be clad in zinc, with variation in the colour dependent upon the stall.
- 12.7. Third party comments raise concerns that the fixed stalls have a 'beach hut' appearance and so are out of keeping with the area. Officers consider that the palette of colours proposed matches that of the existing market stalls, with roofs being painted to match the existing colourful striped patterns of the existing stalls. A condition regarding the precise colours is considered necessary to ensure it is appropriate in what is a highly visible and sensitive

location. In addition to the cladding, solar PV panels are proposed on the southern roof slopes of the stalls and ventilation cowls to some, dependent upon use also contributing to a more modern market appearance. Solar panels are becoming more prevalent in the public realm including in historic areas throughout the city centre. As such, it is considered that these would not appear out of keeping.

- 12.8. Concerns have been raised by third parties in terms of the impact that the fixed stalls would have on key views by way of materials and quantity. As the stalls would be constructed with a solid material and the existing stalls are open sided, the views would be impacted to some degree. However, some of the existing stalls do have side coverings dependent on the needs of traders and such views, particularly east-west are already blocked. In addition, the stalls would be limited in height and would be laid out in a way to have sight lines from the north of the site to the dominant Guildhall. As such, it is considered that the proposed stalls would not have an unacceptable level of impact on the visual permeability of the site.
- 12.9. The heritage assessment of the stall design will be assessed later in this report. However, the modern design approach of the fixed stalls is appropriate and would better facilitate the needs for market traders. In addition to a condition relating specifically to the colour palette of the stalls, samples of the external materials should be provided via condition.
- 12.10. Gates are proposed to be located within the fixed market stalls. These would be 2.7 metre solid gates that would be coloured to match the palette of the stalls with historic maps illustrated on the front. As proposed, four gates would be installed between the central block of fixed and the east and west blocks of stalls as shown below.

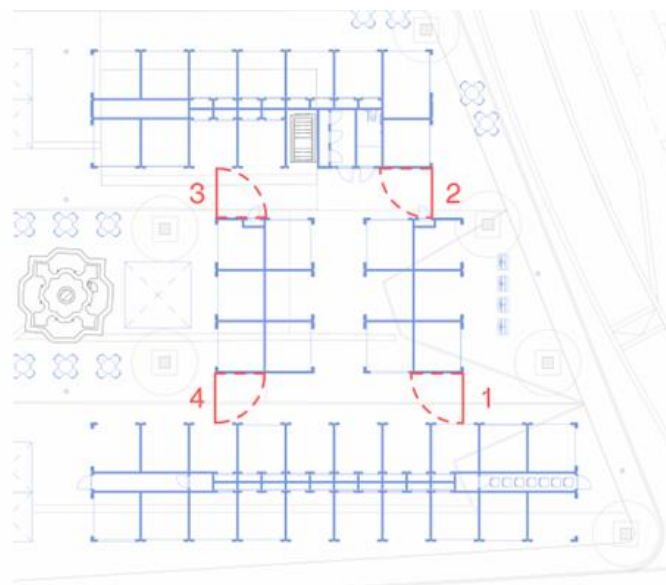


Figure 2: Location of proposed gates

- 12.11. The gates would effectively block the north-south routes through the fixed market stalls during the hours when the market is not in use. This would increase the security of some of the stalls and would attempt to reduce anti-social behaviour.
- 12.12. Whilst officers agree that gates would improve security and tackle anti-social behaviour to some degree, there are concerns about the siting of the gates. The north-south route is identified by the applicant within the Design and Access Statement as a key route and the obstruction of these routes at night would create a confusing layout, particularly for those with vision impairments. They would block key views through the square from the northern section of Market Hill through to the Guildhall. In addition, there are concerns they would significantly reduce natural surveillance from the northern corners of the seating area by gates 3 and 4 resulting in a risk of increased anti-social behaviour in areas with limited escape routes.
- 12.13. Whilst officers do not object to provision of gates in principle, these concerns have been raised throughout the pre-application process with suggestions that they are relocated to block off the east-west route through the central block of stalls effectively leaving the north-south routes open. However, this suggestion was not adopted by the applicant when submitting the application. During the determination process, the applicant has shown willingness to consider the relocation of the gates submitting a document showing them on the east-west route as requested. However, it has been requested that this amended drawing not be considered as part of the application process as this has yet to be fully agreed by the applicant's team.
- 12.14. As the applicant has shown willingness to review this element, officers are content that a suitable arrangement can be agreed and secured through condition.

Demountable stalls

- 12.15. In comparison to the fixed stalls, relatively limited information has been provided in support of the application regarding the demountable stalls to the southern side of the Market Square. It is understood that trials are still required to ensure that the traders are happy with the final product to be used. Within the Design and Access statement it is stated that these will either be 2x2 metres or 3x3 metres in footprint and designed to accommodate a range of market traders.

- 12.16. The demountable stalls would have a colour palette that would match the fixed stalls which would allow for a consistent appearance and sense of place across the market.
- 12.17. Whilst anchor points will be installed within the southern half of the market, above ground the stalls are understood to be more temporary in appearance, with fabric sliding walls and canopies. Given that no precise details have been given, a condition requiring these to be provided is deemed necessary to ensure they are appropriate in appearance.
- 12.18. Stores would be provided within the fixed stalls to allow safe and secure storage for the demountable stalls when they are not in use. The storing of the stalls would need to be well managed to ensure they are removed safely and installed securely when demand requires. Therefore, officers consider that a robust management plan is required, however this can be dealt with by way of condition.

Covered seating area

- 12.19. The plans include the provision of covered seating area around the fountain in the centre of the market. This would comprise demountable canopies and unfixed stackable chairs. It is noted that the existing market lacks adequate public seating with only the provision of 3 benches in front of the Guildhall, or seating provided by traders for their customers. This results in people using the fountain, or other small walls as ad-hoc seating. As such, the provision of seating is welcome.
- 12.20. The location of the seating would be around the fountain which is the key focal point of the site. It is considered that the positioning of the seating would improve the setting of the fountain and strengthen its position as the focal point. The plans also demonstrate how the seats can be positioned in other areas of the square.
- 12.21. Few details have been provided to demonstrate the appearance of the chairs, tables and canopies. These would need to be of a high-quality design to ensure the visual amenity is eroded, however, it is considered that this can be dealt with by way of condition. The management around the storage and setting out of the seating would need to be secured to ensure they are removed when the market is closed to help reduce anti-social behaviour and to ensure that none of the table or chairs not located by the fountain do not block the carriageway. This can be dealt by way of a management plan condition.

Basement

- 12.22. The existing basement underneath Market Square is in a dilapidated state and has suffered from water damage. The proposal seeks to make amendments to the basement to provide toilets and locker storage for the traders. The footprint would not be altered, however, one set of staircases would be removed including the existing listed railings. This will be discussed in more detail in the heritage section. The works to the basement would have a limited impact on the appearance and character of the area whilst providing upgraded facilities for the traders. This element of the proposal is supported.

Landscaping

- 12.23. The application is supported by an illustrative landscape masterplan for the Market Square which sets out the approach in the context of the entire Civic Quarter.

Hard Landscaping

- 12.24. The proposal would result in the re-paving of the whole site. The re-laying of the setts in Market Square is considered in more detail within the Heritage section of this report. Outside of the Market Square the ground would be laid in York stone which varies in size and colour to define footways and carriageways. The surface would become flush across the site with exceptions to vertical kerbs being retained along the northern section of Market Hill, Corn Exchange Street and Wheeler Street.
- 12.25. York stone is an attractive type of paving that is a commonly used material for paving particularly on footways. Concerns have been raised to it also being used for the carriageway as it is known to mark, scuff and spall under turning loads. The applicants have argued that any marks are typically surface based and tend to become less pronounced as the stones bed and develop a natural patina and state that any surface material would also be soiled. They go on to explain that treatments can be added to reduce the staining potential and that ongoing maintenance plays a key role. As such, officers consider that subject to a condition regarding the maintenance and management of these surfaces, the use of York stone is acceptable.
- 12.26. It is considered reasonable to add a condition requesting the final detailing, size and colour of the York stone to ensure that it would have a suitable appearance within the area.
- 12.27. The creation of a flush surface across the majority of the space would have an impact on the character of area as it would remove the clear definition

between carriageways and footways and differing levels would also add visual interest. This would be mitigated by the variety of colouration, texture/tactility, shapes and sizes of hard surfacing materials, which would be used to delineate between areas of the public realm. A materials condition would ensure that officers are content that sufficient definition is provided to delineate between footways and shared spaces for vehicles and pedestrians. The flush surface would significantly increase accessibility within the area and it is considered that this would outweigh the impact to the change in character of the area. The impact of the flush surface on the heritage assets and on highway safety will be discussed in more detail below.

- 12.28. New underground bins for the market traders would be provided on the northern side of Market Square. The consolidation of the bins would remove existing clutter from large bins being stored in the public realm and this is supported. The final details of the bins and their management is yet to be decided, however, this can be covered by way of condition. There are some concerns with how it is managed to ensure that the bins are for the sole use of the traders, any management plan should include this detail.
- 12.29. Public bins would be installed throughout the area. Concerns have been raised that some of these would not have high levels of visibility as they would be set against the corner of the Guildhall. No details regarding the appearance of the bins have been submitted and it would be imperative that these would be of a design suitable for prominent historical location whilst being suitable for their job. The final details of the bins can be secured by way of a landscaping condition.
- 12.30. In addition to the proposed seating within the market itself, numerous seating cubes are proposed through Market Hill along with formal seating being provided on the planters within Peas Hill and Market Hill. This is considered to significantly improve upon the existing provision of seating within the area allowing the opportunity for users to linger longer within area. The Landscape's Officers comments regarding the lack of benches to the front of Guildhall are noted. The Guildhall does provide significant shade and benches in this location would be ideal, however, the proposed seating cubes would be located underneath the proposed trees, and the central seating area offers cover. As such, it is considered that the seating arrangement is acceptable subject to the final details which can be secured by way of condition.
- 12.31. The existing banks of cycle stands currently within the centre of Peas Hill and Guildhall Street would be removed and relocated to positions against the walls of the Guildhall. Notwithstanding the provision of cycle parking

would be discussed later in this report, it is considered that moving the stands from the centre of the public realm to the edges would result in a less cluttered appearance and improvements to the ability to move through the space.

- 12.32. The proposal would involve the installation of new lighting throughout. However, few details have been submitted. Officers are content that this detail can be dealt with by way of condition.
- 12.33. The Urban Design officer has raised concerns about the loss of the seating area around the Giggling Squid and the lack of proposed outdoor seating for Honest Burger. These comments are noted and the applicants have been encouraged to include these elements throughout the pre-application process. Officers agree that the proposed public realm could be improved by including these elements, however, it is not for the Local Planning Authority to redesign the scheme during the formal application process and officers can only consider what has been submitted. The exclusion of these seating areas would have a very minor impact on the quality of the public realm and does not warrant a refusal.

Soft Landscaping

- 12.34. The proposals include new planting within and surrounding the Market Square. A total of 8No. trees are proposed in the Market Square itself, within the existing historic setts. These trees are a mixture of Silver Lime and Hornbeams set within tree pits extending beneath the ground.
- 12.35. Elsewhere, two additional trees are proposed along Market Hill at either corner with Market Street, 4 trees to the front of The Guildhall and further planting along Peas Hill and Market Hill in the form of planters.
- 12.36. Initial comments from the Council's Landscape Officer raised some potential concerns with the layout of the planting, especially along the boundary with St Mary's Church, in addition to some comments regarding the details of tree pits and planting mixes. There was however and remains no objection in principle to the planting approach proposed.
- 12.37. Concerns have been raised regarding the size of the planters, particularly in front of Great St Mary's Church and St Edward's church. This has been an ongoing point of discussion throughout pre-application discussed. Whilst it is noted that improvements have been made to the design in this regard the size of the planters does remain a concern in terms of impact on movements. However, in their response to the Urban Design Officer, the applicant has demonstrated that the total width of the existing two corridors

through Peas Hill is 5.5 metres which is reduced to 5 metres if cycles are chained to the Church's railings, and reduced further if someone is utilising the benches. The width of the proposed single route at its tightest point would be 3.74, but it would vary with a width of up to 7.38 metres. The largest gap would be at the main Peas Hill Entrance to the Guildhall to allow extra space at this busier area. Whilst the minimum width would be less than the existing, the overall width would be an improvement to the existing situation. As such, it is considered that the ease of movement through this space should not be made worse through the development. The works in this area would improve the appearance as it would remove the clutter of the cycle stands and consolidate the seating and planting. During the determination process, the second smaller oval planter has been reduced in size to provide an adequate width of passage on the western side of the street.

- 12.38. The Great St Mary's planter would be narrower and less dominant within the space. It is considered it would sit comfortably in this location. The impact of this planter on the safety of the highway will be discussed in more detail later in the report. Due to the position of the planters to the front of the church, this removes the ability to lock cycles or add posters to the railings which would reduce the visual clutter to the front of these important historic buildings.
- 12.39. Concerns have been raised regarding the positioning of the trees with the Landscape Officer considering that the trees in front of the Guildhall are unnecessary and in the way. There are also concerns about the trees impeding the operational needs of the underground bins potentially putting these trees at risk of damage. In addition, the DRP stated that the planting should respond to orientation, location, purpose and building entrances and it is not clear why the trees have been positioned as they have. Third party comments have raised concerns about trees being located in front of shop fronts. The comments are noted and it is understood that the final positioning of the trees is to be determined at a later stage once the below ground services are fully understood. Subsequently, officers consider that these issues can be overcome by way of a condition.
- 12.40. There is also some concern with the type of planting within the planters due to uncertainty regarding whether they would grow in the urban environment. However, the final planting options can be dealt with by way of condition.
- 12.41. The conditions requested by the landscape officer include a hard and soft landscaping scheme as well as a maintenance and management plan.

- 12.42. Subsequently, it is considered that the proposed landscaping works would result in a high-quality space with a reduced appearance of clutter whilst maintaining the users' needs of the space. The public realm in this area is very hard working whilst also being constrained and it is considered that the proposed scheme is a well-balanced approach in urban design terms.

Public Art

- 12.43. The existing public art namely the Snowy Farr statue near the junction of Guildhall Street and Market Hill and Talos in Guildhall Street would be retained. A condition will be added to ensure that these are removed safely and restored in their existing positions. It is proposed to add some additional art works down Guildhall Street, however the final details have not been submitted. This can be controlled by way of condition.

Conclusion

- 12.44. Overall, the proposed development is a high-quality design that would have a positive impact to its surroundings and be appropriately landscaped. The proposal is compliant with policies 55, 56, 59 and 65 of the Local Plan and the NPPF.

13. Heritage assets

- 13.1. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing. The whole site lies within the Historic Core Conservation Area and the site is located within the setting of numerous listed buildings as highlighted in figure 1.
- 13.2. The proposal involves the lifting and relaying of the listed setts to improve the level of the surfacing. One set of the rails would be removed and re-used in an undetermined location. The fountain would be repaired from its current standard, but the proposals do not involve the re-introduction of a working water feature.
- 13.3. The market area is amongst the heritage features of the highest significance in Cambridge and it is considered the most important civic space within the city. The market place, which was developed in the 1850s, has comprised an open space with removable stalls. Market Square was listed as a Grade II structure in 2019. The surface features a combination of square and rectangular setts that do not seem to respond to any particular design pattern but rather would appear to relate to different phases of repair. The trapezoidal shape is broken down in three main

longitudinal sections forming hips, valleys and drainage points in a roof like manner. It is unclear whether this is the original layout.

- 13.4. The railings, which are a later addition, are also included in the listing and alongside the fountain form a significant ensemble of historic street furniture.
- 13.5. The fountain was listed at grade II in 1972. It was erected in 1856 and replaced the Hobson Conduit. Originally it featured a prominent canopy which was removed in 1953 due to safety concerns. Its central position, aligned with the chancel of St Mary the Great reinforces the idea of a central point in the city.
- 13.6. Despite their historic significance, the condition of the setts on Market Square is currently poor having lacked repairs over the years. The setts are uneven and slippery when wet causing inaccessibility to the market place for those with mobility impairments. There are areas which have been patched with concrete resulting in an uneven appearance across the square.
- 13.7. Regarding the character of the Conservation Area in this location, the buildings are set on the back of the footpath creating a strong definition to the square as a public space. The buildings are of different periods, materials and designs but retain a common three to four storey scale and exuberant use of ornamental detail to provide eye-catching frontages with a varied and interesting roofscape above. The Guildhall dominates the space which adds to the role of the space as the historic focus of civic administration in Cambridge.
- 13.8. However, similar to Market Square the condition of the public realm in this area of the Conservation Area is poor. The Market Hill loop carriageway is excessively wide creating the appearance of a vehicle dominated space. The quality of the streets and paving in some areas such as Wheeler Street is poor, although it is noted in other areas such as Peas Hill the condition of the surface is better. The existing cycle stores along with the use of the St Marys Church railings for locking cycles and the adhoc bin storage creates clutter. The existing stalls have a drab appearance and could be improved visually.

Direct Impact on Listed Setts

- 13.9. The lifting, treatment and re-laying of setts would result in harm to this heritage asset by way of the physical works that would need to be done to them. Despite a request for trials of how to re-lay the setts coming forward

from applicants in the pre-application discussions, trials were only in place on Monday 02 March 2026 for Conservation and Historic England Officers to review. These were conducted on a section of setts within Peas Hill (adjacent to the Giggling Squid) which do not form part of the listing.

- 13.10. Whilst the trials were useful to a degree, the laid appearance was not a wholly satisfactory outcome. It was considered that they were laid out too far apart and the mortar was too dark resulting in an appearance that is dominated by mortar distracting from the heritage asset. The applicants were in agreement with this assessment and at the time of writing, they are planning to have an additional larger trial installed by the time of the member site visit on 23 March 2026. The impact of the larger trial will be reported to members orally on the day of the committee. It is noted that the original trials were laid using a cement mortar and it is anticipated that this would be improved with the use of lime mortar.
- 13.11. Historic England have stated that due to the condition of the trials, it was not possible to form a conclusion on the level of harm caused by these works. The Council's Conservation Officer has concluded that the works would have a high level of 'less than substantial harm' and this could be mitigated by way of them being laid in an agreeable layout with suitable mortar. However, they are of the opinion that certainty of the mitigation needs to be clearer and consider that it should not be left to a condition. The Conservation Officer has confirmed that the proposed layout of the setts in terms of the laying patterns is satisfactory.
- 13.12. These comments are acknowledged. However, officers consider that the trials have demonstrated that the setts can be safely lifted, treated and re-laid whilst largely retaining the historic appearance of the individual setts. It is accepted across the round that works are required to the setts for safety reasons and as such to require even further trials to continue prior to determination would be considered onerous and officers are confident an acceptable layout and mortar can be found.
- 13.13. As such, it is recommended that conditions be added ensuring that the Local Planning Authority in consultation with Historic England approve the final details of the re-laying of the setts. As this directly impacts the listed structure, this would be added to the linked listed building consent.
- 13.14. Subsequently, without agreeable samples at this stage of the application process, the level of harm to be afforded to this element within the planning balance is regarded a high level of 'less than substantial' harm.

- 13.15. The applicant proposes to add setts to where there are currently concrete slabs such as above the basement toilets. It is considered that this would be an enhancement to the current situation and have a positive impact on the heritage assets as it would improve the consistency and legibility of the square's treatment.
- 13.16. The installation of the fixed stalls would also directly impact the listed setts. The fixed stalls would cover the setts and remove views of them currently afforded by the open nature of the existing stalls. However, the level of impact created by this is limited. The fixed stalls would be sited on a pedestal with a screw pile foundation. This design would result in an appearance of the structures floating slightly above the setts. It is important that this is designed to be detachable to mitigate the harm as it would be considered reversible. The final details of the how the fixed stalls would attach to the setts can be dealt with by way of condition. Subject to conditions, the fixing of the stalls to the setts has a neutral impact.
- 13.17. The demountable stalls would require anchors for them to be safe in incremental weather. This is proposed to be achieved by the installation of ground anchors fitted into the surface of the square. Whilst trials with above ground anchors have taken place, this has not been conducted for inground trials. A methodology has been submitted highlighting how any removed setts would be retained and replaced following the trials. It is considered that as the concrete footings required would be covered by setts and size of the anchors would not be too disruptive to the setts. This approach is acceptable. Full details of the anchors can be covered by way of condition.
- 13.18. Trees would be added to Market Square surface. Details of the tree pits have been submitted. Neither the Conservation Officer nor Historic England have raised any concerns with this. It is considered that the proposed trees would have a neutral impact on the listed setts.
- 13.19. Further information is required regarding the amount and location of lighting. This can be dealt with by way of condition.

Direct Impact on the Listed Railings

- 13.20. One set of the listed railings would be removed from the square. The applicants state that these would be stored or sensitively re-used within the new arrangement. The loss of the set of railings would result in harm to the significance of the listed structure as it would break up the relationship between the two sets. However, due to the current layout, with the clutter of the existing stalls, bins and external containers in this area the listing railings are rarely seen together as a pair. The Conservation Officer has

requested a condition requesting details of how they would be re-used and if they are successfully re-used elsewhere in the area this would mitigate the harm to some degree. As such, officers consider the harm created by the loss of the railings to be a low level of 'less than substantial harm'

Direct Impact on the Fountain

- 13.21. The application seeks to repair the fountain. The repairs are based on the submitted structural report. The repairs include repairs to the subterranean brickwork chamber the details of which will be confirmed once they are visible. Existing loose granite is to be re-bedded in traditional lime mortar, lost granite would be replaced with new granite indent and repointing would occur with lime mortar where needed. Neither the Conservation Officer nor Historic England raised any concerns with these works. However, Historic England have raised their disappointment with the lack of the reinstatement of the functionality of the fountain as a water feature. Officers are in agreement that bringing the fountain back as a water feature would result in an important heritage benefit, however, officers need to consider the application put forward. Subsequently, without this identified benefit, it is considered that the works to the fountain would have a neutral impact on the significance of the heritage asset.

Impact on the setting of the Listed Structures in Market Square

- 13.22. The proposed works would alter the setting of the listed structures in the Market Square. It is considered that in reducing the whole area to a flush surface, the defining boundary features created by the existing carriage way and vertical kerbs would be lost. This would have a significant detriment to the setting.
- 13.23. On the other hand, it is considered that the works would bring improvements to the public realm around the listed structures. The rationalising of services would remove some of the clutter currently present in the Market Square such as bins and the metal storage container.
- 13.24. The benefits in setting are considered to partially mitigate the harm. As such, officers attribute a low level of 'less than substantial harm' to the impact on the setting of the listed structures within Market Square.

Impact on the setting on other Listed Buildings

- 13.25. The raised pavement edges have been a feature of the surrounding streets in terms of the settings of the other Listed Buildings in the area. Removing this arrangement would have some impact on their settings in general.

However, the paving of the footway around the edges of the public highway would create some level of definition which would mitigate the harm.

- 13.26. The planting in front of the St Mary the Great Church and St Edward King and Martyr Church which are Grade I and II* respectively would not detract from the significance of these buildings.
- 13.27. The proposed fixed and demountable stalls would retain the appearance of a market on the Market Square with the roofs being designed to match the existing stalls. Subsequently, it is considered that the installation of the fixed stalls and demountable stalls would have a neutral impact on the setting of the listed buildings.
- 13.28. Officers attribute a low level of 'less than substantial harm' to the setting of the listed buildings that surround the application site.

Impact on the Conservation Area

- 13.29. The flushed surface would also have a detrimental impact on the character and appearance of the Historic Core Conservation Area due to the loss of definition created by the vertical kerbs not only on Market Hill but also along Peas Hill and Guildhall Street. The definition created by the change in paving would mitigate this harm to some degree.
- 13.30. The Conservation Officer raises concerns that the area at the south of Peas Hill would become a featureless floorspace, dominated by provision for car and lorry movements. Officers have similar concerns, particularly as the small area of outside seating at Giggling Squid would be removed. However, the existing situation is also dominated by vehicles and due to the constraints of the city centre, it is not possible to relocate these movements elsewhere.
- 13.31. The Conservation Officer has highlighted that the improvements to Wheeler Street brings a positive impact on the conservation area as the current condition of this area is poor. In addition, the benefits of removing clutter from the area and rationalising services as well as improving the pavement in areas is also considered to result in a positive impact.
- 13.32. The proposed fixed and demountable stalls would retain the appearance of a market on the Market Square with the roofs being designed to match the existing stalls. Subsequently, the installation of the fixed stalls and demountable stalls would have a neutral impact on the conservation area.

- 13.33. The introduction of soft landscaping would add interest and greenery to a stark urban environment. This would have a positive impact on the setting of the conservation area.
- 13.34. On balance, the urban realm in this area of the conservation area would be significantly altered. Whilst taking into account the identified harm and the benefits, it is considered that there would be a low level of 'less than substantial' harm to the character and appearance of the Historic Core Conservation Area.

Summary

- 13.35. NPPF paragraph 213 states that any harm to the significance of a heritage asset should require clear and convincing justification. Paragraph 219 states that local planning authorities should look for opportunities for development within the setting of heritage asset to enhance or better reveal their significance and proposals that better reveal its significance should be treated favourably.
- 13.36. Paragraph 215 states that where a development would lead to less than substantial harm, this should be weighed against the public benefits.
- 13.37. Section 72 of the Planning (LBCA) Act 1990 states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.
- 13.38. Section 66 of the Planning (LBCA) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 13.39. As explained above, parts of the proposal would result in harm to the heritage assets. It is important to understand the overall impact of the works on the heritage assets to consider whether paragraph 215 is triggered. Below are tables of the summary of direct impacts from the main elements of the works on the listed structures, and the impact on the setting of listed structures, listed buildings and the impact on the Conservation Area.

Proposal	Direct Impact on Listed Structures

Relaying of Setts	High level of 'less than substantial harm'
Replacement of concrete slabs with sets	Positive
Installation of fixed stalls	Subject to condition - Neutral
Demountable stalls anchors	Neutral
Installation of trees	Neutral
Removal of one set of railings	Subject to condition – low level of 'less than substantial harm'
Repairing Fountain	Neutral
<i>Net Heritage impact</i>	<i>High level of 'less than substantial harm'</i>

Table 3 Summary of direct impact on the listed structures in Market Square

Proposal	Impact on setting of Listed Structures in Market Square	Impact on setting of Listed Buildings outside the red line	Impact on character and appearance of Conservation Area
Relaying of Setts	High level of 'less than substantial harm'	Neutral	High level of 'less than substantial harm'
Flush surface	Moderate level of 'less than substantial harm'	Low level of 'less than substantial harm'	Moderate level of 'less than substantial harm'
Re-paving (excluding flush element)	Neutral	Neutral	Positive
Fixed and Demountable stalls	Neutral	Neutral	Neutral
Landscaping	Neutral	Neutral	Positive
Removal of clutter	Positive	Positive	Positive
<i>Net Heritage impact</i>	<i>Moderate level of less than substantial harm</i>	<i>Low level of less than substantial harm</i>	<i>Moderate level of less than substantial harm</i>

Table 4 Summary of impact on other heritage assets.

- 13.40. Paragraph 213 of the NPPF states that any harm to the significance of a heritage asset should require clear and convincing justification.
- 13.41. Officers acknowledge the work needed to the setts is required to significantly improve the accessibility of the market in terms of levels and slip resistance. Historic England has argued that the preferred option of cutting the top off the setts has not been fully justified, nor the use of flush mortar. However, there is a high footfall within Market Square and it is considered that the space needs to be fully accessible and be safe to walk on in wet weather. The cutting of the setts would significantly improve the grip of the setts.
- 13.42. The demountable stalls are required to be anchored to ensure that they can be used year-round.
- 13.43. The railings protect the two stairways into the basement. Following development, the basement would be opened and so only one entrance staircase is required. The second set of railings would no longer have a useful purpose and would act as an unnecessary obstruction.
- 13.44. The flush surface would result in harm to the heritage assets. The flush surface has been designed in order to improve accessibility for those with mobility impairments. A flush level surface across the site is considered to significantly improve the accessibility to the market and Civic Quarter as a whole.
- 13.45. Subsequently officers consider that the harm has been justified in accordance with Paragraph 213 of the NPPF.
- 13.46. As 'less than substantial harm' has been identified, paragraph 215 of the NPPF is therefore engaged and the harm needs to be considered against the public benefits of the scheme. The net impact of harm varies between the different heritage assets. However, as the highest level of harm is a high level of 'less than substantial harm' any benefits would need to outweigh this higher identified harm.
- 13.47. The proposed works are considered to significantly improve the accessibility of the Civic Quarter. The relaying and treatment of the setts would allow for safer conditions and make it possible for those with mobility impairments or those in wheelchairs to easily access the market stalls and move across the space. In conjunction with the flush surface, it allows for improved access across the whole Civic Quarter as well as the marketplace. Due to historic nature of Cambridge, there are few spaces within the historic core for those in wheelchairs to easily move around safely

and independently. The development would be an important step in improving accessibility within the city centre. Significant weight should be attached to this benefit.

- 13.48. The relaying of the setts would allow for the removal of the patches of concrete slabs. This would improve the consistency and legibility for the square's treatment and improve its appearance. Significant weight is attached to this benefit.
- 13.49. The flush surface in conjunction with demountable stores that would be stored away would allow for an open space for public events. Whilst existing parks within the city allow for these events to take place currently, they are located closer to the edges of the city centre. The works would allow for a flexible space to be used for civic events within the heart of the city centre. Officers consider moderate weight to be attached to this benefit.
- 13.50. The works would result in additional greenery in a part of the city centre which is currently lacking in soft landscaping. This in turn would improve biodiversity within the area. Due to the constraints of the site the level of new landscaping is limited and as such moderate weight should be attached to this benefit.
- 13.51. The rationalising of services such as trader's bins being placed underground, relocating of cycle parking and other street furniture would result in a less cluttered public realm making for an improved environment for the users of the space. In addition, the new paving would improve some areas of existing paving that is currently poor. Moderate weight should be given to this benefit.
- 13.52. Officers consider that these benefits outweigh the identified harm. It is considered that the proposal is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and policy 61 of the Local Plan.

Archaeological Potential

- 13.53. The site lies in an area of archaeological potential within the historic medieval core of Cambridge. Market Hill itself is a medieval market, however, in this period it would have extended towards Peas Hill to the south. Buildings used to stand in the area of the current modern market until a fire in 1849 destroyed much of the area and it was cleared. The site is bounded by the Grade I Listed Church of St Mary the Great and archaeological monitoring during the installation of services around the perimeter of the church found evidence for inhumation burials likely associated with the church.

- 13.54. Due to the archaeological potential of the site, a further programme of investigation and recording is required to provide more information regarding the presence or absence, and condition of surviving archaeological remains within the area and to establish the need for archaeological mitigation of the development is necessary. It is considered that this can be done by way of condition.

14. Carbon reduction and sustainable design

- 14.1. The application is supported by a Design and Access Statement that includes details regarding the sustainability vision for the proposal.
- 14.2. The Market Square proposals contribute to the overall sustainability strategy for the Civic Quarter project. Specific measures proposed within the Market Square include:
- Installation of PV panels within the roofs of the fixed market stalls generating a potential 18 kWp;
 - Harvest rainwater from the market stall roofs
 - 5 BREEAM Wat01 credits sought for the sanitaryware within the toilets of the basement beneath the Market Square.
- 14.3. The application has been subject to formal consultation with the Council's Sustainability Officer. They have advised that the approach within the Market Square including integration of solar panels and rainwater harvesting is welcomed with a condition requiring details of rainwater harvesting recommended. The water efficiency upgrades proposed to the basement toilets are also welcomed by the Council's Sustainability Officer, with a condition recommended requiring details of how the full 5 Wat01 credits will be achieved.
- 14.4. Concerns have been raised by third parties that the demountable stalls would have short life structures and be environmentally unsound. The final details of these stalls have not been submitted and are reserved by condition. However, any temporary stalls, including the existing, would have a limited life span. The fixed stalls would have a greater life span and would balance out the temporary nature of the demountable stalls.
- 14.5. The applicants have suitably addressed the issue of sustainability and renewable energy and subject to conditions the proposal is compliant with policies 28 and 29 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD 2020.

15. Biodiversity

- 15.1. The application is supported by a statutory BNG metric, Preliminary Ecological Appraisal (PEA), Preliminary Roost Assessment (PRA), Bat Emergence Survey (BES) and Biodiversity Net Gain (BNG) Plan.
- 15.2. The site consists of buildings and sealed surfaces. The PEA has recommended non-licensable reasonable avoidance measures to remove any risk of residual harm or disturbance to protected or priority species and the Ecology Officer agrees with the analysis.
- 15.3. Following the PEA recommendations, a PRA was conducted. The Market Square, forming this application was not noted to have any potential for roost suitability. Mitigation measures are set out within the information provided by the applicant and can be secured by way of a condition.
- 15.4. The applicant has provided a Biodiversity Net Gain (BNG) Plan in support of the application. This suggests that the proposal is exempt from the statutory 10% BNG requirement as it would fall below the 25m2 threshold for impacted habitat. Given the majority of the site comprises the existing hardstanding surrounding buildings, officers agree that the development would not impact more than 25m2 of “habitat”.
- 15.5. Notwithstanding that the application is exempt from BNG, a metric has been submitted for the whole Civic Quarter re-development resulting in an increase 0.3 habitat units, mainly in the form of planting within this proposal for the Market Square. This is supported.
- 15.6. The application has been subject to formal consultation with the Council’s Ecology Officer, who raises no objection to the proposal and recommends several conditions to ensure the protection of species is delivered. The condition recommended regarding compliance with reports is considered reasonable and required to ensure the protection and enhancement of ecological species. Given that the site does not offer suitable places for bird or bat boxes or hedgehog holes a condition for ecology enhancement is unreasonable. Given that no flat roofs are proposed within this application, a green roof condition is not necessary. Additionally, as the site within an urban context, a condition for ecological lighting is not reasonable. Officers are satisfied that the proposed development complies with policy 70 of the Local Plan, the Biodiversity SPD 2022, the requirements of the Environment Act 2021 and 06/2005 Circular advice.

16. Water management and flood risk

- 16.1. The application site is located entirely within Flood Zone 1 with small areas surrounding the Guildhall between very low (over 1 in 1000 year) to high (1 in 30 year) surface water flood risk.
- 16.2. A Flood Risk Assessment (FRA) including drainage strategy has been provided in support of the application. The Flood Risk Assessment, with the site outside of any fluvial floodplain suggests mitigation against this form of flooding is not required. Officers, including the Council's Drainage Officer, agree with this view.
- 16.3. The FRA does however suggest that there other sources of flooding that do pose a risk that would need to be mitigated through the development. Specifically, this is sewer flooding, surface water flooding and ground water flooding. It is agreed, it is beyond the scope of the application to require improvements to the historic below ground drainage systems serving the site. Therefore, flood risk mitigation measures are recommended to improve the control of surface water and potential flood risk. In line with the Drainage Officer's comments, there is no objection to the provided FRA, including the mitigation measures proposed.
- 16.4. Within the drainage strategy provided it is assumed that the surface water drainage will discharge into the existing surface water sewerage system as per the current arrangement. Infiltration based drainage, as prioritised within the drainage hierarchy is not considered to be feasible due to the significant presence of made ground across the site.
- 16.5. Some details of measures to mitigate surface water runoff rates has been provided within the drainage strategy, including the Green Roofs mentioned previously, tree pits and rainwater harvesting.
- 16.6. Therefore, whilst the assumption of the continuation of the current arrangement of surface and foul water drainage is acceptable, conditions are recommended requiring the submission of schemes for surface and foul water drainage, in the case that changes to the strategy are proposed and to ensure that mitigation measures for surface water run-off are provided.
- 16.7. The applicants have suitably addressed the issues of water management and flood risk, and subject to conditions the proposal is in accordance with policies 31 and 32 of the Local Plan and NPPF advice.

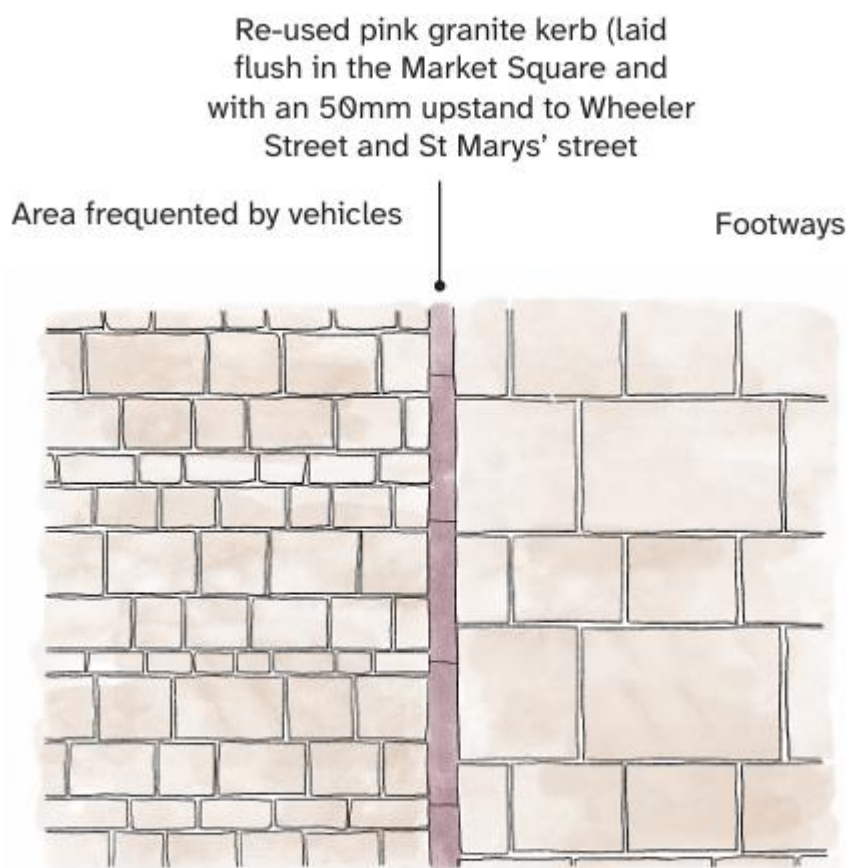
17. Highway safety and transport impacts

- 17.1. The application would result in significant changes to the public highway. The application has been subject to formal consultation with Cambridgeshire County Council's Local Highways Authority (LHA) who has raised a significant objection to the proposal. The application is supported by a Transport Assessment and followed up with detailed commentary responding to the LHA's objection. The below section takes each of the impacts on highway safety in turn.

Surface Treatment

Market Hill Flush/ Shared Surface

- 17.2. The proposals would result in a flush shared surface on the east, south and west sides of the Market Hill Loop. Motor vehicles would still have a right of way around the loop, however, there would be no vertical delineation between the footway and carriageway. Instead, the carriageway would be treated in York stone paving that would be smaller than the York stone paving used in the adjacent footway. The two elements of the highway would also be delineated by 100mm wide York stone setts that would be pink in colour, however, there would be no vertical kerb. This is demonstrated in the image below taken from drawing CCQ-LDA-PR-00-DR-L-2006:



↑ Illustrative plan showing proposed detail between carriageways (smaller setts) and footways (larger flags)

Figure 3: Proposed paving for carriageways and footways.

- 17.3. The LHA have strongly objected to the flush surface between the footway and carriageway, due to safety concerns particularly to visually impaired pedestrians. This follows advice from the UK Government and their ministerial letter requesting a pause to shared spaces with level surfaces in areas with relatively large amounts of pedestrian and vehicular movements such as high streets and town centres. Within the letter MPs stated 'The availability of formal crossings is particularly important for visually impaired people'. A copy of the letter can be found in Appendix B to this report. The Royal National Institute of Blind People (RNIB) increasingly emphasise the need for a minimum 60mm detectable upstand to ensure that people can navigate safely using either underfoot cues or a white cane. Subsequently, the LHA considers that the design does not address the needs of visually impaired users.

- 17.4. The applicant argues that the Ministerial letter is not relevant in this instance as it states that the focus of the pause is in areas ‘with relatively large amounts of pedestrian and vehicular movement such as high streets and town centres (outside of pedestrian zones)’. It is argued that Market Square is a pedestrian zone, subject to an existing Traffic Regulation Order (TRO) which prohibits motor vehicle traffic at particular times of the day.
- 17.5. A transport survey was conducted by the applicant which is included within the Transport Statement. Surveys were conducted at two points within the year: Spring – between 16th and 22nd April 2025 (including Easter weekend) and Summer between 26th June and 2nd July 2025. It is noted that the LHA raised concerns regarding these periods within their original comments as they were undertaken outside of peak tourist season and University term time. As such the LHA consider that these surveys are not wholly representative. This is noted, and it is less than ideal that surveys were not taken when it is likely that pedestrian movements would be higher. However, surveys are only a snapshot in time and can only provide indicative levels of moments. Officers consider that the provided surveys do adequately provide an indicative idea of ratio of transport movements within the area which can be used to consider highway safety. However, there is an acknowledgement that numbers could be higher at certain times of the year.
- 17.6. The surveys demonstrated that the area has a significant number of pedestrians using the area. The below two images demonstrate the average and peak daily flows of pedestrians within the two survey periods. These show a peak daily flow of over 33,000 pedestrians.

Figure 4: Spring Pedestrian Movements

- 17.7. The surveys also measured motor vehicles and they demonstrated that the daily flow of motor vehicles, particularly around the Market Hill Loop is very low. The below two images demonstrate the average and peak daily flows of motor vehicles within the two survey periods. The counts include cars, light goods vehicles (LGVs), ordinary goods vehicles (OGVs), motorcycles (MCCs) and public service vehicles (buses) (PSV).

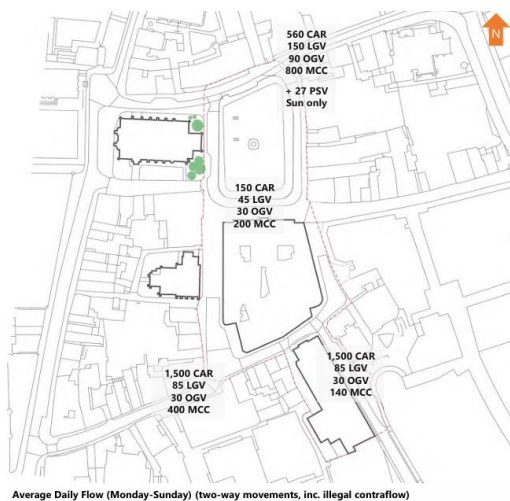


Figure 6: Spring Vehicle Movements

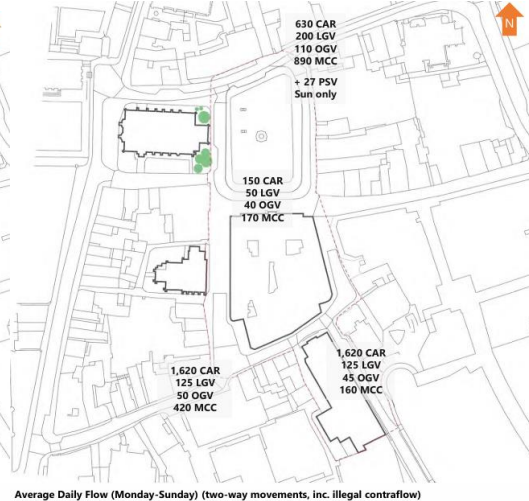


Figure 7: Summer Vehicle Movements

- 17.8. As such, Officers consider that there is an argument that due to the low motor vehicle movements around the Loop where it is proposed to have a flush surface, that the Ministerial letter does not apply. Where there are higher motor vehicle movements at the northern section of Market Hill and Wheeler Street a vertical kerb is proposed.

- 17.9. However, cyclists are also present within the area and there are no TROs to restrict cyclists within Market Hill. The below two images demonstrate the average and peak daily flows of cyclists within the two survey periods.

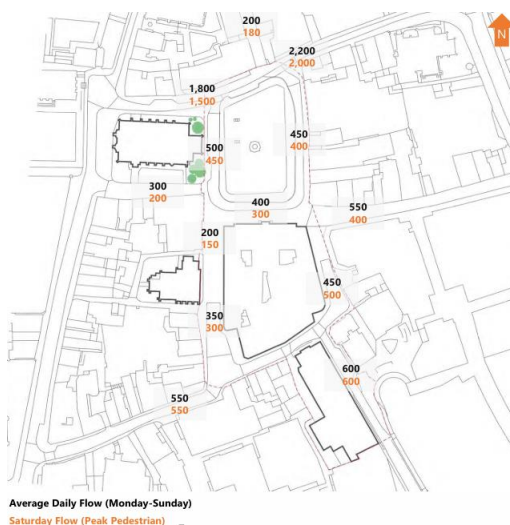


Figure 8: Spring Cycle Movements

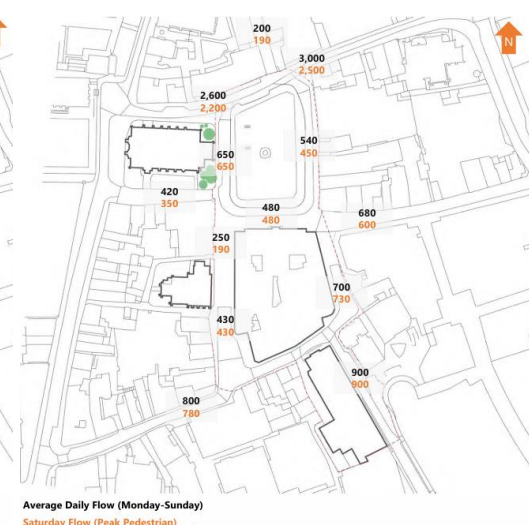


Figure 9: Summer Cycle Movements

- 17.10. The surveys demonstrate that whilst the majority of cyclists do not enter the Loop, there is still a peak daily flow of 650 cyclists moving through the area. The survey also found that there is a peak movement of 45 E-scooters within the Loop.
- 17.11. Whilst cyclists/ E-scooter users are more vulnerable than motor vehicle users, within the hierarchy they are still less vulnerable than pedestrians and have the potential to cause injury to more vulnerable users. However, as the figures above show, cyclists still cycle on pedestrian only routes such as Petty Curry and whilst this is unfortunate, it is considered that if the area were to become fully pedestrianised, it would not fully remove the cyclists. The applicant intends to intercept cyclists before they enter the area as much as possible by way of increasing cycle parking provision outside the red line and reducing the amount inside the red line.
- 17.12. The surveys also considered the times of the day of the vehicle movements with the applicant arguing the peak times of motor vehicle movements are not during the peak times of pedestrians. However, the peaks of cyclists roughly matches pedestrian patterns. The below two images show the average daily trip profiles, including and excluding pedestrians for Spring and Summer Surveys. The non-motorised elements of the survey was only undertaken between 0600 and 2200 hours during Summer, as such, this has been greyed out for consistency.

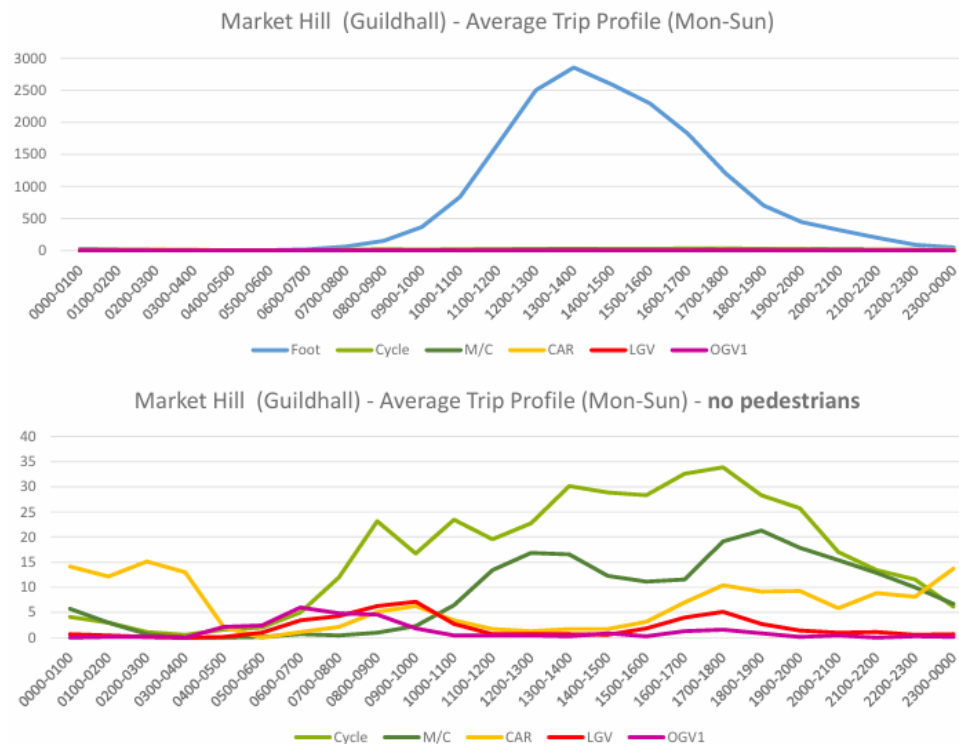


Figure 10: Spring Average Daily Trip Profile

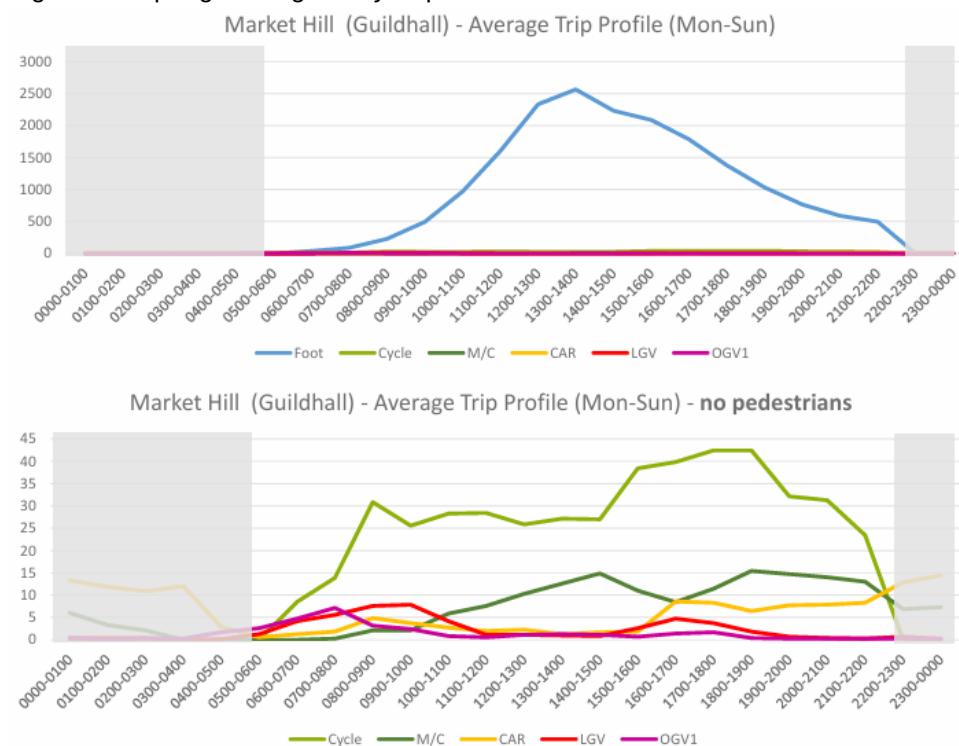


Figure 11: Summer Average Daily Trip Profile

- 17.13. Based on the information provided, Officers consider that the due to the existing TROs the level of conflict between pedestrians and motor vehicles is relatively low throughout the day. The potential conflict between cyclists and pedestrians would be higher, however, it is considered it would be no worse than existing along pedestrianised routes within the city centre. The

surveys demonstrate that currently between 20% and 53% of pedestrians walk within the carriageway presently, depending on which part of the Loop they are using. As such, Officers acknowledge that a conflict already exists.

- 17.14. Notwithstanding this, Officers consider that the introduction of a flush surface would result in the potential for increased conflict between highway users, which in turn would have an impact on highway safety. The lack of a vertical kerb would particularly impact upon those with visual impairments.
- 17.15. A key element of the redevelopment of the public realm within the Civic Quarter is to improve accessibility. The provision of a flush surface would allow for increased accessibility for pedestrians with mobility impairments including wheelchair users, however, in turn the level of accessibility for those with visual impairments would be diminished. On the other hand, if the vertical kerb was to remain, then the accessibility for those with mobility impairments would be remain limited. Officers acknowledge this conflict of needs between different users and accept that there is not a suitable design that can sufficiently cater to all. As such, the level of harm would need to be weighed against the benefits of the proposal.
- 17.16. Due to the reasons outline above, the proposals would result in a risk to highway safety, however, due to low levels of motor vehicle movements predominantly peaking when pedestrian levels are low, in conjunction with pedestrians already utilising the carriageway it is considered that the additional harm when compared to the existing situation is low to moderate. The level of harm could be mitigated by clearer delineation between the carriageway and the footway. Whilst officers acknowledge the different sizes of paving and the pink kerb line, it is considered that this could be improved. However, this level of detail can be dealt with by way of condition to secure the variety of colouration, texture/tactility, shapes and sizes of hard surfacing materials, which would be used to delineated between areas of the public realm.
- 17.17. The proposal to provide a shared surface in this area would significantly increase accessibility for those with mobility impairments. In addition, it would provide a more generous space for pedestrians.
- 17.18. The carriageway of the loop would be reduced to a minimum of 4.4 metres (south west corner). The existing carriageway is extremely wide and not necessary for a one-way route. As such, there are no concerns with the reduction of the carriageway width.

Market Hill Northern Route

- 17.19. The northern route would retain a kerb with an upstand of 50mm, however, a raised table with a length of 8.4 metres would be installed at the junction with Rose Crescent to create a flush connection to Market Square. The carriageway width would remain as existing. The LHA have raised objections to the raised table stating that it offers no functional benefit and there is a lack of precedent for this in the Historic Core. These comments are noted, however, the applicant has stated that this route is at a pedestrian desire line and as Rose Crescent is a pedestrianised road and shopping route, Officers have no reason to dispute this. A raised table would allow for a clear crossing point that also has the potential to act as a traffic calming measure. There would be blister tactile studs either side of the crossing to alert pedestrians with visual impairments to the carriageway.
- 17.20. Officers consider that this element of the scheme would have an acceptable level of impact on highway safety.

Peas Hill Flush/ Shared Surface

- 17.21. The proposal seeks to remove the vertical kerb from the carriageway serving the southern part of Peas Hill and install a flush, shared surface. Similar to the Market Hill works, a footway with larger paving would be installed on the western side of the road and around the corner of the Guildhall on the eastern site. There would be a pink 100mm kerb line. See image 3 above.
- 17.22. The LHA has raised concerns with a flush surface in this area as articulated lorries that service the Arts Theatre and Corn Exchange manoeuvre within this space along with other motor vehicles. These concerns are noted. However, as Peas Hill is not a through road, vehicles in this area are moving slowly. In addition, the manoeuvring for the HGVs is already complex and tight. The applicant has stated in their response to the LHA that the Arts Theatre have indicated that vehicles unload at the start of the week and pack up at the end of week following the final show and so HGV movements are not a daily occurrence.
- 17.23. Regarding cyclists, they already use Peas Hill despite the majority of this not having a formal carriageway. It is considered that the proposed changes would not increase cyclists using this thoroughfare.
- 17.24. Bollards would be put in place to restrict motor vehicles from entering the pedestrian only section of Peas Hill.

Flush/ Shared Surface Guildhall Street

- 17.25. The proposal seeks to remove the vertical kerb from the carriageway serving the southern part of Guildhall Street and install a flush, shared surface. A footway with larger paving would be installed on the western side of the road running along the side of and around the corner of the Guildhall. There would be a pink 100mm kerb line. See image 3 above.
- 17.26. The LHA did not raise any specific concerns with this element, however, their objection to flush surfaces extends across the whole site. Similar to Peas Hill, this road is not a through road and so vehicles in this area are moving slowly. Bollards would be put in place to restrict motor vehicles from entering the pedestrian only section of Peas Hill.

Materials

- 17.27. The public highway would be re-laid in York stone which would vary in size and colour as described above. In addition, there would be a metal strip running from the southern edge of Guildhall Street to the fountain in Market Square to indicatively demarcate the historic Hobson's Conduit.
- 17.28. Concerns have been raised by the LHA, other consultees and third-party objectors due to the use of the York stone. This is due to the paving not being a standard material used within the highway, particularly carriageways, lacks resilience and raises concerns with maintenance and liability. The LHA has also raised concerns with the metal strip due to slip risks.
- 17.29. These comments are noted, however, it is considered that the final details of the paving materials can be dealt by way of condition to ensure that the proposed paving is able to withstand the vehicular movements and it complies with specifications required by the LHA. The applicants should be aware that if any of the materials identified by the LHA are non-standard then they will seek a commuted sum, payable by the development in accordance with the County Council's Commuted Sum Policy (March 2023). The LHA have confirmed that any future commuted sum is dealt with outside of the planning process and it will be requested during any future Section 278 application which is required to undertake works within the local highway.

Motor Vehicle Movements

Reversal of flow of traffic on the Market Hill loop

- 17.30. The re-development scheme is not proposing to fully remove motor vehicles from the Market Hill loop, as such vehicles ranging from cars to goods vehicles would still have access in alignment with the existing Traffic

Regulation Order (TRO) to service the market and businesses on Market Hill. The existing TRO does not allow motor vehicles to access the loop between 10am and 4pm Monday – Saturday. Whilst the Transport Statement refers to a proposal to tighten these rules, no application to amend the TRO has been submitted and so the application would need to be considered under the existing circumstances.

- 17.31. Currently, the motor vehicles serving Market Square, enter the loop from the east then travel in a clockwise direction which results in vehicles moving twice along the northern section of Market Hill. The scheme proposes to reverse this traffic flow so that vehicles enter from the western section of the road and travel in an anti-clockwise direction. Officers acknowledge the benefit of this proposal as it would reduce the vehicle movements on the northern section of Market Hill. In addition, it would improve the loading and unloading of vans for the market as commercial vans usually have side doors on the left-hand side, this in turn could reduce the time needed for loading and unloading easing the time that the highway has obstacles within it.
- 17.32. However, this change would involve new TROs being in place. The LHA has confirmed that the TROs have not been applied for and at this stage they state that no evidence has been provided that these TROs are acceptable, feasible or achievable. The tracking diagrams and layout of Market Hill has been designed around the TRO being implemented and so there is a reliance of this application on non-existent TROs. Subsequently, if planning permission is granted there is a risk of it be unimplementable.
- 17.33. The TRO process is separate to the planning process and any planning permission does not influence the TRO process. As such, if granted and the subsequent TRO is refused it would be extremely likely that the design would need to be altered. This is noted and understood.
- 17.34. The LHA has advised that the TRO process, could take up to an estimated 18 months and so it would be wholly unreasonable to delay a decision on this application to allow time for the scheme to go through this process. Despite it being raised during pre-application discussions, the applicant has not moved forward on this issue.
- 17.35. Nonetheless, the Local Planning Authority needs to consider the application that has been submitted. This includes the reversal of the traffic flow. Due to this, the applicant has been advised that they are at risk of gaining an unimplementable planning permission. Officers consider that the risk lies solely with the applicant and it will be their responsibility to seek a new

planning permission if the design subsequently needs to be changed following the outcome of any future application for a new TRO.

Swept Path Analysis – Market Hill Loop

- 17.36. The applicant has submitted swept path analysis to show the tracking of motor vehicles within the Market Hill loop based on the reversing of the traffic flow. The tracking diagrams within the Transport Statement were incorrect, new tracking diagrams can be found in the response to Highways document dated 23.02.2026 and separate swept path drawings received 03.03.2026.
- 17.37. The LHA has raised that the tracking diagrams for the refuse vehicle is incorrect as it is the wrong length. The Waste Officer has confirmed that the correct vehicle length is 10.13 and new swept path diagrams were submitted accordingly and demonstrate a vehicle 10.2 metres in length. Officers consider this diagram to now be correct.
- 17.38. This new diagram was reviewed informally with a Highways Officer who raised concerns that the movement in the south western corner is awkward to manoeuvre due to the position of the trees. This is noted and Officers are in agreement that this manoeuvre is unnecessarily complex. However, the final positioning of the proposed trees would be conditioned. As such, it is considered reasonable to request updated tracking for the refuse vehicle once the final tree positions have been established to ensure that a vehicle can safely drive around this corner.
- 17.39. The Highways Officer also raised concerns that the refuse vehicle would clip what would be designated as the footway in the southern section of Market Hill. Whilst the wheels would remain in the carriageway the body would swing over the carriageway creating a risk for pedestrians. The greatest overlap would be in the south east corner close to the junction with Petty Curry. Officers accept this is not ideal and would create risk to highway safety. However, refuse vehicles movements would be significantly restricted in number and likely to take place earlier or later in the day when pedestrian movements are lower. As such, Officers consider the level of risk would be low. This risk would be considered in the planning balance.
- 17.40. The tracking diagram for the 10 metre rigid vehicle that serves Marks and Spencer show that the wheels would over run the south east corner of Market Square which would create safety issues within the public highway and is not ideal. However, due to manoeuvring required to enter the loading bay the deliveries are already highly managed by M&S. As such, the level

of risk is somewhat mitigated by the existing management occurring with vehicles of this size.

- 17.41. The tracking diagrams demonstrate that smaller vehicles required to service the market and businesses on Market Square can safely manoeuvre around the loop. No HGV tracking for the loop has been submitted. This will be discussed in more detail below.

HGV Access to the Market Hill Loop

- 17.42. HGV articulated lorries swept paths have not been tracked around the loop and as such it is assumed that these large vehicles would not be able to safely manoeuvre around the proposed layout in an anti-clockwise direction. Marks and Spencer (M&S) have a loading bay within the property and it is known that on occasion they use HGVs for deliveries. The other commercial properties on Market Hill also have right to take deliveries by HGVs.
- 17.43. Officers acknowledge that this is not ideal and could have a detrimental impact on the operations of existing businesses in the area. It is also unfortunate that the applicant has not provided any evidence that discussions have taken place between them and M&S to resolve this potential issue.
- 17.44. However, the LHA have stated that whilst they have a statutory duty under the Highways Act 1980 to protect the public's lawful use of the highway and to ensure that premises retain reasonable access, there is 'no absolute right to maintain the same type of vehicle access'. They have confirmed that there are no legal requirements for M&S and other businesses to retain HGV access to their site as long as essential servicing can still be conducted. Smaller delivery vehicles can still access M&S allowing essential servicing to take place. As such, the application cannot be refused for this reason. However, the applicant is strongly encouraged to liaise with any businesses that may be affected by the removal of HGV access to ensure that their rights of way and rights to essential service are still met prior to any works beginning on site.
- 17.45. Officers do however acknowledge that the removal of HGVs from the loop would be beneficial to highway safety.

Motor Vehicles Serving the Market

- 17.46. The submitted plans demonstrate that with the vans serving the market place would have sufficient space to load and unload off the public highway.

This is welcome. However, the LHA have raised concerns that the tracking diagrams show vans reversing on to the market onto the public highway due to highway safety concerns.

- 17.47. This objection is noted. Due to the existing TRO in place any vehicles serving the market are restricted to before 10am and after 4pm which is when pedestrian levels are lower as shown in figures 10 and 11. The existing situation currently involves manoeuvres that are likely to include reversing in order to park. However, it is considered that these movements would cause some risk to highway safety.
- 17.48. The vehicles doing this manoeuvre would be traders serving their stalls which are under the ownership of the City Council. As such, it is considered that there is a level of management that the Council could have over the actions of the traders during loading and unloading. Therefore, officers consider that the risk could be mitigated by some degree by way of a stringent management plan for the traders which could be dealt with by way of condition.
- 17.49. It is also noted that the provision of the permanent stalls which provide secure storage for some traders is likely to reduce the number of vehicles serving the site on a daily basis as it would reduce the level of loading and unloading required. This would therefore remove the number of vehicles serving the site on a daily basis reducing the conflict between motor vehicles and pedestrians. This can also go some way to mitigate the harm of the reversing movements.

Waste Collection

- 17.50. The application proposes new underground bins to the north of the Market Square. The LHA have raised concerns with the operational issues in regards to the servicing of underground bins, particularly with the safety risk of any crane equipped vehicles required to service the bins. These comments are noted, however, the applicant has confirmed within their response to LHA (dated 17.02.2026) that the bins will consist of 2no. 1100L general waste bins, 1no. 1100L recycling bin and 1no. 1000L food bin. These would be positioned on a hydraulic lift which would allow the bins to be serviced by the standard refuse vehicle and will not require specialised vehicles required for other subterranean bins. Whilst the refuse vehicles would temporarily block the carriageway this would be no different to any other standard waste collection. The existing positioning of the current bins on Market Hill and Market Square requires the refuse vehicles to drive around the loop to service them. As such, Officers consider that restricting the refuse vehicles for the trade waste pick up to the northern through route

would result in an improved situation. The final supplier of the bins is yet to be secured, however, it is considered that this can be done by way of condition.

- 17.51. Subsequently, Officers consider that the future refuse collection would have an acceptable impact on the safety of the users of the highway.

Obstacles Within the Public Highway

Cycle Parking Locations

- 17.52. The LHA have raised concerns with the location of the cycle parking being located on the land which is designated as 'footway'. The provision of cycle parking is a matter for the Local Planning Authority to consider rather than the Highway Authority and this is done so in the sections below. However, as the cycle parking is located on the public highway and would impact movement of vehicles on the public highway, the LHA comments should be considered in this instance.
- 17.53. The LHA have stated that cycle parking is shown adjacent to the Guildhall on areas which are defined, by way of materials, as 'footway'. Subsequently, the cycle parking would obstruct the footway and result in cyclists moving on the footway. These comments are noted. However, there are large numbers of cycle stand on the existing footway along Guildhall Street, Peas Hill and Market Hill in front of the Guildhall. Along Peas Hill and Guildhall Street these are located centrally within the highway causing significant obstruction. The proposal would relocated the cycle parking to be located against the walls of the Guildhall which would reduce the level of obstruction compared to the existing situation. The small area of cycle parking provided on Peas Hill would be located on land which is defined as carriageway.
- 17.54. The site is very constrained with few opportunities to provide cycle parking off the Local Highway with only the Market Square being within private ownership. Moving all cycle parking to City Council owned land would still result in obstructions to the movement of people across the area and would result in additional issues such as impact on the listed setts. Where the cycle parking takes up the whole of the designated footway is along Guildhall Street and over an area where motor vehicles cannot access due to the provision of bollards. As such, Officers consider that the objection to the positioning of the cycle parking is unreasonable. The proposed cycle parking would result in a significant improvement to the reduction of obstacles within the local highway and as such, Officers consider that the proposed location is acceptable in terms of risk to highway safety.

Planting with the Public Highway

- 17.55. A new planter would be installed on Market Hill to the front of St Mary's Church. This would span the full width of the church's ground. As explained above, it is considered that this would have some impact upon the swept paths of vehicles. In addition, the planter would limit the amount of footway on this section of the loop, reducing space for pedestrians to manoeuvre around motor vehicles using the carriageway. The plans do not show a dedicated footway on this side of the road. Officers consider that this is not ideal. However, the existing eastern path is currently cluttered with bins and cycles locked to the fence of the church. As such, this path is not highly used, with the traffic survey identifying that 53% of pedestrians use the existing carriageway to move through this part of the space. A dedicated pathway would be provided on the western side of this road and it is considered that this would be less cluttered than the existing western footpath due to the improvement in bin storage.
- 17.56. Notwithstanding this it is considered that the provision of this large planter would result in some impact on highway safety. When comparing this to the existing situation, officers consider that the level of harm would be low. The planter would introduce greenery into an environment that dominated by hardstanding and would contribute towards biodiversity net gain. In addition, it would help reduce the clutter of the area restricting cyclists from securing their bikes to the railings. The harm and these benefits would need to be considered within the planning balance.
- 17.57. A large amount of planting would be installed within Peas Hill. This would result in some obstruction of the public highway. However, the existing situation includes a significant amount of cycle stands and landscaping and this would be removed. The existing street furniture limits the width of the footway to 2.39 metres on the Guildhall side (east) and 2.56 metres on the King Edward King and Martyr Church side (west). Following the installation of the planting in front of the church the width of the accessible passage way would be 3.74 metres at a minimum. This is considered a sufficient width to allow two wheelchairs to pass each other when someone is using the bench on the side of the planter. The second smaller planter close to Anthropology would have a minimum passage way of 2.5 metres, however, there is sufficient space on the Guildhall side (4 metres) and it is considered that the proposed widths for the movement of pedestrian are a betterment than the existing situation.
- 17.58. A number of trees are proposed to be planted within the public highway. In addition to the concerns that these have on the movements of motor

vehicles the LHA have concerns regarding the tree pits and subsequent impact on the local highway. The tree pits present a medium to long term maintenance liability, particular where they extend beneath the carriage way. It is considered that the current design is not robust enough to withstand the loading imposed by the motor vehicles that service the area. These comments are noted. Officers consider that the final positioning of the trees have yet to be determined and will be covered by way of condition. However, it is considered reasonable to add a condition requiring the details of the tree pits to ensure that if any fall within the carriageway that they are suitably engineered. In regards to, maintenance the City Council can take on the maintenance of any planting, this can be dealt with by way of a legal agreement between the City and County Councils separate to the planning process. Subject to a condition regarding tree pits, it is considered that the planting of trees would not result in an unacceptable impact on the safety of the highway.

Wheeler Street/ Corn Exchange Street

- 17.59. Works are also proposed to Wheeler Street and Corn Exchange Street. This would involve the re-paving of the roads. The vertical kerb would be retained for the majority of the highway with exception to the creation of a raised table at the junction between the two roads.
- 17.60. The LHA have not raised any objections specifically to the work along these roads. Officers consider that a raised table would allow for a clear crossing point that also has the potential to act as a traffic calming measure which is likely to slow down motor vehicles at what is a blind corner due to the tight corner and position of the Corn Exchange. There would be blister tactile studs either side of the crossing to alert pedestrians with visual impairments to the carriageway.
- 17.61. The submitted Transport Statement refers to a proposal to ban the right turn out of the Grand Arcade Car Park and restricting motor vehicles movements down these roads and Bene't Street. This would require a TRO and significant transport modelling would need to be conducted in order to demonstrate this is possible. The applicants have yet to complete this work and as such have confirmed that the application is not reliant on this TRO. Subsequently, the plans have been amended to reduce the amount of flush surfacing, limiting to it a raised table only.

Other Concerns

Traffic Regulation Orders (TROs)

- 17.62. The LHA have raised concerns with proposed scheme's reliance on TROs. In addition to the reversal of the traffic flow around the loop, TROs would be required for the creation of new loading arrangements, removal of a taxi rank, removal of loading bays and changes to blue badge parking. This list is not exhaustive.
- 17.63. The applicant has been made aware of this and understand that TROs would need to be sought regardless of the outcome of the planning application. If permission is granted as submitted, it would be the responsibility of the applicant to submit any variations required following the TRO process. The applicant is also advised that any planning permission does not negate the need to apply for the relevant TROs with the LHA.

Road Safety Audit

- 17.64. In the LHA's original comments it was raised that a Road Safety Audit (RSA) has not been submitted. A Stage 1 RSA was submitted with amended information, however, this is not acceptable to the LHA as the process remains incomplete and does not accord with the requirements of the Design Manual for Roads and Bridges document GG119. The LHA has not approved the RSA brief and has not received the auditors CV. The LHA would be the overseeing authority, however, they have not provided any feedback. The LHA consider that without a compliant RSA process the design cannot be considered safe or robust.
- 17.65. The LHA's original comments state that an RSA is mandatory for any works to the Trunk Road Network and is only advisory for works to the local highway network. The works are to the latter and so there is no requirement for the submission of an RSA as part of a planning application despite the process being a standard practice for developments in Cambridgeshire.
- 17.66. It is regrettable that the applicants have failed to provide an acceptable RSA despite this highway issue being raised throughout the pre-application process. As it is not a mandatory requirement, it is considered to be unreasonable to refuse the application for this reason.

Summary

- 17.67. The Local Highway Authority has raised significant concerns regarding the impact of the proposal on the safety of the public highway. These concerns need to be carefully considered.
- 17.68. Whilst officers do not attribute the same amount of risk to some of the elements raised by the LHA, there is a recognition that the proposal would

result in a low-moderate risk to highway safety. However, this is mitigated by improvements to the highways environment such as reduction of obstacles, particularly by relocating the cycle parking along Guildhall Street, reduction of daily motor vehicle movements due to the fixed stalls providing secure storage for traders, and the designing out the use of HGVs within the Market Hill loop. In addition, the risk can also be mitigated by use of conditions as requested by the LHA. Some of these conditions are unreasonable or not relevant to a planning application such as reference to a commuted sum, or gaining permission from the LHA for trees, as these are dealt with separately by way of the Highways Act. This has been confirmed informally with the Highways Officer. The other conditions are considered reasonable.

- 17.69. Notwithstanding the mitigations highlighted, officers consider that there would still be a low level of risk to the safety of the public highway. This risk will be considered against any benefits within the planning balance at the end of the report.

18. Car and cycle provision

Cycle parking

- 18.1. Aside from the cycle parking provision within the Guildhall and Corn Exchange which are assessed within the other relevant applications before members today, there is significant existing cycle parking provision within and surrounding the Market Square. Current provision within the Civic Quarter as a whole is largely within pedestrianised areas such as Peas Hill and Guildhall Street which can lead to issues with accessibility and visual clutter.
- 18.2. This application seeks to relocate a number of the existing cycle parking spaces within and surrounding the Market Square to less active frontages. A complete breakdown of cycle parking proposals is found within Table 6.1 of the applicant's Transport Statement as follows:

Within CQ?	Location	Current	Proposed	Change
Yes	Market Hill	20 spaces (west side of Market Square, adjacent to Great St Mary's Church)	No spaces	- 20 spaces
Yes	Market Hill	36 spaces (along northern frontage of the Guildhall)	48 spaces	+ 12 spaces
Yes	Peas Hill	80 spaces (within middle of pedestrianised area)	No spaces	- 80 spaces
Yes	Peas Hill	16 spaces (in footway adjacent to Giggling Squid)	15 spaces, relocated further to the east	- 1 space
Yes	Guildhall Street	34 spaces (within middle of pedestrianised area)	52 spaces located along the eastern side of the Guildhall	+ 18 spaces
Yes	Within Parson's Court,	4 spaces (under fire escape – often inaccessible due to bins)	No change (4 spaces)	No change
Yes	Corn Exchange St	No spaces	14 spaces	+ 14 spaces
No	St Mary's Passage	76 spaces (adjacent to southern churchyard railings)	No change (76 spaces)	No change
No	St Mary's Street	26 spaces (north side of carriageway in bay)	10 spaces to south of current cycle parking, at end of existing loading bay	+10 spaces
No	St Edward's Passage	28 spaces (along southern side of St Edward Church churchyard)	No change (28 spaces)	No change
No	Guildhall Street	No spaces (under Lion Yard overhang)	26 spaces	+26 spaces
No	Guildhall Street	16 spaces (adjacent to Premier Inn entrance)	No change (16 spaces)	No change
No	Fisher Square	12 spaces	56 spaces	+ 44 spaces
Existing spaces within red line boundary				190
Proposed spaces within red line boundary				133
Difference within red line boundary				- 57 spaces
Difference outside of red line boundary				+ 80 spaces
Net difference				+ 23 spaces

Figure 12: Existing and proposed cycle parking provision

- 18.3. As set out in the above table, 81 existing cycle parking spaces are to be removed from the pedestrianised area of Peas Hill which forms a busy pedestrian thoroughfare, with the 16 existing spaces adjacent to the Giggling Squid to be re-located and reduced to 15 spaces further to the east. There is also a net reduction in spaces within Market Hill itself, with the 20 existing spaces along its western edge to be removed and 12 additional spaces provided to the northern side of The Guildhall.
- 18.4. 18 additional new cycle parking spaces are then proposed along Guildhall Street to complement the existing 34 spaces, in addition to an entirely new area of cycle parking along Guildhall Street, with 14 spaces in this location.

- 18.5. Overall, within the red line boundary there is a net loss of 57 cycle parking spaces, largely as a result of the removal of the large block within Peas Hill. There is additional cycle parking proposed outside of the red-line boundary of the Civic Quarter along St Mary's Street, Guildhall Street and Fisher Square. Outside of the site boundary 80 additional cycle parking spaces are proposed which would result in a net increase of 23 spaces across the application, considering both within and outside of the red line boundary.
- 18.6. Officers consider that the majority of cycle parking spaces within and surrounding the Market Square are to be used by visitors, with separate provision for staff within the Guildhall. There are various other areas of cycle parking within the city, including within the Grand Arcade Car Park which is a short walking distance from the Market Square. There is therefore no objection to the quantity of cycle parking spaces proposed within the application, reliant upon the provision of those spaces outside of the application boundary.
- 18.7. The applicant has suggested that the provision of this "off-site" cycle parking can be secured by way of a Grampian condition, given that it is entirely within the highway boundary. Officers are content, given that the land is not within third-party ownership that a Grampian condition would be acceptable in this instance.
- 18.8. Subsequently, the development would provide a quantum of cycle spaces which exceeds the minimum requirement and would include spaces for non-standard cycles. The proposed cycle parking, in number, accessibility and arrangement is compliant with policy 81 of the Local Plan.

Car parking

- 18.9. The existing site is car free with no general public car parking spaces. There are however several blue badge spaces. Within Market Hill there are no designated blue badge spaces, however, those with permits for City Centre disabled access can access the Market Square and park along Market Hill at any time of day, with other blue badge holders able to park for up to 3 hours outside of 10:00-16:00 Monday to Saturday. In addition, there are three dedicated blue badge spaces on Peas Hill and two on Guildhall Street.
- 18.10. In addition to the above, the Grand Arcade shopping centre which lies just outside of the red line to the south east, provides 35 blue badge spaces plus 8 additional accessibility spaces along with a Shopmobility Scheme. The Transport Statement explains that the Grand Arcade car park has step

free access to all areas of the Civic Quarter within 500 metres. The figure below shows the existing provision of blue badge parking.

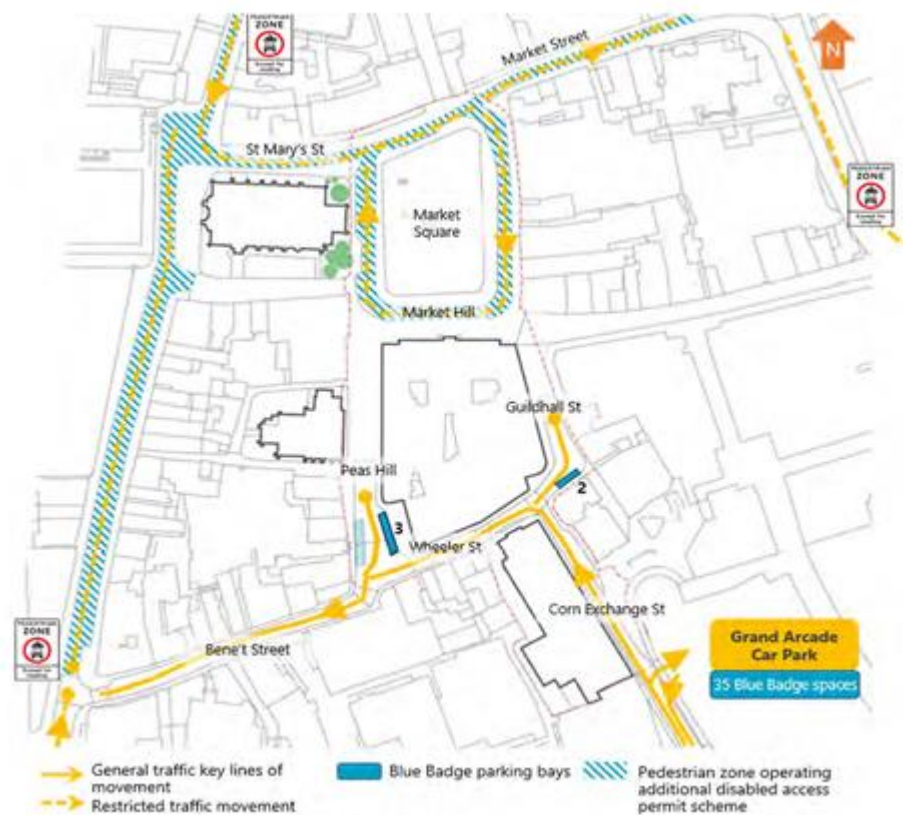


Figure 13: Existing Blue Badge Arrangements in Civic Quarter

- 18.11. The proposal does not seek to alter the arrangements for the blue badge access permitted within Market Square. The number of blue badge spaces in Peas Hill and Guildhall Street would be retained, however, they would be slightly relocated. An additional blue badge parking space would be provided in the existing loading bay opposite the Corn Exchange. With the provision of this extra space there would be a small uplift in accessible parking spaces, however, it is noted that this would be subject to a Traffic Regulation Order (TRO) and so this cannot be relied upon at this stage. Nonetheless, the provision of blue badge parking spaces would be retained and this is acceptable.
- 18.12. Third party concerns have been received in regards to parking on the market overnight. These concerns are noted, however, it would remain that only blue badge holders would retain the right to park within the area. The Market Square is private land and so unauthorised parking would be a civil matter and it is for the applicant to effectively manage.

19. Amenity

Neighbouring properties

- 19.1. The application site and Market Square are surrounded by a variety of differing land uses, including multiple noise sensitive receptors such as residential properties. There is a variety of differing residential premises surrounding the Market Square, including along Trinity Street, Market Hill, St Mary's Passage and Rose Crescent.
- 19.2. The nature of the proposed development within the Market Square consists of modestly sized market stalls that would not result in any notable harm through overbearing, loss of light or loss of privacy to any neighbouring residential properties.
- 19.3. Third party concerns have been received in regards to the impact on light to St Edward King and Martyr Church by way of planting. The church is not a residential property. A right to light is a civil matter between different landowners and a planning permission would not interfere with a right of light. The local planning authority has no jurisdiction in checking or enforcing a right to light. This is not a material planning consideration.
- 19.4. However, natural light to the east facing windows is already restricted by the Guildhall and so the additional planting is not considered to result in an unacceptable impact on daylight. Notwithstanding this, the final planting would be conditioned and so officers can control that the height of the planting within the planter to ensure the church windows do not become blocked.
- 19.5. Given the adjacent context, location, size, and design of the proposal it is unlikely to give rise to any significant amenity impacts in terms of overlooking, loss of daylight or enclosure.

Construction and environmental health impacts

- 19.6. The level of development proposed is such that the construction phase, including any demolition has the potential to result in adverse noise impacts and disturbance to surrounding sensitive receptors. Whilst a certain level of temporary disturbance from construction works is to be expected within a city centre location such as this, it is deemed necessary to mitigate this impact through suitable conditions. The Council's Environmental Health officer has reviewed the proposals and requested conditions relating to construction/ demolition hours, demolition/ construction deliveries/ collections and a Demolition and Construction Environmental Management

Plan (DCEMP). Given the number and proximity of surrounding sensitive receptors, including residential dwellings, all of these conditions are necessary to protect the amenity of neighbouring residential occupants.

Outdoor entertainment

19.7. Included within the proposed development of the Market Square is an open air events/ entertainment space, to the southern end at the front of The Guildhall. The following existing, noise sensitive receptors are within close proximity to this space:

- Wardens Flat, Market Hostel, 4-5 St Marys Passage
- Flat 4-21A St Marys Passage
- Flat 401, Market Hostel, 4-5 St Marys Passage
- Market Hostel, St Marys Passage

19.8. The noise generated by future outdoor entertainment within the site has the potential to give rise to adverse noise impacts or effects on health and quality of life. Differing forms of outdoor entertainment can also be challenging to control due to its variability, dynamic nature and low frequency context. The Council's Environmental Health Officer has reviewed the proposals within this space and recommends two conditions to ensure that the impact arising from potential future uses is successfully mitigated. The conditions relating to hours of use of the entertainment space and a noise mitigation, control and management plan are deemed necessary and recommended to be attached to any permission.

Odours

19.9. Third party concerns have been raised in regards to smells and odours from 'fast food' stalls. These comments are noted, however, there are already hot food traders located within the market. Specific ventilation chimneys would be added to the stalls to ensure odours would travel upwards which is an improvement on the existing situation. As such, it is considered that the odours within the market would be no worse than the current situation.

Plant

19.10. There is not understood to be any substantive fixed plant, ventilation or similar mechanical services within the proposed development. As such, in line with the comments of the Environmental Health officer, there is no concern regarding the noise and disturbance impacts from such sources.

Artificial lighting

- 19.11. The proposals include the provision of a variety of artificial lighting across the site partly with the aim of reducing anti-social behaviour, enhancing sight lines and increasing natural surveillance as well as ensuring that the space is welcoming for traders and visitors.
- 19.12. Consideration must be given to artificial lighting where it is likely to have an increased impact through light pollution. As there is potential for artificial lighting within the application site to result in harm to residential amenity, as recommended by the Environmental Health Officer a condition is suggested requiring submission of an artificial lighting impact assessment and mitigation scheme. This would allow for a full assessment of the proposed lighting and ensure that any impacts arising from it are suitably mitigated.

Contaminated Land

- 19.13. The application site itself is not of any known potentially contaminative history. It is however considered a brownfield site given its historic use. Therefore, in order to ensure that the proposed development would be protected from potential contamination, conditions are recommended regarding unexpected contamination found during construction works and a material management plan. Unexpected contamination is considered reasonable, however, the material management plan is considered to be onerous as it would be subject to separate licencing.

Summary

- 19.14. The proposal adequately respects the amenity of its neighbours and of future occupants. Subject to conditions, the proposal is compliant with policies 33, 34, 35, 55, 56, and 59 of the Local Plan.

20. Third party representations

- 20.1. The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response
Poor Consultation	Many third-party comments have raised that there has been poor public consultation with the traders and public. This is in regard to pre-application consultation by the applicant rather

	than the statutory consultation carried out by the Local Planning Authority. Sections 3.1 and 3.6 of the Design and Access Statement outlines the public and trader engagement respectively that the applicant completed. Whilst robust public engagement is encouraged within the planning process, it is not a reason to refuse a planning application.
Relocation of traders during works	Concerns have been raised regarding any future relocation of the traders whilst the work is being conducted. As the works would be temporary officers do not consider this to be a matter for this application. Any temporary market may require separate planning permission which would be considered by the Local Planning Authority.
Financial Impact on Tax Payers	This is a matter for the City Council to consider and it is not a matter for the Local Planning Authority.
Insufficient Information	Concerns have been raised regarding the level of information. Officers consider that sufficient information has been submitted to make a decision.
Too many tourists	It is not for the Planning Authority to manage or restrict tourists within the public realm of Cambridge.
Ownership	No conclusive evidence has been put to the Council to demonstrate that not all owners have been given the requisite notice as per the Certificate of Ownership B.

Table 3 Officer response to third party representations

21. Accessibility

- 21.1. As explained above, the proposed works would significantly increase the accessibility of this important city centre public realm, especially in relation to those with mobility impairments including wheelchair users. This has been considered as a significant benefit. However, there are some concerns that in making the space more physically accessible, there is

some detriment to people with other disabilities such as those with visual impairment or those who are neurodivergent. The concerns in regard to blind or partially sighted people has been discussed at length within the highway safety team. The Design Review Panel highlighted that clear, predictable, legible layouts are important for neurodivergent users and the flush surface diminishes the legibility. Whilst it is accepted that it is extremely difficult to create public spaces that are fully accessible to all potential users, officers consider that it is imperative that sufficient wayfinding is included within the design to help mitigate the impact on people with disabilities. Whilst the scheme currently includes some wayfinding methods such as tactile paving, officers consider that this can be improved upon. As such, it is considered reasonable to add a condition requiring a scheme for wayfinding methods to be used to be approved by the Local Planning Authority in consultation with the Local Highway Authority.

22. Other matters

22.1. Waste

22.2. The Waste Officer has been consulted and has made no comments in relation to the scheme. Refuse vehicles would still be able to access the Market Hill loop as explained in the highway section above. The management of waste would be the same as the existing.

23. Planning balance

23.1. Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).

23.2. Summary of harm

23.3. The proposed development would significantly alter the character of the public realm within the site and whilst there is some level of subjectivity to this, harm has been identified in relation to the heritage assets. The level of harm varies between each of the heritage assets, however, due to the lack of successful trials of setts to demonstrate exactly how much harm can be mitigated, a high level of 'less than substantial harm' to the listed setts within Market Square needs to be assumed. In addition, a moderate level of 'less than substantial harm' has been attached to the setting of the listed structures within Market Square and to the character and appearance of the Historic Core Conservation Area, with a low level of 'less than

substantial harm' to the setting of the nearby listed buildings that lie outside the site. The harm has been summarised within table 4 of the report. Officers consider this should be given significant weight in the planning balance.

- 23.4. The Local Highways Authority has raised significant concerns with the proposal in relation to its impact on highway safety. Whilst officers are not in full agreement with all elements of their comments, these concerns should be afforded significant weight in the planning balance. Due to the issues that can arise with a flush, shared surface along with some concerns with the movement of larger vehicles within the space, officers conclude that the development would result in a low additional risk to the safety of the public highway.
- 23.5. The development would result in a net loss of cycle parking spaces within the red line. However, as additional cycle stands would be provided outside of the application boundary resulting in a net gain within the surrounding area only low weight should be afforded to this.
- 23.6. Summary of benefits
- 23.7. The proposed works are considered to significantly improve the accessibility of the Civic Quarter, particularly for users with mobility impairments. The re-laying and treatment of the setts would allow for a more level, safer surface for the market area which benefits from a high footfall. The flush surface would remove the raised kerbs which results in barriers for those who use wheelchairs or other mobility aids. Due to the historic nature of Cambridge city centre there are large areas that are difficult to traverse for those with mobility disabilities and the development would introduce an inclusive space in a central location. It is considered that this should be given significant weight.
- 23.8. The proposal would result in a successful rationalisation of street furniture which would reduce the level of visual clutter within the street scene making for a more inviting public realm. The consistent paving across the space along with the removal of the concrete slabs on the listed surface of Market Square would allow for an increased legibility of the area. These visual improvements are considered to have significant weight.
- 23.9. Subject to sufficient management, the use of demountable stalls within the southern half of Market Square would result in a more flexible and open space which is beneficial to the designated public open space. As, the northern half of the site would contain more permanent fixed stalls, it is considered that this should be given moderate weight.

- 23.10. The works would result in additional greenery which in turn would create 0.3 habitat units which results in a limited biodiversity net gain. As it is considered that some limited planting could be achieved without the full development taking place, is considered this should be given low-moderate weight.
- 23.11. Facilities within the site would be improved with increased surveillance and seating allowing for a more inviting space and creating an improved space to gather. As these works could be done without the whole redevelopment, officers attribute low weight to this benefit.

Overall

- 23.12. The proposal forms part of the wider Civic Quarter project, which aims to transform Cambridge's Market Square and surrounding civic spaces into a more inclusive, pedestrian-friendly environment. Key elements include relaying the listed paving setts to improve accessibility, introducing predominantly level Yorkstone surfacing, and replacing the existing market stalls with a combination of permanent and demountable structures. Although the site is heritage-rich and operationally complex, the scheme seeks to balance the needs of traders, visitors and servicing vehicles while creating a safer, more attractive civic space. Extensive pre-application discussions have taken place with the Local Planning Authority, Historic England and other stakeholders and recommended conditions would ensure the quality gap between the expectation of heritage experts and the outcome of current trial setts is lessened.
- 23.13. The project would significantly change the appearance and function of Market Square, introducing new surfacing, planting, rationalised street furniture and improved seating. While this would bring clear placemaking and accessibility benefits, it would also result in less than substantial harm to several heritage assets, including the listed setts, railings, and the setting of nearby listed buildings. Both Historic England and the Conservation Officer recognise harm but officers advise that ongoing trials and conditions could reduce this further.
- 23.14. The Local Highways Authority has raised strong objections relating to the proposed flush, shared-surface design, but officers consider that low vehicle volumes lessen the relevance of government guidance on shared space creation, particularly in the circumstance where vehicular traffic and pedestrian movements peak at different points in the day.

- 23.15. Despite some unresolved issues and the finely balanced nature of the proposal, officers conclude that the public benefits—including enhanced accessibility, improved market vitality, reduced clutter, increased flexibility of the space, and better overall public realm—outweigh the identified harms. The scheme is judged to improve the Civic Quarter’s functionality, inclusivity and long-term sustainability.
- 23.16. Taking all of the above into account, including the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, officers conclude that the proposal, whilst finely balanced, is acceptable and as such it is recommended for **APPROVAL**.

24. Recommendation

- 24.1. **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

25. Planning conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Prior to the commencement of development, details of the cycle parking outside of the red line of development shall be submitted to and approved in writing by the Local Planning Authority. The cycle stands shall be installed prior to any removal of the existing cycle stands within the application site.

Reason: To ensure appropriate provision for the storage of cycles (Cambridge Local Plan 2018 policy 82).

4. No demolition/development shall commence until the applicant, or their agents or successors in title, has implemented a programme of archaeological work, commencing with the evaluation of the application area, that has been secured in accordance with a Written Scheme of Investigation (WSI) that has been submitted to and approved by the Local Planning Authority in writing. For land that is included within the WSI, no demolition/development shall take place other than under the provisions of the agreed WSI, which shall include:
 - a. The statement of significance and research objectives;
 - b. The programme and methodology of investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works;
 - c. The timetable for the field investigation as part of the development programme;
 - d. The programme and timetable for the analysis, publication & dissemination, and deposition of resulting material and digital archives.

REASON: To safeguard archaeological assets within the approved development boundary from impacts relating to any demolitions or groundworks associated with the development scheme and to ensure the proper and timely preservation and/or investigation, recording, reporting, archiving and presentation of archaeological assets affected by this development, in accordance with national policies contained in the National Planning Policy Framework (DLUHC 2023).

5. No works, including preparatory works, shall commence on site until a traffic management plan has been agreed in writing with the Planning Authority. The principal areas of concern that should be addressed are:
 - i. Movements and control of muck away lorries
 - ii. Contractor parking
 - iii. Movements and control of all deliveries
 - iv. Control of dust, mud and debris, please note it is an offence under the Highways Act 1980 to deposit mud or debris onto the adopted public highway.

Reason: in the interests of highway safety in accordance with paragraph 116 of the NPPF.

6. Prior to the commencement of development, a Demolition and Construction Environmental Management Plan (DCEMP) shall be submitted to and approved in writing by the Local Planning Authority.

It shall include/ adhere to the following:

- a) A phasing and co-ordination programme, relative to other Civic Quarter works
- b) Contractor's parking and access arrangements for vehicles, plant and personnel including the location of construction traffic routes to and from the site, their signing, monitoring and enforcement measures.
- c) Control of dust, mud and debris on the highway.
- d) Construction and demolition (except for loading and unloading) shall be carried out only between 0800 hours to 1800 hours Monday to Friday, and 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless in accordance with agreed emergency procedures for deviation.
- e) Delivery hours for muck away, demolition and construction purposes. The hours submitted for approval shall include an assessment of the daily number and type of vehicles required and an assessment as to how vehicles would safely access / exit the site include tracking / swept path analysis. The submission should include a highway safety audit / assessment to support the proposed times and include provision for banks person(s). The delivery times shall be carried out only within the agreed hours and shall at no time should any deliveries take place after 1300 hours on Saturdays and at no time on Sundays, Bank or Public Holidays, unless otherwise agreed in writing by the local planning authority in advance.
- f) Prior notice and agreement procedures for works outside agreed limits and hours.
- i) Site artificial lighting during construction and demolition including hours of operation, position and impact on neighbouring properties.
- j) Screening and hoarding details.
- k) Consideration of sensitive receptors.
- l) A Community Liaison Plan to inform the community in respect of:
 - the construction required to facilitate the development
 - contractor point of contact, complaints procedures, including complaints response procedures
- m) Membership of the Considerate Contractor's Scheme.

The development shall be undertaken in accordance with the agreed plan.

Reason: To safeguard the safety, health and quality of life of existing residential occupiers and users of the City centre in accordance with policies 35, 36 and 56 of the Cambridge Local Plan 2018 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

7. No development within any part of the public highway shall commence until any necessary Traffic Regulation Order relative to that part of the public highway subject to the planning permission has been made and is in force. This shall include but not be limited to Traffic Regulation Orders in respect of:
- Reversal of the direction of the one-way vehicle movements on Market Hill;
 - Removal of taxi rank on Market Hill;
 - Removal and/or relocation of loading bays on Guildhall Street, Peas Hill, Corn Exchange Street and Market Hill;
 - Removal and/or relocation of blue badge parking on Guildhall Street and Peas Hill

Reason: in the interests of maintaining highway efficiency and safety in accordance with paragraph 116 of the NPPF.

8. No development above ground level shall commence until a scheme for the provision and implementation of foul water drainage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in full in accordance with the approved details prior to the occupation of any part of the development or in accordance with an implementation program agreed in writing with the Local Planning Authority.

Reason: To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage (Cambridge Local Plan 2018, policies 32 and 33).

9. No development above ground level, shall commence until a surface water drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority.

The scheme shall subsequently be implemented in full in accordance with the approved details prior to the occupation of any part of the development or in accordance with the implementation program agreed in writing with the Local Planning Authority.

Reason: To ensure appropriate surface water drainage and prevent the increased risk of flooding (Cambridge Local Plan 2018, policies 31 and 32)

10. No development above ground level shall take place until a Wayfinding Strategy for the public realm within the site has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall include details of the location, design, content, materials and implementation of wayfinding signage and markers within the site, including measures to support inclusive access and navigation and its integration with surrounding pedestrian routes and public transport connections.

The approved Wayfinding Strategy shall be implemented prior to the first use of the public space and retained thereafter in accordance with the approved details.

Reason: To ensure the provision of clear, legible and inclusive navigation within the public realm and the creation of a high-quality, accessible public space, in accordance with Policy 56 (Creating Successful Places) and Policy 59 (Designing landscape and the public realm) of the Cambridge Local Plan 2018.

11. No development above ground level, other than demolition, shall commence until a hard and soft landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following:

- a) proposed finished levels or contours; car parking layouts, other vehicle and pedestrian access and circulation areas;
- b) hard surfacing materials, including size, shape, texture/tactility, durability and colour,
- c) Street furniture and artifacts (including refuse and cycle storage);
- d) planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, species, plant sizes and proposed numbers/densities where appropriate;
- e) an implementation programme.

The development shall be fully carried out in accordance with the approved details. If within a period of 5 years from the date of planting of any trees or shrubs, or 5 years from the commencement of development in respect of any retained trees and shrubs, they are removed, uprooted, destroyed, die or become seriously damaged or

diseased, replacement trees and shrubs of the same size and species as originally planted shall be planted at the same place in the next available planting season, or in accordance with any variation agreed in writing by the Local Planning Authority.

Reason: To ensure the development is satisfactorily assimilated into the area and enhances biodiversity (Cambridge Local Plan 2018 policies 55, 57, 59 and 69).

12. No development, other than demolition and enabling/ utility diversion works shall take place until a detailed scheme for the approved rainwater harvesting and recycling strategy has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include relevant drawings showing the location of the necessary infrastructure required to facilitate the water reuse. The development shall be carried out and thereafter maintained strictly in accordance with the approved details.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

13. No development, other than demolition and enabling/ utility diversion works shall take place on Market Square shall take place until details of the underground bins shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the above ground appearance and operational specification including estimated timings needed for servicing. The bins shall use a hydraulic lift system and shall not require the use of cranes. The bins shall be installed in accordance with the approved plans.

Reason: To protect the character and appearance of the area, protect or enhance the heritage assets and ensure that collection of the bins would not impact the safety of the public highway (Cambridge Local Plan 2018 policy 55, 56, 59 and 61 and paragraph 116 of the NPPF 2024)

14. No fixed market stall shall be installed until details of the external materials to be used in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. This shall include the proposed materials, colour palette, details of solar panels and details of ventilation chimney. Development shall be

carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area.
(Cambridge Local Plan 2018 policies 55, 57 and 61).

15. Notwithstanding the approved plans, no security gates shall be installed until details of the proposed gates have been submitted to and approved in writing by the Local Planning Authority. The details shall include the location of the gates, materials, design and colour. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area.
(Cambridge Local Plan 2018 policies 55, 57 and 61).

16. No demountable stalls, canopies or other furniture shall be used until details of the proposed have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area.
(Cambridge Local Plan 2018 policies 55, 57 and 61).

17. Prior to the installation of any new artificial lighting, a proposed lighting plan shall be submitted to and agreed in writing with the local planning authority. The plan shall include:
- a. Details of the types of lighting including their appearance;
 - b. The location of new lighting;
 - c. The method of lighting (including luminaire type / profiles, mounting location / height, aiming angles / orientation, angle of glare, operational controls, horizontal / vertical isolux contour light levels and calculated glare levels to off-site receptors)
 - d. The extent/levels of illumination over the site and on adjacent land;
 - e. The predicted lighting levels at the nearest light sensitive receptors.

All artificial lighting must meet the 'Recommended Maximum Values of Light Parameters for the Control of Obtrusive Light', contained within the '*Institute of Lighting Professionals (ILP) - Guidance Note 01/21: the Reduction of Obtrusive Light - GN01/21*', (or as superseded).

The lighting and any mitigation scheme shall be carried out as approved and shall be retained as such.

Reason: To ensure that the lighting would have an acceptable impact on the character and appearance of the area and protect or enhance the heritage assets and to minimise the effects of light pollution on the surrounding area (Cambridge Local Plan 2018 policy 34, 55, 56, 59 and 61)

18. Prior to the commencement of use of the outdoor external open to air events / entertainment space to the front of the Guildhall a noise impact assessment and an Outdoor Event / Entertainment Space Noise Mitigation, Control and Management Plan / Strategy for the said events / entertainment space shall be submitted to and approved in writing by the local planning authority. Any such Noise Mitigation, Control and Management Plan / Strategy shall have regard to but not exhaustively the following:
- a. Details about and the purpose of any Mitigation, Control and Management Plan / Strategy Noise Management Strategy
 - b. Management Arrangements for Events
 - c. Preliminary Site Feasibility Study – Event Boundary Area
 - d. Nature / type of uses and events to be held
 - e. Typical Events Outline / Programming – Hours of Use
 - f. Premises Licences – any relevant conditions under the Licensing Act 2003
 - g. Sources of Noise (Sound Systems / Plant Equipment & Machinery)
 - h. Setting Up, Dismantling of Events Stalls / Furniture / Stages etc Typical Hours
 - i. the general permitted times for the Build (set-up) and Strike (de-installation) periods for structures
 - j. Vehicle movements and timings
 - k. An event specific Noise Risk Assessment is expected for all external concerts / film events and similar outdoor events
 - l. Permitted Noise Levels at Noise Sensitive Receptors (NSRs) – based on frequency of events etc Predicted Receiver Levels - guidance contained within The Noise Council: 'Code of Practice on Environmental Noise Control at Concerts- Code of Practice for Concerts 1995 or similar
 - m. Low Frequency Noise Considerations e.g. bass beats
 - n. Sound System Design, Layout and Setup – noise mitigation / control generally

- o. Wider Sound Management – including third party amplification equipment and percussion instruments such as drum kits and use of independent generators
- p. Sound Checks and Rehearsals
- q. Noise Control Monitoring (Receptor Locations and Expected Noise Monitoring Positions)
- r. Is a sound engineer / noise consultant required
- s. Procedure for Responding to and Dealing with Complaints – dedicated point of contact
- t. Local Authority and Local Resident Liaison Arrangements
- u. People / Crowd Noise
- v. Post Event Reporting
- w. Periodic Review Provisions for any Noise Mitigation, Control and Management Plan / Strategy

The approved Outdoor Event / Entertainment Space Noise Mitigation, Control and Management Plan / Strategy shall be carried out and implemented as approved and retained as such. Any approved Plan / Strategy shall also be reviewed periodically in writing and at the request of the Local Planning Authority.

The use of the area for events/ entertainment including setting up and dismantling shall only be permitted between the hours of 07:00 and 23:00 hours.

Reason: To protect / safeguard the health and quality of life (amenity) at existing premises in accordance with Policies 35 (noise and vibration) of the Cambridge Local Plan 2018.

19. Prior to the completion of the proposed development, or as soon as reasonably practicable after completion, evidence in the form of the BREEAM Wat01 water efficiency calculator shall be submitted to and approved in writing by the Local Planning Authority. Such evidence shall demonstrate the achievement of no less than 5 Wat01 credits. The development shall be carried out and thereafter maintained strictly in accordance with the agreed details set out within the BREEAM Wat01 water efficiency calculator.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020)

20. Prior to any part of the proposal being opened to the public, a Public Realm and Market Management and Maintenance plan shall be submitted to and agreed in writing by the Local Planning Authority and the development shall be carried out in accordance with the approved plan.

Reason: to ensure the site is well managed and does not give rise to significant risks to the users public highway (Cambridge Local Plan policies 55, 56 and 61 and paragraph 116 of the NPPF)

21. No works to existing public art shall occur until a plan detailing how the statues would be removed, stored and returned to their existing locations has been submitted to and agreed in writing with Local Planning Authority. The works shall be carried out in accordance with the approved plan.

Reason: To protect the existing pieces of public art and ensure they are incorporated back into the development (Cambridge Local Plan policies 55 and 56).

22. No additional pieces of public art shall be installed until details of the proposed art work have been submitted to and approved in writing by the Local Planning Authority. The details shall include the details of the art, location within the site and the management and maintenance. The works shall be carried out in accordance with the approved details.

Reason: to ensure any public art enhances the development (Cambridge Local Plan policies 55 and 56).

23. Before the development is first occupied or brought into use a landscape maintenance and management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, shall be submitted to and approved in writing by the local planning authority. The landscape management plan shall be carried out as approved.

Reason: To ensure that before any development commences an appropriate landscape and ecological management plan has been agreed (Cambridge Local Plan 2018 policies 57, 59 and 70).

24. If unexpected contamination is encountered during the development works which has not previously been identified, all works shall cease immediately until the Local Planning Authority has been notified in

writing. Thereafter, works shall only restart with the written approval of the Local Planning Authority following the submission and approval of a Phase 2 Intrusive Site Investigation Report and a Phase 3 Remediation Strategy specific to the newly discovered contamination.

The development shall thereafter be carried out in accordance with the approved Intrusive Site Investigation Report and Remediation Strategy.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety (Cambridge Local Plan 2018 policy 33)

25. All paved areas within the Market Square that abut the public highway shall be constructed with levels and falls designed to ensure that no surface water from private land drains onto or across the public highway. Where such levels cannot be achieved, appropriate physical measures shall be installed to prevent surface water discharging onto the public highway. The arrangements shall thereafter be retained and maintained.

Reason: in the interests of highway safety in accordance with paragraph 116 of the NPPF (2024).

26. The ecological mitigation shall be carried out in full in accordance with the details contained in Preliminary Ecological Appraisal Version 2.0 dated 23 October 2025 by MKA Ecology. The ecological measures shall thereafter be retained for the lifetime of the development.

Reason: To conserve and enhance ecological interests. (Cambridge Local Plan 2018, policy 57, 59 and 70)

Informatives

1. As the Market Square includes uses that are intended to be run as or includes food type businesses, the applicant is reminded that under the Food Safety Act 1990 (as amended) the premises / uses will need to register with Cambridge City Council, as required by law. In order to avoid additional costs, it is recommended that the applicant ensure that

the kitchen, food preparation and foods storage areas comply with food hygiene legislation, before construction starts. The applicant is advised to contact the Commercial Team, Environmental Health & Public Safety, Communities at Cambridge City Council on telephone number (01223) 457890 or email commercial@cambridge.gov.uk for further information / advice etc

2. A premises licence may be required for parts of this development (External Open to Air Events / Entertainment Space) in addition to any planning permission. The applicant is advised to contact The Licensing Team, Environmental Health & Public Safety, Communities at Cambridge City Council on telephone number (01223) 457890 or email licensing@cambridge.gov.uk for further information / advice etc.
3. To satisfy and discharge Environmental Health conditions relating to artificial lighting, contaminated land, noise / sound, air quality and odours / fumes, any assessment and mitigation shall be in accordance with the scope, methodologies and requirements of relevant sections of the Greater Cambridge Sustainable Design and Construction SPD, (Adopted January 2020) <https://www.cambridge.gov.uk/greater-cambridge-sustainable-design-and-construction-spd> and in particular section 3.6 - Pollution and the following associated appendices:
 - 6: Requirements for Specific Lighting Schemes
 - 7: The Development of Potentially Contaminated Sites in Cambridge and South Cambridgeshire: A Developers Guide
 - 8: Further technical guidance related to noise pollution
4. In the event that the Planning Authority is so minded as to grant permission for the proposals, please add an informative to the effect that the granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with the Public Highway, and that a separate permission must be sought from the Highway Authority for such works.
5. Where the Highway Authority identifies any element as nonstandard, a commuted sum shall be payable by the developer in accordance with the Cambridgeshire County Councils Commuted Sums Policy, adopted on 7th March 2023. The commuted sum must be agreed and paid in full prior to the completion of the relevant highway works
6. No planting shall take place within the limits of the public highway unless the prior written consent of the Highway Authority has been obtained. Where the Cambridge City Council undertakes or arranges

any such planting, it shall be responsible for the ongoing maintenance of that planting in accordance with the requirements of Section 96 of the Highways Act 1980.



25/04383/LBC – Market Square, Market Hill, Wheeler Street, Guildhall Street and Corn Exchange Street

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Market

Proposal: Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works

Applicant: Cambridge City Council

Presenting officer: Charlotte Spencer

Reason presented to committee: Land within the ownership of the Council

Member site visit date: N/A

Key issues: 1. Impact on heritage assets

Recommendation: Approve subject to conditions

Report contents

Document section	Document heading
1	Executive summary
2	Site description and context
3	The proposal
4	Relevant site history
5	Policy
6	Consultations
7	Third party representations
8	Member representations
9	Local groups / petition
10	Heritage assets
11	Third party representations
12	Planning balance
13	Recommendation
14	Planning conditions

Table 1 Contents of report

1. Executive summary

- 1.1. The application forms part of the wider Civic Quarter project which aims to reconnect the Guildhall, Market Square, Corn Exchange and surrounding public realm. Importantly, the project aims to reimagine Market Square to create a more inclusive, pedestrian friendly environment that will enhance the civic heart of Cambridge. It includes several key interventions, including relaying listed setts to make them more accessible, the removal of one set of railings and repair works the fountain. In addition, works are required to facilitate the installation of fixed and demountable stalls. The Market Square surfacing and the two sets of railings are Grade II Listed. The fountain is also Grade II Listed under a separate listing.
- 1.2. The application was deferred by members at Planning Committee on 25th March. This Listed Building Consent was deferred following the decision to defer the associated Full Planning Application for the following reasons:
- Highways and road safety issues, including the lack of a Road Safety Audit (RSA) and tracking swept path
 - Loss of cycle spaces
 - Insufficient time to review new setts, there was no response from Historic England on update;

- Clarification on why there was a lack of support for the proposal from market traders
- Concern that conditions were being used to mitigate issues that should have been resolved
- Lack of detail regarding the demountable stalls.

1.3. The only referral reason relevant to this listed building application is the insufficient time to review the new setts and that there was no response from Historic England on the update. All other issues are dealt with in the associated full planning report addendum.

1.4. Following the deferral the applicant has had discussions with the Local Planning Authority, the Local Highways Authority, Historic England, Active Travel, Cam Cycle, Cam Sight and Guide Dogs. Subsequently, the applicant has submitted further information to address the issues raised by members. The amendments relevant to the listed building consent are:

- Amended drawings;
- Additional drawings regarding the stalls;
- Amended Design and Access Statement;
- Submission of an Addendum to the Heritage Statement;
- Amendment to 'Accessibility Testing of Setts' report to include slip testing;
- Submission of a note regarding the mortar specification for the setts;
- Submission of a note regarding the fountain reinstatement;

1.5. To summarise, the relevant changes are:

Market Square

- Extent of the setts amended;
- Patterns and lines of the setts to be extended across the whole setted surface;
- Railings around the remaining staircase to remain in situ;
- Railings around the second staircase to be re-purposed as tree guards
- Square anchoring points proposed for the demountable stalls;
- A new stall type to be used that would be permanent but open on all sides, 12 no. of the new stalls would replace 10 demountable in the centre of the square;

1.6. The Historic England Officer has now had chance to review the trial setts in more detail along with the demountable stall anchors which have been installed.

- 1.7. Further justification for the works to the setts has been submitted. Both Historic England and the Council's Conservation Officer are now content that the choice of mortar has been justified and whilst Historic England do not consider the sawing of the setts to have been fully justified, officers, including conservation, are happy with the information provided.
- 1.8. There remains a disappointment that the scheme would not bring the fountain back into functional use and Historic England and Conservation Officers do not consider that this has been justified. However, as the works would not cause harm to the fountain, officers consider that a full justification is not needed in this instance. However, it remains that it would not offer a heritage benefit that can aid in balancing the harm.
- 1.9. Heritage harm still exists (primarily through the sawing of the setts and the use of cement mortar), however it is considered that it has now been better justified. The level of harm would not be substantial so it would need to be weighed against the public benefits.
- 1.10. Improvements and significant investment into this important civic space environment are therefore acutely needed to future proof the space as a matter of civic pride, recreating and reinvigorating the Market Square and its surrounds into a more welcoming and inclusive destination.
- 1.11. This report is an addendum report to the original Committee report appended at appendix A. It is considered by Officers that the additional information submitted addresses the reason for deferral as set out above.
- 1.12. Officers recommend that the Planning Committee **APPROVE** the application subject to conditions as highlighted at the end of this report.

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	No formal objection but remaining technical concerns	6.1

Historic England	No formal objection, relies on local conservation advice, remaining technical concerns	6.22
Third Party Representations	4 representations have been received, 3 in objection and 1 raising neutral comments	7.1
Member Representations (0)		8.1

Table 2 Consultee summary

2. Site description and context

- 2.1. The application relates to the public realm around the 'Civic Quarter' redevelopment. The site includes Market Square which is a Grade II Listed surface, Market Hill which is circular carriageway which loops around Market Square, Peas Hill, Wheeler Street and Guildhall Street which run around the west, south and east sides of The Guildhall respectively, and Corn Exchange Street from the junction with Wheeler Street to the southern building line of The Corn Exchange. Market Square is under the ownership of Cambridge City Council with the rest of the relevant public realm being adopted public highway under the control of Cambridgeshire County Council.
- 2.2. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing.

3. The proposal

- 3.1. The application is seeking listed building consent for the refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain (to include repair of the stone but not to provide a functional fountain) and railings, and additional landscaping, street furniture and associated works.
- 3.2. The application has been amended to address reasons for deferral and further consultations have been carried out as appropriate. The

amendments and additional information have been summarised within the Executive Summary above.

3.3. During the latest consultation period, further minor amendments have been submitted and further consultations have been carried out. The amendments include:

- Amendments to the Design and Access statement to fix the cycle parking error and provide further details of lighting;
- Updated accessibility report to make it explicitly which setts trial is proposed to be used;
- Submission of a Pendulum Slip Test Summary to provide an explanation of what the slip test in the accessibility report found;
- Further details regarding the proposed mortar;
- Clarification as to why there is a 'kink' on the western edge of the market square which is due to tracking requirements;
- Clarification on the fountain re-instatement confirming there is no intention to re-instate it as a working water feature.

4. Relevant site history

Reference	Description	Outcome
25/04382/FUL	Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works	Under determination
C/94/0547	Listed Building Consent - Demolition of fountain including granite base.	Refused 14.09.1994
C/94/0915	Removal of railings from toilet entrances and retention for future use.	Approved 04.01.1995
C/65/0094	Snack bar and car park attendant's office.	Approved 25.03.1965

Table 2 Relevant site history

5. Policy

5.1. National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Circular 11/95 (Conditions, Annex A)

5.2. National Planning Policy Framework 2026

- 5.2.1. Since the March 2026 committee a new version of the NPPF has been adopted on 17 August 2026. Whilst the new version is a complete re-write of the NPPF with policy numbers replacing paragraph numbers, much of the intent remains. In regards to this application, the changes to the heritage section are the most relevant. Paragraphs 207-211 which cover 'Proposals affecting heritage assets' and paragraphs 212-221 which cover 'Considering potential impacts' have been replaced with policies HE4, HE5 and HE6 of the new NPPF.
- 5.2.2. Policy HE5(2) states 'assessments of the potential effects of the development proposals on the significance of the heritage assets (including through effects on their setting) should identify whether proposals would be likely to:
- a. Have a positive effect, which is where the significance of a heritage asset would be enhanced, or better revealed; or
 - b. Have no effect on the significance of a heritage asset; or
 - c. Result in harm to the significance of a heritage asset, either from work affecting the asset itself or from development within its setting. The degree of harm should be identified: substantial harm would occur where the development proposal would seriously affect a key element of the asset's significance; or
 - d. Cause the total loss of the significance of a heritage asset.

- 5.2.3. Policy HE6(4) states that where a development proposal would harm the significance of a designated heritage asset, the effect on the asset should be weighed against any public benefits. HE6(5) states that where a development would cause substantial harm to, or total loss of, the significance of a designated heritage asset consent should be refused unless it can be demonstrated that the harm is necessary to achieve substantial public benefits.
- 5.2.4. The 2026 NPPF also provides advice specifically related to Conservation Areas within HE9.
- 5.2.5. The main alteration regarding heritage assets within the newly adopted NPPF is the replacement of the phrase 'less than substantial harm' with 'harm'. However, there is still a differentiation between 'harm' and 'substantial harm'.
- 5.2.6. Officers consider that the purpose and intent of policies HE5 and HE6 of the 2026 NPPF match that of paragraphs 207-221 of the 2024 NPPF and as such do not consider that all heritage elements need to be re-considered in this appended report. Therefore, this addendum report only refers to the elements that are impacted by the amended and additional information. The 2026 policy numbers are now referred to. However, it should be noted that both Conservation and Historic England made their comments under the 2024 NPPF and so do refer to the phrase 'less than substantial harm'.
- 5.3. Draft Greater Cambridge Local Plan 2024-2045 (Regulation 18 Stage Consultation - December 2025 to January 2026)**
- 5.3.1. The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.
- 5.3.2. The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.

- 5.3.3. In line with Policy DM4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.
- 5.3.4. Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.
- 5.3.5. Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026.

5.4. Cambridge Local Plan (2018)

Policy 61: Conservation and enhancement of Cambridge's historic environment

5.5. Area Guidelines

Cambridge Historic Core Conservation Area Appraisal (2015)

6. Consultations following 25 March 2026 Committee

Publicity

Neighbour letters – Y

Site Notice – Y

Press Notice – Y – Listed Building/ Affecting Conservation Area

Conservation Officer- No Formal Objection but Technical Concerns (Summary of comments received 15.07.2026 and 10.08.2026)

- 6.1. The historic setts are in poor condition with areas of settlement, loose stones and patches are cementitious screed. The much altered fountain is in poor state of repair and out of functional use.
- 6.2. Following past Conservation Officer comments, the scheme has been revised and several issues have been addressed. However, a number of elements remain insufficiently justified or require further revision.

Setts

- 6.3. The repair of the setts is necessary, however the methodology raises concerns. A key consideration is the long-term ability to lift repair and relay the stones without unacceptable loss or damage and whether the cementitious bedding would inhibit this. Officers had requested the applicant to explore how other high quality or award winning heritage projects have approached similar issues, this has now been submitted and a more detailed explanation for the mortar and which pitch jointing isn't suitable in this location. The justification is considered satisfactory.
- 6.4. The grip testing results have been further explained and shows a substantial improvement can be achieved with the proposed works helping to justify the harm from the proposals.
- 6.5. The final details of the mortar and supplementary replacement setts are required by condition.

Fountain

- 6.6. Reinstating the fountain as a functioning water feature would deliver substantial heritage and public benefits providing a worthy central feature to the marketplace and help with cooling and regulating temperature.
- 6.7. However, this is no longer being proposed with space constraints being cited for associated plant equipment being provided as reasoning, however, this justification is weak.
- 6.8. A structural assessment by Conisbee has been provided, however no drainage survey has been undertaken and so the report remains preliminary. It is noted that the addendum to the heritage statement states that works will be undertaken to ensure that the future use of the fountain is not jeopardised by the current works.
- 6.9. Without the reinstatement, the visitor experience risks being underwhelming and associated heritage interpretation including the recessed metal strip referencing Hobson's Conduit would be significantly weakened. A clear commitment to restoring the fountains working use is essential to the overall success of the proposals.

Railings

- 6.10. Works to the listed railings would result in a degree of harm. This harm would be partially offset by their proposed reuse elsewhere within the square as tree guards. At this stage the precise method has not been provided and this would be required by condition.

Market Square Form and Alignment

- 6.11. The overall enlargement of the marketplace is not objectionable, however, the kink on the eastern side requires explanation and justification, this has been confirmed to be needed for Highways safety. This is considered reasonable justification despite a harmful impact.

Granite Kerb Stones

- 6.12. The alteration to the raised pink granite kerbs contribute to the spaces legibility and historic character. Therefore, the removal or alterations would result in a degree of harm. However, given the demonstratable public benefits associated with level access this element is not opposed, provided that the perimeter of the market place continues to be defined by a continuous kerb line that matches the Victorian granite.

Lighting

- 6.13. The number of lighting columns has been reduced and amended. The lighting is supported subject to the submission of a lighting strategy, this can be secured by way of condition.

Stalls

- 6.14. The details of the solar panels should be required by condition. A management /maintenance plan should be submitted to ensure the green roofs are well maintained. The solar panels and green roofs would impact the overall consistency and it would be preferable for all to have the same roof treatment.

- 6.15. There are a handful of stalls extending out of the market places which is slightly irregular and would mean further anchors within the highway paving. It is understood that these stalls may not be a permanent feature but clarity on this would be appreciated.

- 6.16. The demountable stalls would require anchors to be permanently affixed to the setts which involve the cutting out of a base pad. Best efforts should be made to avoid cutting through multiple setts and for the mortar to remain tight. The floor plan also shows multiple access hatches /services covers for servicing requirements. This could create visual clutter and so details should be provided which can be covered by condition.

Gates

- 6.17. The gates reduces permeability and openness of the marketplace which forms a vital part of its special interest, the use of four gates is unjustified. The detailed design of the gates would need to be controlled by way of

condition and a heritage interpretation condition also added to ensure that their resulting appearance is contextual and interpretation accurate.

Other

- 6.18. All street furniture must be of durable, high-quality materials appropriate to the historic context. There is seating in front of the Guildhall, if this is attached then LBC is required.

Harm Assessment/ Conclusion

- 6.19. The level of harm is at the medium to upper end of 'less than substantial harm'
- 6.20. The proposals have the potential to deliver a transformative upgrade to Cambridge's most important civic space and many elements are welcomed. However, some matters of details and justification remain unresolved and these are fundamental to ensuring the heritage benefits of the scheme are fully realised and that the benefits of the proposals outweigh the harm.
- 6.21. If minded to approve, recommend the following conditions:
- Material samples
 - Fountain works
 - Sample panels for the sett treatment
 - Lighting strategy
 - Details for street furniture;
 - Gate details
 - Material palette and samples for stalls;
 - Heritage interpretation strategy;
 - PV panels details
 - Maintenance for green roof
 - Public art.

Historic England - No Formal Objection but Technical Concerns (Summary of comments received 13.07.2026 and 07.08.2026)

- 6.22. Historic England welcomes the positive evolution of the scheme in line with the advice given and the amount of detail that has now been provided.
- 6.23. Supportive of the overall approach and recognise the complex but transformative project that would see the most important civic space upgraded and enhanced.
- 6.24. Whilst the revised scheme has addressed some of our previous concerns, there remain some important aspects which require further revision and/or better justification. These relate to:

- Fountain:
 - o Reinstatement would have public benefits and would reinstate the listed structure;
 - o Would strongly recommend that argued space constraints are examined in more details.
 - o Would help weigh against the harm from the other alterations.
- Market Square design and layout:
 - o Slight bend on the eastern side of the square, the cover email provides some detail but it is not clear why this is now needed when not previously present.
 - o Happy to defer to Conservation and Urban Design Officers
- Lighting:
 - o Note the revised position of the lighting columns and further detail provided;
 - o Welcome the improved regularity, however, previous queries regarding the duplication of lamps on the Guildhall front remain.
 - o Support the establishment of a lighting strategy as a condition.
- Setts:
 - o Now more clarity about the Pendulum Tests;
 - o Note that all trials would score above the threshold for a low risk of slipping and therefore compliant;
 - o Acknowledge treated surfaces would score a higher rating but would have a significant impact on the Market Square which raises concerns.
- Mortar Joints:
 - o The updated mortar specification note addresses out queries;
 - o Happy for finer details to be discussed and agreed with Conservation Officers
- Stalls
 - o No objection to new open stalls but would recommend that the same roof type be used to provide a more consistent appearance
- Gates
 - o Object to the four gates being used as per previous comments.

6.25. Welcome the refinements and subject to comments above being addresses the proposals could overcome previous objections and reach a stage we would be comfortable for subsequent detail to be discussed via a condition.

7. Third party representations following 25 March 2026 Committee

7.1. 3 representations in objection and 1 neutral comment have been received:

7.2. Those in objection have raised the following issues:

- Character, appearance and scale
 - Kiosks out of character
- Impact on Traders
 - Demountable stalls are inadequate;
 - Lack of traditional stalls
 - High costs to traders

- 7.3. Those raising neutral comments have given the following reasons:
- Welcome a more balanced proportion of kiosk to gazebos and additional fixed stalls;
 - Do not welcome the loss of landscaping
- 7.4. The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations

- 8.1. None received.

9. Local Groups / Petition

- 9.1. None received

10. Heritage assets

- 10.1. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing. The whole site lies within the Historic Core Conservation Area and the site is located within the setting of numerous listed buildings as highlighted in figure 1.

Direct Impact on Listed Setts

- 10.2. Following deferral from March Committee Historic England have had the chance to properly review the sample setts that were installed outside the Giggling Squid on the western side of the Guildhall. In addition, the extent of the setts has been amended and the patterns have been extended across the whole setted surface. Samples of anchoring points have also been installed on the sample surface with square anchoring points being agreed as the best option which the applicants have proposed. Further

details regarding the accessibility of the setts, both existing and proposed has been submitted.

- 10.3. The lifting, treatment and re-laying of setts would result in harm to this heritage asset by way of the physical works that would need to be done to them. The trial which is now proposed is Trial 05 as shown in the following figure which is taken from the submitted Accessibility Testing document.

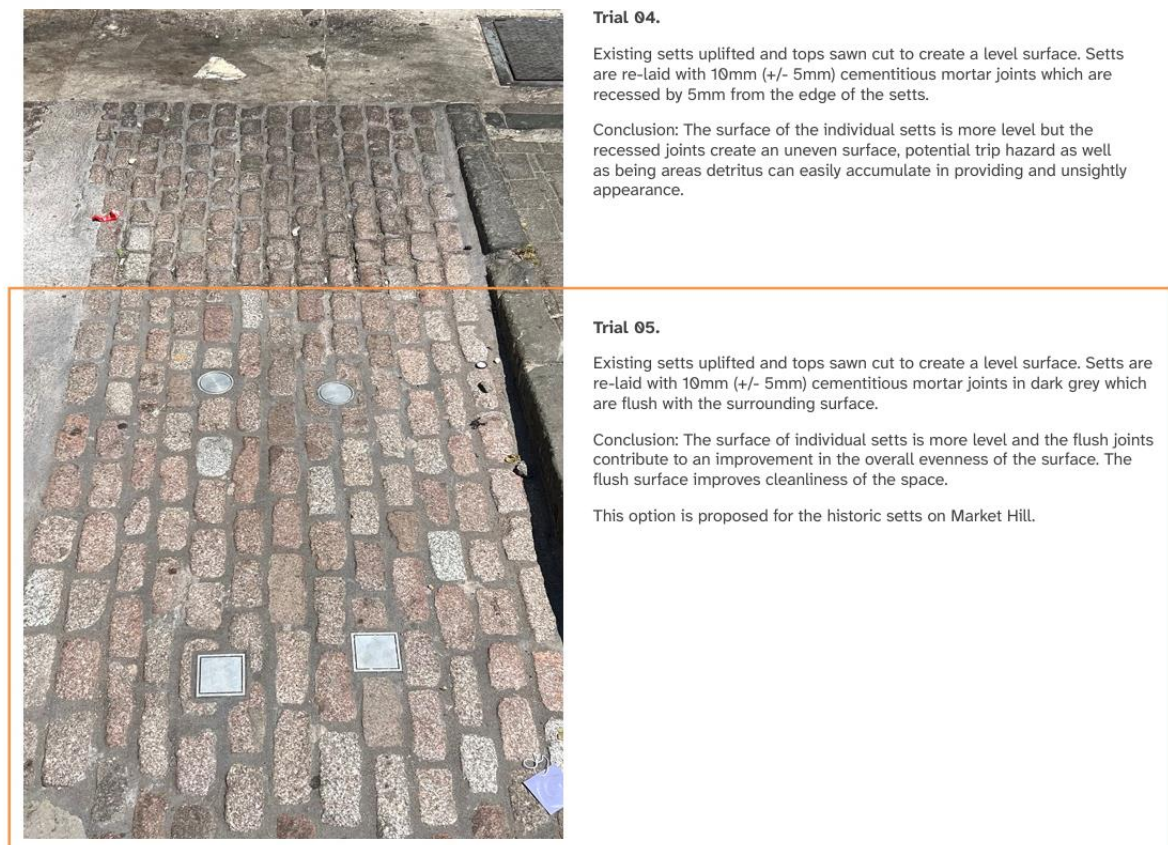


Figure 1: Images of trial setts

- 10.4. As shown in figure 1 the proposed option is to lift the existing setts and saw the top to create a level access and grippier surface. Cementitious mortar in a dark grey which would be flush with the setts is proposed.
- 10.5. This option would result in a high level of harm to the listed surface due to original setts being cut and treated and the use of cementitious mortar over lime mortar. Policy HE4(2) of the NPPF states that any harm to the significance of a designated heritage asset required clear and convincing justification.

- 10.6. Further justification has been provided for these works by way of Accessibility Testing documents which now includes a pendulum slip test. The Accessibility Testing was partially considered within the Committee Amendment Sheet for the March Committee. However, it was noted that Historic England had not had the opportunity to review this.
- 10.7. The Accessibility Testing document shows that when an audit was taken in 2023 by Idacs UK, undulations of 20-25mm were recorded between sett units within the Market Square. Photographs from the audit have been included within the Accessibility Testing documents as shown below.



Photo 18: Zone 11 showing unevenness and worn pointing



Photo 20: Undulation of 20mm on walkway in zone 3.



Photo 19: Zone 11 showing significant hazard and rounded/damage setts.



Photo 21: Undulation of 25mm on the edge of zone 3 and zone 11.

Figure 2: Photos from the Idacs UK Access Audit 2023

- 10.8. Officers acknowledge that the existing setts are uneven and can cause trip hazards, along with difficult conditions for those with mobility issues including wheelchairs.
- 10.9. The applicant measured the undulations on the trial setts and found the height variations to be between 0-8mm which is a significant improvement as shown by the photographs from the Accessibility Testing document below.



↑ Photo 01: Undulation of 5mm on walkway



↑ Photo 03: Undulation of 8mm on walkway



↑ Photo 02: Undulation of 6mm on walkway



↑ Photo 04: Undulation of 3mm on walkway

Figure 3: Photos of undulations on the trial setts, Peas Hill 2026

- 10.10. The applicant has also stated that the treated setts would also provide a grippier surface. Whilst officers accepted this on a visit to the trial setts, the applicant has submitted quantitative evidence to demonstrate this in the form of pendulum testing. A Pendulum Slip Test uses a small swinging arm fitted with a rubber slide which is designed to represent the contact between a shoe and the floor. The arm is released and swings across the surface and the more the rubber slider grips the more the swing is slowed down. The result is recorded as a Pendulum Test Value (PTV) and a higher value generally means the surface provides better slip resistance while a lower value may indicate a greater risk of slipping. The below figure 4 shows the Health and Safety Executive (HSE) categorisation of risk of slip in both table and graph form which shows that the PTV should be no less than 36 in dry, wet and (where relevant) contaminated conditions.
- 10.11. The setts were tested at 3 points within the existing Market Square and at trials 04 and 05 which have included the sawn setts.

Probability of Slip on FLAT SURFACE	Pendulum Test Value	Probability of Slip	HSE Categorisation of Risk of Slip
The table shown here* is the table adopted by the HSE/HSL's Showing Slip Probability. *As researched by Pye and Harrison	PTV OF 36	1 in 1,000,000	Low Risk
	PTV OF 34	1 in 1,00,000	Moderate Risk
	PTV OF 29	1 in 10,000	
	PTV OF 27	1 in 200	
	PTV OF 24	1 in 20	High Risk
	PTV of less than 24	Less than 1 in 20	

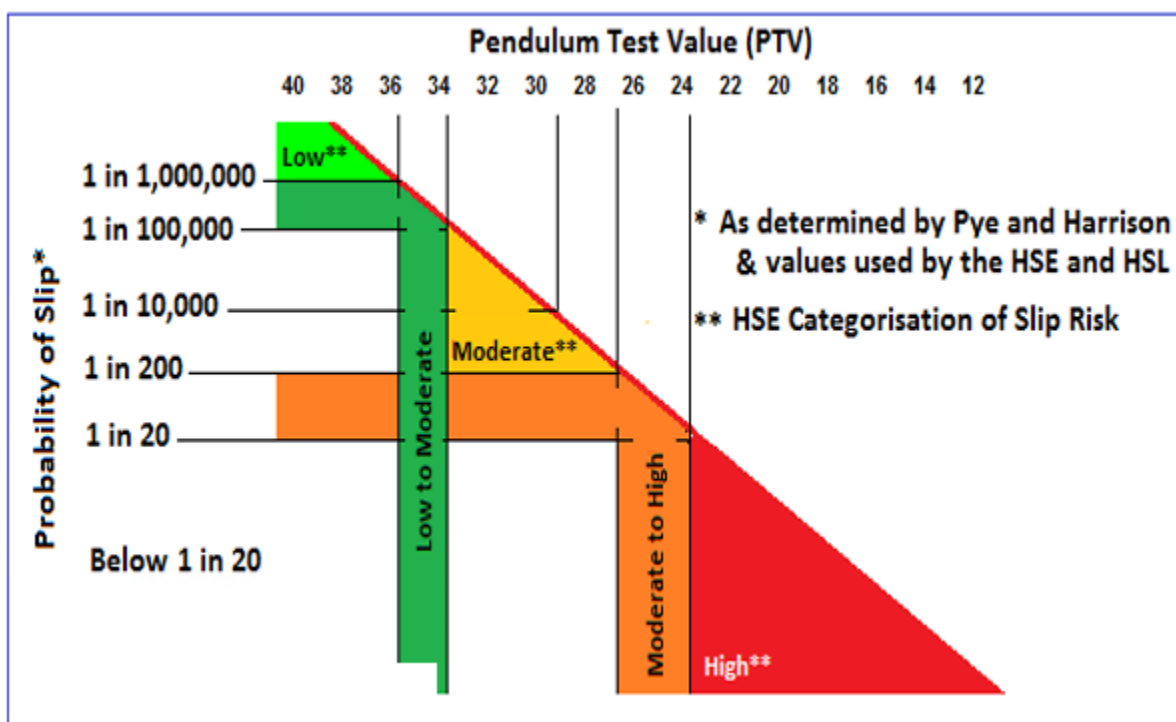


Figure 4: HSE Categorisation of risk of slip

- 10.12. The three samples from the existing Market Square measured between 72 and 79 PTV when dry and between 39 and 50 when wet. The two samples taken from the trial, treated setts, measured 84 PTV when dry and between 73 and 75 when wet.
- 10.13. Whilst all 5 samples were found to be a Low Risk of Slip (above 36 PTV), and the dry samples were not too dissimilar; there is a considerable improvement to the grippiness of the treated setts when wet. As all setts are considered to have a low risk of slip Historic England do not consider that this provides sufficient justification for the harm it would cause to the heritage asset. These comments are noted. However, one of the existing samples was only 3 PTV above the acceptable level whereas the treated setts were at least 37 PTV above this level.

- 10.14. It is also noted that the existing setts vary considerably when wet ranging between 39 and 50 PTV which could result in greater instability when traversing across the square due to the varying levels of slippiness. The Pendulum Slip Test does attempt to represent a shoe on the ground however, shoes can vary in terms of the level of grip that they can provide. The Market Square is a heavily used public space which a wide range of users and so it is recognised that the surface should provide a robust reliable and accessible surface that performs well in all weather conditions.
- 10.15. Whilst Historic England have raised concerns, the Conservation Officer acknowledges the substantial improvement to the surface grip by the works proposed and accept that it helps justify the harm.
- 10.16. To summarise, officers are satisfied that the harm to the setts by way of providing flush mortar and the sawing of the setts to prevent trip hazards and improve the grip of the surface has been justified in accordance with Policy HE4(2) of the NPPF. Notwithstanding the justification, the works would still result in a high level harm, although it is not considered to be substantial harm and so Policy HE6(4) is relevant. Officers consider that the Accessibility Testing document also offers the public benefit specific to this element as it demonstrates the improved accessibility of the space. However, the full planning balance will be discussed in the concluding paragraphs of this report.
- 10.17. Throughout the process, both the Conservation Officer and Historic England have raised concerns with the use of cementitious mortar due to the ability to lift, repair and re-lay the stones without unacceptable damage and have consistently suggested a lime based mortar. However, Conisbee, the Applicant's Civil and Structural Designers have advised that lime mortar would be insufficient for the amount of footfall and vehicle movements and the cementitious mortar is required to comply with the recommendations for BS 7533-101. They also highlighted that the low porosity of granite means that the adhesion is not as strong such that the mortar can be removed from the setts and have submitted a photograph to demonstrate this as shown in the image below.



Figure 5: Photo of setts during previous trial pit works

- 10.18. Notwithstanding this, during the discussions with the applicant it was requested by Conservation and Historic England that the applicant reviews how this issue was resolved successfully in other historic locations. These examples have now been provided by the applicant and include Belton House Estate (National Trust) and Market Place and Victoria Square in Ashbourne which is a Grade II listed sett and flagstone surface both of which used a cement bedding base. The document refers to the Grade II* Soane Stable Yard at the Royal Hospital Chelsea where a more porous mortar was used for drainage purposes however, it explains that this is not suitable in Cambridge and other examples where the final details are not known. The document also explored other alternative solutions such as pitch jointing (bituminous) which is considered to have limited resistance to vehicular loading, sensitive to temperature and high maintenance, and lime mortar, which lacks strength and subject to degradation.
- 10.19. Both the Conservation Officer and Historic England are content with this information and consider the use of cementitious mortar to have been adequately justified in line with Policy HE4(2) of the NPPF. The final mortar mix and colour can be secured by way of condition as part of a condition to this LBC consent.

- 10.20. The demountable stalls would require anchors for them to be safe in incremental weather. This is proposed to be achieved by the installation of ground anchors fitted into the surface of the square. Circular and square shaped anchors were installed into the sample setts on the western side of the Guildhall as shown in figure 1 above.
- 10.21. There is plan within the addendum to the Design and Access Statement demonstrating their proposed indicative locations which shows they will be laid out in a regular pattern. However, as these are not shown on any plan this cannot be secured at this stage. As the demountable stalls have yet to be decided the layout may need to be readjusted accordingly and so it is considered reasonable to deal with the final layout at condition stage.
- 10.22. It is important that best efforts are made to avoid cutting through multiple historic setts and the jointing around them to remain tight. Discussions were held regarding the materials and a darker matte tone with an anodised bronze finish is preferred and it is noted that there is potential for heritage interpretations to the covers and this should be explored. All this final detail can be dealt with by way of condition as the anchors are acceptable in principle.

Direct Impact on the Listed Railings

- 10.23. One set of the listed railings would be removed from their current position and the applicants now propose that they will be re-purposed as tree guards within the square. As such, the harm of their removal would be partially offset as it would allow the historic material to stay present and functional within its original setting. The precise method of dismantling, adaption and re-fixing has not been provided however, this can be dealt with by condition to ensure the re-purposing is undertaken sensitively and without avoidable loss of the historic fabric.

Direct Impact on the Fountain

- 10.24. The application seeks to repair the stone work of the fountain, however, the applicant has confirmed that they will not bring the fountain back into use as a water feature. The applicant has stated that this is due to the lack of space required for the plant needed to bring water back to the fountain.
- 10.25. Both the Conservation Officer and Historic England have raised their disappointment with the lack of the reinstatement of the functionality of fountain and do not consider the lack of storage space to be sufficient

justification for its exclusion. Despite requests for more justification in terms of explanation as to why a stall cannot be set aside for the necessary plant, no further justification has been submitted by the applicant.

- 10.26. Officers concur with the disappointment raised by conservation colleagues and acknowledge that if it were to be brought back into functional use it would represent a significant heritage benefit that could be used to balance the harm to heritage assets by the proposed works. However, Policy HE4(2) of the NPPF only requires full and robust justification when harm is caused. As the applicants are proposing minor repair works the fountain it is not considered that harm is being created in this instance and so officers do not consider a full justification is required.
- 10.27. Subsequently, without this identified benefit, it is considered that the works to the fountain would have a neutral impact on the significance of the heritage asset.
- 10.28. The applicant is proposing that they will install the necessary duct work below ground to enable a future water connection without disturbing the reinstated sett surface. Whilst this approach is limited, it is welcomed as it would safeguard the opportunity to reinstate the fountain at a later date. However, limited information has been provided regarding this. It is noted that there is limited information about what is beneath the setts and so it is not possible to understand the level of work or whether it may actually be feasible to bring reinstate the water until the setts have been lifted. As such, it is considered reasonable to add a condition to request a strategy to provide these details. As a potentially working fountain the future would also improve the public realm and bring benefits such as urban cooling, it is considered reasonable to add this condition to the full application if approved.

Summary

- 10.29. As explained above and within part 10 of the previous report (Appendix A) submitted for the March Committee parts of the proposal would result in harm to the heritage assets. It is important to understand the overall impact of the works on the heritage assets to consider whether Policy HE6(4) is triggered.
- 10.30. Whilst this was summarised in the previous officer report, for ease this is summarised again. Below the table shows of the summary of direct impacts from the main elements of the works on the listed structures.

Proposal	Direct Impact on Listed Structures
Relaying of Setts	High level of 'harm'
Replacement of concrete slabs with setts	Positive
Installation of fixed stalls	Neutral
Demountable stalls anchors	Neutral
Installation of trees	Neutral
Removal and re-use of one set of railings	Low level of 'harm'
Repairing Fountain	Neutral
<i>Net Heritage impact</i>	<i>High level of 'harm'</i>

Table 3 Summary of direct impact on the listed structures in Market Square

- 10.31. As explained above, officers are now comfortable that the harm identified has been justified in line with Policy HE4(2) of the NPPF.
- 10.32. As 'harm' has been identified, Policy HE6(4) of the NPPF is therefore engaged and the harm needs to be considered against the public benefits of the scheme. The net impact of harm varies between the different heritage assets. However, as the highest level of harm is a high level of 'harm' any benefits would need to outweigh this higher identified harm.
- 10.33. Paragraphs 12.5 -12.7 of the previous report explain the public benefits provided by the proposed works. Officers consider these have not been altered since March Committee, however, the accessibility benefit has been strengthened by the Accessibility Testing document which demonstrates the improvement that sawing the setts would bring.
- 10.34. Officers consider that these benefits outweigh the identified harm. It is considered that the proposal is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and policy 61 of the Local Plan.

11. Third party representations

- 11.1. The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response

Comments regarding any elements not directly related to the listed structures	Many comments relate to elements of the scheme which have been considered under 25/04382/FUL which is the linked full planning application for the scheme. This listed building consent only deals with matters relating to elements directly affecting the listed structures.

Table 4 Officer response to third party representations

12. Planning balance

- 12.1. Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 12.2. Summary of harm
- 12.3. Harm has been identified in relation to the heritage assets. The level of harm varies between each of the heritage assets, however, a high level of 'harm' has been identified to the listed setts due to the listing, sawing and resetting of them in a cementitious mortar. The harm has been summarised within table 3 of the report. Officers consider this should be given significant weight in the planning balance.
- 12.4. Summary of benefits
- 12.5. The proposed works are considered to significantly improve the accessibility of the Civic Quarter, particularly for users with mobility impairments. The re-laying and treatment of the setts would allow for a more level, safer surface for the market area which benefits from a high footfall. Due to the historic nature of Cambridge city centre there are large areas that are difficult to traverse for those with mobility disabilities, and the development would introduce an inclusive space in a central location. It is considered that this should be given significant weight.
- 12.6. The consistent paving across the space along with the removal of the concrete slabs on the listed surface of Market Square would allow for an increased legibility of the area. These visual improvements are considered to have significant weight.
- 12.7. Subject to sufficient management, the use of demountable stalls within the southern half of Market Square would result in a more flexible and open space which is beneficial to the designated public open space. As, the

northern half of the site would contain more permanent fixed stalls, it is considered that this should be given moderate weight.

12.8. Taking all of the above into account, officers conclude that the development, on balance is acceptable. Officers iterate that this conclusion is finely balance and is reliant on further details which can be secured by conditions.

12.9. Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 16 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for **approval**.

13. Recommendation

13.1. **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

14. Planning conditions

1. The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with the requirements of Section 18 of the Planning (Listed Building & Conservation Areas) Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 19 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

3. Prior to the removal of any of the setts within Market Square, a methodology for the works to the historic setts shall be submitted to and approved in writing by the Local Planning Authority. The methodology shall include details of how the setts shall be lifted,

carefully stored, treated and re-laid. The works shall be carried out in accordance with the approved details.

Reason: To ensure appropriate treatment methods are used and the ensure that the setts will not be unduly damaged to ensure important features of the listed structure are conserved and to be in accordance with Policy 61 of the Cambridge Local Plan 2018

4. Prior to the removal of any of the setts within Market Square, a sample panel of reused setts, mortar mix and joint widths (including as a guide, 12 lines of setts per linear meter, joint widths of 10-20mm, in a lime based mortar recessed from the sett tops) to be approved by the Local Planning Authority and retained in-situ as a reference area. The re-laying works shall be carried out in accordance with the approved sample.

Reason: to ensure important features of the listed surface are conserved and to be in accordance with Policy 61 of the Cambridge Local Plan 2018

5. Any additional setts which may be needed to make up shortfalls in the surface shall be agreed to in writing with the Conservation Officer. No additional setts shall be used without this prior agreement.

Reason: to ensure important features of the listed surface are conserved and to be in accordance with Policy 61 of the Cambridge Local Plan 2018

6. Prior to the installation of any fixed stalls, the final details of the mechanism for the foundations shall be submitted to and approved in writing by the Local Planning Authority. The pedestal interface with the Listed setts shall be designed to be detachable at surface level. The works shall be carried out in accordance with the approved details.

Reason: To avoid permanent damage to the market surface should the stalls need to be renewed / altered in future in accordance with Policy 61 of the Cambridge Local Plan 2018

7. Prior to the installation of any in ground anchors for the demountable stalls, final details of the anchors shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details.

Reason: to ensure important features of the listed surface are conserved and to be in accordance with Policy 61 of the Cambridge Local Plan 2018

8. The setts shall continue underneath any fixed market stall positions.

Reason: So that the original extents of the finish of the market square are retained in accordance with Policy 61 of the Cambridge Local Plan 2018.

This page is intentionally left blank



25/04383/LBC – Market Square, Market Hill, Wheeler Street, Guildhall Street and Corn Exchange Street

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Market

Proposal: Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works

Applicant: Cambridge City Council

Presenting officer: Charlotte Spencer

Reason presented to committee: Land within the ownership of the Council

Member site visit date: 23 March 2026

Key issues: 1. Impact on heritage assets

Recommendation: Approve subject to conditions

Report contents

Document section	Document heading
1	Executive summary
2	Site description and context
3	The proposal
4	Relevant site history
5	Policy
6	Consultations
7	Third party representations
8	Member representations
9	Local groups / petition
10	Heritage assets
11	Planning balance
12	Recommendation
13	Planning conditions

Table 1 Contents of report

1. Executive summary

- 1.1. The application forms part of the wider Civic Quarter project which aims to reconnect the Guildhall, Market Square, Corn Exchange and surrounding public realm. Importantly, the project aims to reimagine Market Square to create a more inclusive, pedestrian friendly environment that will enhance the civic heart of Cambridge. It includes several key interventions, including relaying listed setts to make them more accessible, the removal of one set of railings and repair works the fountain. In addition, works are required to facilitate the installation of fixed and demountable stalls. The Market Square surfacing and the two sets of railings are Grade II Listed. The fountain is also Grade II Listed under a separate listing.
- 1.2. There is no dispute that the area is run down and is a poor reflection on the City and role of the Market Square as a focal point for its residents and visitors. In particular, the Market Square's listed setts are unlevel, are not easily navigable for all users and become a slip hazard in wet weather. There is also little planting within Market Square itself, resulting in a predominantly hard surfaced environment.
- 1.3. Improvements and significant investment into this important civic space environment are therefore acutely needed to future proof the space as a matter of civic pride, recreating and reinvigorating the Market Square and its surrounds into a more welcoming and inclusive destination.

- 1.4. The market area is within a heritage context of the highest significance in Cambridge. The proposal seeks to lift, treat and re-lay the listed setts within Market Square. The principle of this alone would result in harm to the heritage asset. Because of this, considerable discussions have taken place between the applicant, the Local Planning Authority and Historic England regarding this part of the proposal and the level of work done by the applicants is acknowledged. However, some of the investigative work, namely the trials of the setts, have been undertaken at a very late stage in the application process. Whilst not fully settled, the latest trial setts demonstrate to officers their heritage significance can be adequately respected whilst simultaneously performing a better role as a more accessible surface.
- 1.5. Further trials will continue to ease the concerns of Historic England and Conservation Officers. Whilst Historic England feel they are in a position where they are unable to fully assess the level of harm, the Conservation Officer has identified a high level of 'less than substantial harm'. It is recognised that further trials could reduce the perceived harm prior to any decision being made. However, officers are confident that a solution that is more agreeable to all parties can be found through a suitably worded condition.
- 1.6. Harm has also been identified to the listed railings due to the removal of the southern set, however there would be neutral impact due to the repairs to the fountain.
- 1.7. Officers conclude that 'less than substantial harm' should be attributed to all identified heritage assets with the level ranging from low to high. The provisions of the National Planning Policy Framework (NPPF) allow for 'less than substantial harm' where public benefits outweigh the identified harm and this needs to be carefully considered within the planning balance.
- 1.8. The proposal would also create other benefits including the reduction of clutter, increased visual consistency, allowing for a flexible space, a limited amount of biodiversity net gain and an improvement to facilities such as seating.
- 1.9. When taking the identified harm and the proposed benefits into account, officers consider that on balance the development is acceptable. Officers would like to make it clear however that this is finely balanced recommendation.

- 1.10. Officers recommend that the Planning Committee **APPROVE** the application subject to conditions as highlighted at the end of this report.

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	Objection	6.1
Historic England	Objection	6.12
Third Party Representations	52 representations have been received, 49 in objection and 3 raising neutral comments	7.1
Member Representations (0)		8.1

Table 2 Consultee summary

2. Site description and context

- 2.1. The application relates to the public realm around the 'Civic Quarter' redevelopment. The site includes Market Square which is a Grade II Listed surface, Market Hill which is circular carriageway which loops around Market Square, Peas Hill, Wheeler Street and Guildhall Street which run around the west, south and east sides of The Guildhall respectively, and Corn Exchange Street from the junction with Wheeler Street to the southern building line of The Corn Exchange. Market Square is under the ownership of Cambridge City Council with the rest of the relevant public realm being adopted public highway under the control of Cambridgeshire County Council.
- 2.2. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing.

3. The proposal

- 3.1. The application is seeking listed building consent for the refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle

parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works.

3.2. The works related to this application are as follows:

- Market Square:
 - The lifting, treatment and relaying of the setts;
 - Replacement of concrete slabs with setts
 - Repair works to fountain
 - Removal of one set of railings
 - Installation of 44 fixed market stalls, with 2 additional stalls for use as a store and basement entrance
 - Provision of 52 demountable stalls with anchors;
 - Provision of demountable seating area;
 - Installation of underground bins to the north;
 - New landscaping.

3.3. The application has been amended to address representations. Further consultations have been carried out as appropriate. A trial of the relaying of and works to the setts has taken place on Peas Hill with further information regarding the process being submitted, further details in regard to the works to the fountain has been submitted along with a detailed response to Conservation and Historic England comments. Further consultations have been carried out as appropriate.

4. Relevant site history

Reference	Description	Outcome
25/04382/FUL	Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works	Under determination
C/94/0547	Listed Building Consent - Demolition of fountain including granite base.	Refused 14.09.1994
C/94/0915	Removal of railings from toilet entrances and retention for future use.	Approved 04.01.1995
C/65/0094	Snack bar and car park attendant's office.	Approved 25.03.1965

Table 2 Relevant site history

5. Policy

5.1. National policy

National Planning Policy Framework 2024

National Planning Practice Guidance

National Design Guide 2021

Circular 11/95 (Conditions, Annex A)

5.2. Draft Greater Cambridge Local Plan 2024-2045 (Regulation 18 Stage Consultation - December 2025 to January 2026)

- 5.2.1. The Regulation 18 Draft Greater Cambridge Local Plan (the draft 'Joint Local Plan' (JLP)) represents the next stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.
- 5.2.2. Following endorsement by Joint Cabinet in November, the draft JLP will proceed to a formal public consultation (under Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012). This is currently scheduled between 1 December 2025 and 30 January 2026.
- 5.2.3. In line with paragraph 49 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The draft JLP is consistent with policies in the current NPPF but represents an earlier stage of the plan making process. Therefore, at this stage, the draft JLP and its policies can only be afforded limited weight as a material consideration in decision making.

5.3. Cambridge Local Plan (2018)

Policy 61: Conservation and enhancement of Cambridge's historic environment

5.4. Area Guidelines

Cambridge Historic Core Conservation Area Appraisal (2015)

6. Consultations

Publicity

Neighbour letters – Y

Site Notice – Y

Press Notice – Y – Listed Building/ Affecting Conservation Area

Conservation Officer- Object

- 6.1. For the setting of the setts, railing and fountain group the context has been defined by raised curbs and a surrounding carriage way and the space enclosed by buildings set back on the pavement. The flush surface would result in the defining boundary features being lost to the detriment of the setting of Market Square as a Listed heritage asset. A proposed definition to the area of setts would need fully detailing. In addition, the loss of this definition would have some impact on the other listed buildings in the area.
- 6.2. The indicated layout of the setts as shown on the plans received on 09 March 2026 is more satisfactory. The plan also shows that the existing concrete slab is to receive a finish off setts over which would match the wider surface.
- 6.3. The appearance of the re-laid surface would be crucial. The submitted Setts Sample Report of a trial area on Peas Hill was useful, however, the laid appearance was not satisfactory. A further trial is intended to be carried out. Given the setts are fundamental to the listed area, this is an equally fundamental factor and ought not to be left to a condition.
- 6.4. The loss of one set of the railings would break up the relationship between the two sets.
- 6.5. The drawings now indicate the works to the fountain in its existing truncated state and it would be repaired according with the structural assessment. For clarity this does not include restoration to its original or working form.
- 6.6. The introduction of permanent stalls shows a pedestal in a pile foundation which needs to be designed to be detachable.
- 6.7. The character of Peas Hill would be harmed due to the featureless floorscape dominated by provision for car and lorry movements.

- 6.8. The Wheeler Street surfacing would be a great improvement to the existing situation.
- 6.9. Not yet seen the installed trial anchors for the removable stalls.
- 6.10. In summary the proposals would result in a high level of 'less than substantial harm' to the listed items. There would be additional 'less than substantial harm' to the character and appearance of the conservation area.
- 6.11. If minded to approve please add conditions relating to:
- Methodology for works to setts;
 - Sample panel of setts to be approved;
 - Matching additional setts to be agreed;
 - The setts shall continue under the fixed stalls;
 - Agreement to the re-use of the railings;
 - Mechanism for removal of the fixed stalls;
 - Lighting details to be agreed;

Historic England- Object

- 6.12. Historic England support the principles of enhancing and broadening the way Market Square is used to encompass a greater array of civic and communal uses; the reorientation away from vehicular traffic and the ambitions to enhance the quality of the urban realm by providing a more accessible space, declutter and rationalise services.
- 6.13. However, the trials of the setts have not conclusively demonstrated to what extent the harm arising from the loss of fabric to the listed setts would effectively contribute to the enhanced accessibility. It also remains unclear as to whether the proposed approach of bringing the mortar flush represents the least harmful alternative.
- 6.14. Following amendments there are a number of outstanding matters to aspects of design such as form and layout, the re-use of the handrails or the treatment of concrete slabs.
- 6.15. Consider the reinstatement of the fountain as a water feature is an important heritage benefit that would be difficult to achieve if not delivered as part of these interventions.
- 6.16. These matters go to the heart of the scheme and so consider they cannot be dealt with by way of condition.

- 6.17. Further information regarding the lighting is required.
- 6.18. Do not support the proposals to gate off areas of the market. This represents clear harm to the significance of the listed asset and to the wider conservation area.
- 6.19. The removal of concrete surfacing and the reinstatement of setts is welcome.
- 6.20. Whilst accept the benefits of fixed market stalls, there is a preference for a well managed temporary stall system.
- 6.21. Remain the view that further detail and refinements and a robust justification are necessary pre-determination before the Planning Authority could be in a position to carry their weighing and balancing exercise. Feel that these matters could be worked out but more time needs to be given to these applications before they can be determined.
- 6.22. Historic England are not able to support this scheme at present.

7. Third party representations

- 7.1. 10 representations in objection have been received.
- 7.2. Those in objection have raised the following issues:
- Character, appearance and scale
 - Important sight lines would be blocked by the kiosks
 - Kiosks look like beach huts
 - Erosion of a local market
 - Kiosks conflicts with the historical and cultural development of the stalls
 - Kiosks out of character for heritage settings
 - Flexible space would impact the character and heritage;
 - Vandalism to the heritage
 - Parking/Transport provision
 - Loss of cycle parking
 - Lack of public transport
 - Poor public consultation
 - Traders were not listened too
 - Separate consultations for traders and public
 - Impact on Traders
 - Lack of temporary market information;

- Loss of trading time for the works;
- Lack of information on demountable stalls;
- Demountable stalls are inadequate;
- Fixed stalls not workable for existing traders;
- Issues with tourists

7.3. The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations

8.1. None received.

9. Local Groups / Petition

9.1. None received

10. Heritage assets

10.1. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing.

10.2. The proposal involves the lifting and relaying of the listed setts to improve the level of the surfacing. One set of the rails would be removed and re-used in an undetermined location. The fountain would be repaired from its current standard but the proposals do not involve the re-introduction of it as a water feature.

10.3. The market area is amongst the heritage features of the highest significance in Cambridge and it is considered the most important civic space within the city. The market place, which was developed in the 1850s, has comprised an open space with removable stalls. Market Square was listed as a Grade II structure in 2019. The surface features a combination of square and rectangular setts that do not seem to respond to any particular design pattern but rather would appear to relate to different phases of repair. The trapezoidal shape is broken down in three main longitudinal sections forming hips valleys and drainage points in a roof like manner. It is unclear whether this is the original layout,

- 10.4. The railings, which are a later addition, are also included in the listing and alongside the fountain form a significant ensemble of historic street furniture.
- 10.5. The fountain was listed at grade II in 1972. It was erected in 1856 and replaced the Hobson Conduit. Originally it featured a prominent canopy which was removed in 1953 due to safety concerns. Its central position, aligned with the chancel of St Mary the Great reinforces the idea of a central point in the city.
- 10.6. Despite their historic significance the condition of the setts on Market Square is currently poor having lacked repairs over the years. The setts are uneven and slippery when wet causing inaccessibility to the market place for those with mobility impairments. There are areas which have been patched with concrete resulting in an uneven appearance across the square.

Setts

- 10.7. The lifting, treatment and re-laying of setts would result in harm to this heritage asset by way of the physical works that would need to be done to them. Despite a request for trials of how to re-lay the setts coming forward from applicants in the pre-application discussions, trials were only in place on Monday 02 March 2026 for Conservation and Historic England Officers to review. These were conducted on a section of setts within Peas Hill (adjacent to the Giggling Squid) which do not form part of the listing.
- 10.8. Whilst the trials were useful to a degree, the laid appearance was not a wholly satisfactory outcome. It was considered that they were laid out too far apart and the mortar was too dark resulting in an appearance that is dominated by mortar distracting from the heritage asset. The applicants were in agreement with this assessment and at the time of writing, they are planning to have an additional larger trial installed by the time of the member site visit on 23 March 2026. The impact of the larger trial will be reported to members orally on the day of the committee. It is noted that the original trials were laid using a cement mortar and it is anticipated that this would be improved with the use of lime mortar.
- 10.9. Historic England have stated that due to the condition of the trials, it was not possible to form a conclusion on the level of harm caused by these works. The Council's Conservation Officer has concluded that the works would have a high level of 'less than substantial harm' and this could be mitigated by way of them being laid in an agreeable layout with suitable mortar. However, they are of the opinion that certainty of the mitigation

needs to be clearer and consider that it should not be left to a condition. The Conservation Officer has confirmed that the proposed layout of the setts in terms of the laying patterns is satisfactory.

- 10.10. These comments are acknowledged. However, officers consider that the trials have demonstrated that the setts can be safely lifted, treated and re-laid whilst largely retaining the historic appearance of the individual setts. It is accepted across the round that works are required to the setts for safety reasons and as such to require even further trials to continue prior to determination would be considered onerous and officers are confident an acceptable layout and mortar can be found.
- 10.11. As such, it is recommended that conditions be added ensuring that the Local Planning Authority in consultation with Historic England approve the final details of the re-laying of the setts.
- 10.12. Subsequently, without agreeable samples at this stage of the application process the level of harm to be afforded to this element within the planning balance would be a high level of 'less than substantial' harm.
- 10.13. The applicant proposes to add setts to where there are currently concrete slabs such as above the basement toilets. It is considered that this would be an enhancement to the current situation and have a positive impact on the heritage assets as it would improve the consistency and legibility of the square's treatment.
- 10.14. The installation of the fixed stalls would also directly impact the listed setts. The fixed stalls would cover the setts and remove views of them currently afforded by the open nature of the existing stalls. However, the level of impact created by this is limited. The fixed stalls would be sited on a pedestal with a screw pile foundation. This design would result in an appearance of the structures floating slightly above the setts. It is important that this is designed to be detachable to mitigate the harm as it would be considered reversible. The final details of the how the fixed stalls would attach to the setts can be dealt with by way of condition. Subject to conditions, the fixing of the stalls to the setts has a neutral impact.
- 10.15. The demountable stalls would require anchors in order for them to be safe in incremental weather. This is proposed to be achieved by the installation of ground anchors fitted into the surface of the square. Whilst trials with above ground anchors have taken place, this has not been conducted for inground trials. A methodology has been submitted highlighting how any removed setts would be retained and replaced following the trials. It is considered that as the concrete footings required would be covered by setts

and size of the anchors would not be too disruptive to the setts. This approach is acceptable. Full details of the anchors can be covered by way of condition.

10.16. Trees would be added to Market Square surface. Details of the tree pits have been submitted. Neither the Conservation Officer nor Historic England have raised any concerns with this. It is considered that the proposed trees would have a neutral impact on the listed setts.

10.17. Further information is required regarding the amount and location of lighting. This can be dealt with by way of condition.

Railings

10.18. One set of the listed railings would be removed from the square. The applicants state that these would be stored or sensitively re-used within the new arrangement. The loss of the set of railings would result in harm to the significance of the listed structure as it would break up the relationship between the two sets. However, due to the current layout, with the clutter of the existing stalls, bins and external containers in this area the listing railings are rarely seen together as a pair. The Conservation Officer has requested a condition requesting details of how they would be re-used and if they are successfully re-used elsewhere in the area this would mitigate the harm to some degree. As such, officers consider the harm created by the loss of the railings to be a low level of 'less than substantial harm'

Fountain

10.19. The application seeks to repair the fountain. The repairs are based on the submitted structural report. The repairs include repairs to the subterranean brickwork chamber the details of which will be confirmed once they are visible. Existing loose granite is to be re-bedded in traditional lime mortar, lost granite would be replaced with new granite indent and repointing would occur with lime mortar where needed. Neither the Conservation Officer nor Historic England raised any concerns with these works. However, Historic England have raised their disappointment with the lack of the reinstatement of the functionality of the fountain as a water feature. Officers are in agreement that bringing the fountain back as a water feature would result in an important heritage benefit, however, officers need to consider the application put forward. Subsequently, without this identified benefit, it is considered that the works to the fountain would have a neutral impact on the significance of the heritage asset.

Summary

- 10.20. NPPF paragraph 213 states that any harm to the significance of a heritage asset should require clear and convincing justification. Paragraph 219 states that local planning authorities should look for opportunities for development within the setting of heritage asset to enhance or better reveal their significance and proposals that better reveal its significance should be treated favourably.
- 10.21. Paragraph 215 states that where a development would lead to less than substantial harm, this should be weighed against the public benefits.
- 10.22. Section 16 of the Planning (Listed Building and Conservation Areas) Act 1990 mandates that local planning authorities must have special regard to preserving the building, its setting, and its historic/architectural features when deciding to grant or refuse listed building consent.
- 10.23. As explained above, parts of the proposal would result in harm to the heritage assets. It is important to understand the overall impact of the works on the Listed Buildings to consider whether paragraph 215 is triggered. Below are tables of the summary of direct impacts from the main elements of the works on the listed structures.

Proposal	Direct Impact on Listed Structures
Relaying of Setts	High level of 'less than substantial harm'
Replacement of concrete slabs with setts	Positive
Installation of fixed stalls	Subject to condition - Neutral
Demountable stalls anchors	Neutral
Installation of trees	Neutral
Removal of one set of railings	Subject to condition – low level of 'less than substantial harm'
Repairing Fountain	Neutral
<i>Net Heritage impact</i>	<i>High level of 'less than substantial harm'</i>

Table 3 Summary of direct impact on the listed structures in Market Square

- 10.24. Paragraph 213 of the NPPF states that any harm to the significance of a heritage asset should require clear and convincing justification.

- 10.25. Officers acknowledge the work needed to the setts is required to significantly improve the accessibility of the market in terms of levels and slip resistance. Historic England have argued that the preferred option of cutting the top off the setts has not been fully justified, nor the use of flush mortar. However, there is a high footfall within Market Square and it is considered that the space needs to be fully accessible and be safe to walk on in wet weather. The cutting of the setts would significantly improve the grip of the setts.
- 10.26. The demountable stalls are required to be anchored to ensure that they can be used year-round.
- 10.27. The railings protect the two stairways into the basement. Following development, the basement would be opened and so only one entrance staircase is required. The second set of railings would no longer have a useful purpose and would act as an unnecessary obstruction.
- 10.28. Subsequently officers consider that the harm has been justified in accordance with Paragraph 213 of the NPPF.
- 10.29. As 'less than substantial harm' has been identified, paragraph 215 of the NPPF is therefore engaged and the harm needs to be considered against the public benefits of the scheme.
- 10.30. The proposed works are considered to significantly improve the accessibility of the Civic Quarter. The relaying and treatment of the setts would allow for safer conditions and make it possible for those with mobility impairments or those in wheelchairs to easily access the market stalls and move across the space. In conjunction with the flush surface it allows for improved access across the whole Civic Quarter as well as the market place. Due to historic nature of Cambridge, there are few spaces within the historic core for those in wheelchairs to easily move around safely and independently. The development would be an important step in improving accessibility within the city centre. Significant weight should be attached to this benefit.
- 10.31. The relaying of the setts would allow for the removal of the patches of concrete slabs. This would improve the consistency and legibility for the square's treatment and improve its appearance. Significant weight is attached to this benefit.
- 10.32. The works would result in additional greenery in a part of the city centre which is currently lacking in soft landscaping. This in turn would improve biodiversity within the area. Due to the constraints of the site the level of

new landscaping is somewhat limited and as such moderate weight should be attached to this benefit.

- 10.33. The rationalising of services such as trader's bins being placed underground would result in a less cluttered public realm making for an improved environment for the users of the space. In addition, the new paving would improve some areas of existing paving that is currently poor. Moderate weight should be given to this benefit.
- 10.34. Officers consider that these benefits outweigh the identified harm. It is considered that the proposal is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and policy 61 of the Local Plan.

11. Third party representations

- 11.1. The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response
Poor Consultation	Many third-party comments have raised that there has been poor public consultation with the traders and public. This is in regard to pre-application consultation by the applicant rather than the statutory consultation carried out by the Local Planning Authority. Sections 3.1 and 3.6 of the Design and Access Statement outlines the public and trader engagement respectively that the applicant completed. Whilst robust public engagement is encouraged within the planning process, it is not a reason to refuse a planning application
Comments regarding any elements not directly related to the listed structures	Many comments relate to elements of the scheme which have been considered under 25/04382/FUL which is the linked full planning application for the scheme. This listed building consent only deals with matters relating to elements directly affecting the listed structures.

Table 3 Officer response to third party representations

12. Planning balance

- 12.1. Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 12.2. Summary of harm
- 12.3. Harm has been identified in relation to the heritage assets. The level of harm varies between each of the heritage assets, however, due to the lack of successful trials of setts at this to demonstrate exactly how much harm can be mitigated, officers have no choice to attach a high level of 'less than substantial harm' to the listed surface within Market Square. The harm has been summarised within table 4 of the report. Officers consider this should be given significant weight in the planning balance.
- 12.4. Summary of benefits
- 12.5. The proposed works are considered to significantly improve the accessibility of the Civic Quarter, particularly for users with mobility impairments. The re-laying and treatment of the setts would allow for a more level, safer surface for the market area which benefits from a high footfall. Due to the historic nature of Cambridge city centre there are large areas that are difficult to traverse for those with mobility disabilities, and the development would introduce an inclusive space in a central location. It is considered that this should be given significant weight.
- 12.6. The consistent paving across the space along with the removal of the concrete slabs on the listed surface of Market Square would allow for an increased legibility of the area. These visual improvements are considered to have significant weight.
- 12.7. Subject to sufficient management, the use of demountable stalls within the southern half of Market Square would result in a more flexible and open space which is beneficial to the designated public open space. As, the northern half of the site would contain more permanent fixed stalls, it is considered that this should be given moderate weight.
- 12.8. Taking all of the above into account, officers conclude that the development, on balance is acceptable. Officers iterate that this conclusion is finely balance and is reliant on further details which can be secured by conditions.

- 12.9. Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 16 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for **approval**.

13. Recommendation

- 13.1. **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

14. Planning conditions

1. The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with the requirements of Section 18 of the Planning (Listed Building & Conservation Areas) Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 19 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

3. Prior to the removal of any of the setts within Market Square, a methodology for the works to the historic setts shall be submitted to and approved in writing by the Local Planning Authority. The methodology shall include details of how the setts shall be lifted, carefully stored, treated and re-laid. The works shall be carried out in accordance with the approved details.

Reason: To ensure appropriate treatment methods are used and the ensure that the setts will not be unduly damaged to ensure important features of the listed structure are conserved and to be in accordance with Policy 61 of the Cambridge Local Plan 2018

4. Prior to the removal of any of the setts within Market Square, a sample panel of reused setts, mortar mix and joint widths (including as a guide, 12 lines of setts per linear meter, joint widths of 10-20mm, in a lime based mortar recessed from the sett tops) to be approved by the Local Planning Authority and retained in-situ as a reference area. The re-laying works shall be carried out in accordance with the approved sample.

Reason: to ensure important features of the listed surface are conserved and to be in accordance with Policy 61 of the Cambridge Local Plan 2018

5. Any additional setts which may be needed to make up shortfalls in the surface shall be agreed to in writing with the Conservation Officer. No additional setts shall be used without this prior agreement.

Reason: to ensure important features of the listed surface are conserved and to be in accordance with Policy 61 of the Cambridge Local Plan 2018

6. Prior to the installation of any fixed stalls, the final details of the mechanism for the foundations shall be submitted to and approved in writing by the Local Planning Authority. The pedestal interface with the Listed setts shall be designed to be detachable at surface level. The works shall be carried out in accordance with the approved details.

Reason: To avoid permanent damage to the market surface should the stalls need to be renewed / altered in future in accordance with Policy 61 of the Cambridge Local Plan 2018

7. Prior to the installation of any in ground anchors for the demountable stalls, final details of the anchors shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details.

Reason: to ensure important features of the listed surface are conserved and to be in accordance with Policy 61 of the Cambridge Local Plan 2018

8. The setts shall continue underneath any fixed market stall positions.

Reason: So that the original extents of the finish of the market square are retained in accordance with Policy 61 of the Cambridge Local Plan 2018.



25/04484/FUL – 87-93 Oxford Road and Fitzwilliam College Sportsground, Cambridge, Cambridgeshire, CB4 3PH

Application details

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Castle

Proposal: Demolition of 87-89 Oxford Road and two stores and construction of replacement student accommodation, part change of use and part refurbishment of Red Cottage student accommodation, refurbishment and extension of the pavilion, erection of a new squash court and groundskeepers store, and improvement of the access.

Applicant: Fitzwilliam College, Cambridge

Presenting officer: Mary Collins

Reason presented to committee: Called in by Cllr Nestor, Cllr Smith, Cllr Payne / Third party representations

Member site visit date: 01 September 2026

Key issues:

1. Impact on character and appearance of conservation area
2. Impact on Protected Open Space
3. Impact on neighbouring amenity

Recommendation: Approve subject to conditions and S106

Report contents

Document section	Document heading
1	Executive summary
2	Site description and context
3	The proposal
4	Relevant site history
5	Policy
6	Consultations
7	Third party representations
8	Member representations
9	Assessment
10	Principle of development
11	Design, layout, scale and landscaping
12	Heritage assets
13	Landscaping
14	Protected Open Space
15	Trees
16	Carbon reduction and sustainable design
17	Biodiversity
18	Water management and flood risk
19	Highway safety and transport
20	Cycle and car parking provision
21	Amenity
22	Third party representations
23	Other matters
24	Planning obligations (S106)
25	Planning balance
26	Recommendation
27	Planning conditions

Table 1 Contents of report

1. Executive summary

- 1.1 The application seeks planning permission for the demolition of 87-89 Oxford Road and two stores and construction of replacement student accommodation, part change of use and part refurbishment of Red Cottage student accommodation, refurbishment and extension of the pavilion, erection of a new squash court and groundskeepers store, and improvement of the access.

- 1.2 The Conservation Officer and Urban Design Officer are supportive of the proposal and offer no objections subject to conditions. Concern and objections have been received from residents of Oxford Road regarding the proximity of the pavilion extension to the boundary. The proposals are supported in principle but opposed in matters of design, layout and impacts on the natural and built environment and residential amenity. This will be addressed later in this report.
- 1.3 Officers recommend that the Planning Committee approve the application subject to conditions as highlighted at the end of this report.

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	No objection	6.1
County Highways Development Management	No objection	6.2
Ecology Officer	No objection	6.3
Environmental Health	No objection	6.4
Natural England	No objection	6.5
Sport England	No objection	6.6
Sustainability Officer	No objection	6.7
Tree Officer	No objection	6.8
Urban Design Officer	No objection	6.9
Third Party Representations (19)	Objection	7.1

Member Representations (1)	Objection	8.1

Table 2 Consultee summary

2. Site description and context

- 2.1 The application relates to Fitzwilliam College Sports Ground with its pavilion, and it also includes 87 and 89 Oxford Road and Red Cottage which are situated off the north western side of Oxford Road. Access to the playing field is off Oxford Road, between 89 and 93 Oxford Road.
- 2.2 The site is within the ownership of Fitzwilliam College. 87 and 89 Oxford Road are currently used as student accommodation: 87 Oxford Road consisting of 4 bedrooms and 89 Oxford Road consisting of 5 bedrooms. Red Cottage is currently used as a clubroom and Women's changing room on ground floor with student accommodation consisting of 3 bedrooms on first floor. 93 Oxford Road is the groundman's accommodation.
- 2.3 On the playing fields is the pavilion constructed in 1927 and a groundman's store.
- 2.4 Opposite the application site and to the south western side of Oxford Road are residential properties. Residential properties to the north west side of Oxford Road, adjoin the playing fields.
- 2.5 The application site is partly within the Castle and Victoria Road Conservation Area. The sportsground and pavilion abut but are not within the conservation area. The properties at 87 and 89 Oxford Road as well as the two sheds and Red Cottage fall within the Castle and Victoria Road Conservation Area, which is a designated heritage asset.
- 2.6 The site lies in flood zone 1 and is identified as in an area of very low (over 1 in 1000) to high (1 in 30) surface water flood risk. The Fitzwilliam College Playing Fields are Protected Open Space.

3. The proposal

- 3.1 Demolition of 87-89 Oxford Road and two stores and construction of replacement student accommodation; part change of use and part

refurbishment of Red Cottage student accommodation; refurbishment and extension of the pavilion; erection of a new squash court and groundskeeper's store; and improvement of the access.

3.2 Works would include:

- Demolishing 87-89 Oxford Road and buildings attached and replacement with four properties in a terrace – each providing six one bed person student accommodation – total of 24 rooms and each with a kitchen/social area.
- Refurbishing Red Cottage and converting the ground floor from Women's changing rooms and club room into a flat with three fully accessible bed spaces, communal kitchen and bathroom.
- Three bedrooms (3 bed spaces) communal kitchen and bathroom to first floor of Red Cottage.
- Demolishing the existing flat roof extension to the pavilion (which contains Men's changing room and showers)
- Construction of a larger extension to the pavilion to house all changing and club room facilities.
- Build a new squash court and attached store houses next to the MUGA.
- Existing posts and cricket netting renewed and partially relocated behind proposed extension to pavilion.
- Provision of covered cycle parking to student accommodation – 20 spaces.
- Uncovered cycle parking for 24 cycles for pavilion.
- Visitor cycle spaces - 10 spaces.
- Improvements to the existing access point on Oxford Road. The gate posts will be widened to 5m width, and the access will be widened to 3.7m width, to provide access for a fire tender.
- Associated landscape works to improve access.

3.3 The application has been amended to address representations, and further consultations have been carried out as appropriate with amendments being made to address comments made by Sport England and Conservation. The run off between the pitch and pavilion extension has been amended to provide the minimum 3 metre with the plant spaces re-configured to achieve required run-off, including associated minor adjustments to changing rooms, showers and WCs. The design of the bay windows has been amended to omit blind window on N-E elevation of the new terrace (facing drive) and the height of front dormers reduced and moved slightly up the roof slope.

- 3.4 The College owns 75 and 77 Oxford Road. The blue line on the Existing Site Location Plan, drawing number 25.015-3- 001 Rev B, has been updated to show this. The red line of the application site has not changed.

4. Relevant site history

- 4.1 None

5. Policy

5.1 National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

Technical Housing Standards – Nationally Described Space Standard (2015)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

5.2 **Draft Greater Cambridge Local Plan 2024-2045 (Regulation 19 Proposed Submission)**

- 5.2.1 The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.
- 5.2.2 The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.
- 5.2.3 In line with policy DM4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.
- 5.2.4 Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.
- 5.2.5 Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026.

5.3 **Cambridge Local Plan (2018)**

Policy 1: The presumption in favour of sustainable development
Policy 2: Spatial strategy for the location of employment development
Policy 3: Spatial strategy for the location of residential development
Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use
Policy 29: Renewable and low carbon energy generation
Policy 30: Energy-efficiency improvements in existing dwellings
Policy 31: Integrated water management and the water cycle
Policy 32: Flood risk
Policy 33: Contaminated land
Policy 34: Light pollution control
Policy 35: Protection of human health from noise and vibration
Policy 36: Air quality, odour and dust
Policy 43: University development
Policy 46: Development of student housing
Policy 55: Responding to context

Policy 56: Creating successful places
Policy 57: Designing new buildings
Policy 58: Altering and extending existing buildings
Policy 59: Designing landscape and the public realm
Policy 61: Conservation and enhancement of Cambridge's historic environment
Policy 62: Local heritage assets
Policy 67: Protection of open space
Policy 69: Protection of sites of biodiversity and geodiversity importance
Policy 70: Protection of priority species and habitats
Policy 71: Trees
Policy 73: Community, sports and leisure facilities
Policy 80: Supporting sustainable access to development
Policy 81: Mitigating the transport impact of development
Policy 82: Parking management

5.4 Supplementary Planning Documents (SPD)

Biodiversity SPD – Adopted February 2022

Sustainable Design and Construction SPD – Adopted January 2020

Cambridgeshire Flood and Water SPD – Adopted November 2016

5.5 Other guidance

Greater Cambridge Housing Strategy 2024 to 2029

Biodiversity Checklist for Land Use Planners in Cambridgeshire and Peterborough (2001).

Cambridge and Milton Surface Water Management Plan (2011)

Cambridge and South Cambridgeshire Level 1 Strategic Flood Risk Assessment (2010)

Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste

Cambridgeshire Design Guide For Streets and Public Realm (2007)

Cycle Parking Guide for New Residential Developments (2010)

Open Space and Recreation Strategy 2011

5.6 Area Guidelines

Castle and Victoria Road Conservation Area Appraisal (2012)

6. Consultations

Publicity

Neighbour letters – Y

Site Notice – Y

Press Notice – Y Affecting Conservation Area

Conservation Officer - No Objection

- 6.1 Recommends conditions requiring details of materials - brick sample panel, timber cladding, slate, zinc, new joinery, details of windows to new terrace, boundary treatment.

County Highways Development Management - No Objection

- 6.2 Recommend pre-commencement condition requiring a detailed Construction Management Plan (CMP) and Construction Compound Layout Plan (CCLP) and conditions requiring bound surface to access for first 5 metres, drainage of access and conditioning limiting construction or delivery vehicles with a gross weight in excess of 3.5 tonnes shall only enter leave site between the hours of 09.15hrs -15:30hrs, Monday to Saturday.

Ecology Officer- No Objection

- 6.3 Recommend ecological mitigation is carried out in accordance with submitted reports and statutory biodiversity net gain condition is attached.

Environmental Health- No Objection

- 6.4 Pollution from the demolition and construction phases has the potential to affect the amenity of surrounding properties if not controlled. In the interests of amenity, recommend the following conditions:
- Demolition/Construction hours
 - Demolition/Construction collection/delivery hours
 - Piling Condition
 - Dust Condition
 - To protect the amenity of future occupants of this property from the high ambient noise levels in the area, bespoke ventilation conditions.
 - To minimise the effects of light pollution on the surrounding area an external lighting condition.

Natural England – No objection

6.5 No objection

Sport England – No objection

6.6 The proposal encroaches onto existing playing field and affects an existing pavilion and changing room used in conjunction with the playing field. The proposal would therefore need to meet one or more of Sport England's Playing Fields Policy and NPPF.

The revised plans demonstrate that the extension would maintain an adequate safety margin to the south of the pitch so it would not compromise pitch usability. The RFU support the revised proposals. The works to the sports pavilion meet Exceptions 2 and 3 of Sport England's Playing Fields Policy.

The new facilities would deliver an improvement in both quality and quantity.

To ensure continuity of provision, Sport England would seek a condition requiring the new facilities be provided and operational before the existing changing rooms are lost, thereby avoiding disruption for clubs and users. The squash building is still considered to comply with Exception 3 of Sport England's Playing Fields Policy.

Given the above, Sport England raises no objection to the application because it is considered to accord with exceptions 2 and 3 of Playing Fields Policy and paragraph 104 of the NPPF.

Sport England advise that the absence of an objection is subject to a condition being secured to ensure continuity of provision. Should the local planning authority (LPA) resolve to approve the application without imposing this condition, then Sport England objects to the application as it is not considered to accord with any of the exceptions to our Playing Fields Policy or paragraph 104 of the NPPF.

Sustainable Drainage Officer- No Objection

6.7 Recommend conditions requiring details of foul and surface water drainage.

Sustainability Officer- No Objection

6.8 The sustainability and water efficiency requirements of the refurbishment can be dealt with by way of conditions:

- Implement (Bespoke Sustainability Strategy) The development hereby approved shall not be occupied until a post construction statement confirming that the sustainability provisions as set out in the Design and Statement have been fully implemented.
- Water Efficiency (Residential Accommodation) Water efficiency measures for the scheme shall be implemented in accordance with the optional requirement as set out in Part G of the Building Regulations, which requires all dwellings to achieve a design standard of water use of no more than 110 litres/person/day.

Tree Officer- No Objection

6.9 Recommends conditions AMS and TPP.

Urban Design Officer - No Objection

6.10 The overall design approach is considered acceptable. The new terrace of houses and the Red Cottage are well designed to reflect and enhance the street residential characters. The proposed built form, rhythm and architectural detailing will enrich the street character and add visual interest to the public realm. In addition, the pavilion extension and the squash court are carefully designed and architecturally detailed which has resulted in a sensible integration with their existing setting.
The overall approach for the architecture and detailing is supported. Condition should be imposed on the architectural detailing and materials which can be discussed at a later stage should a permission be granted.

7. Third party representations

7.1 23 representations have been received. 20 in objection.

Those in objection have raised the following issues:

- Character, appearance and scale, impact on conservation area
- Residential amenity impact (noise and disturbance, loss of privacy and overshadowing)
- The hours of the squash court should be limited.
- Noise Impact Assessment for squash submitted is insufficient.
- Noise from air source heat pumps.
- Use – Will the rooms be limited to full-time university college students during academic terms only?
- Use – Will the facilities be available to local members of the community to use?
- Insufficient evidence to justify need for and location of squash courts.
- Management Plan required.
- Student parking controls should be secured by S106.
- No information regarding ball stop netting.

- The redundant scaffold poles should be removed if no netting is to be reinstated.
- Construction impacts
- Highway safety, traffic increases and parking matters
- Loss of biodiversity – loss of section of hedge and loss of permeable surfaces
- Increased demand on water.

Cambridge Past, Present and Future

Raise significant concerns regarding Biodiversity Net Gain (BNG) and boundary landscaping following the submission of the updated BNG report (March 2026) which takes into account the removal of a hedgerow.

To achieve the mandatory and policy-compliant +10% Biodiversity Net Gain, the applicant's consultant recommends additional tree planting along with a new native hedgerow.

In line with the mitigation hierarchy, this net gain should be delivered on-site. Request that clear, detailed plans (such as a detailed soft landscaping scheme) be submitted and agreed prior to determination to demonstrate precisely how and where these measures will be accommodated.

The loss of the hedgerow will impact the visual amenity of neighbouring properties. It is critical for nearby residents to know how this impact is to be mitigated.

- 7.2 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations

- 8.1 Cllr Smith has made a representation objecting to the application on the following grounds:

Further to comments submitted by residents, it is clear the proposals are supported in principle but opposed in matters of design, layout and impacts on the natural and built environment and residential amenity. A review of the following material matters is required in the interests of better planning and development outcomes.

Rugby safety, protection of nature and residential amenity:

The Sports England's minimum requirement for a 3m run off from the rugby pitch. The revised buffer is now 3m from the front of the changing rooms.

Whilst this is strictly compliant, a brick wall at 3m would present a safety risk for rugby players.

To provide for the 3m buffer, the changing rooms have been set back to 0.7m from the boundary. This, in turn would require the removal of a mature hedge which hosts nesting birds and contributes towards the amenity of existing residents. After allowing 0.3m for the spread foundations, it would leave insufficient space for the relocation of the scaffolding poles and netting to the boundary line.

This presents a cumulative failure of the siting of the development to mitigate risk to rugby players and protect the natural environment and amenity and safety of existing residents.

No adequate justification has been given for the destruction of the hedge and loss of residential amenity. The reality is that it is impossible to justify given the extensive area of playing fields.

Community use of the Sports Ground: In confirming it will not formalise community use of the sports ground, the applicant has declined to follow Sport England's advice to provide for community access, hours of use and pricing.

However, the applicant's ground for this is a most respectful wish to 'avoid more traffic and noise.'

In the context of residential amenity, 'avoiding more traffic and noise,' residents have submitted concerns with possible cumulative adverse impacts of a) the proposed intensification of student accommodation from 12-30 students and b) its use being extended from college term times to all year-round to a wide range of qualifying users.

The college has not presented any evidence to demonstrate a need for all year-round occupation, and it would be difficult to do so given it has approximately 392 student rooms on the college site.

Squash Court: There are three concerns.

- i) A failure to justify the loss of a squash court at the college and hence place pressure for development on the playing field.
- ii) A failure to justify the need given excess capacity at the underused squash courts at the West Cambridge site. These are often busy 4.00-7.00pm weekdays and generally available during day time week days and at weekends.
- iii) A failure to provide an adequate noise impact assessment.

9. Assessment

- 9.1 From the consultation responses, representations received, and from an inspection of the site and the surroundings, the key issues are:

- Principle of development
- Design, layout, scale and landscaping
- Heritage assets
- Trees
- Carbon reduction and sustainable design
- Biodiversity
- Water management and flood risk
- Highway safety and transport impacts
- Car and cycle parking
- Amenity
- Third party representations
- Other matters

10. Principle of Development

10.1 Cambridge Local Plan Policy 46: Development of student housing states:

Proposals for new student accommodation will be permitted if they meet identified needs of an existing educational institution within the city of Cambridge in providing housing for students attending full-time courses of one academic year or more. Schemes should demonstrate that they have entered into a formal agreement with at least one existing educational establishment within Cambridge providing full-time courses of one academic year or more. This formal agreement will confirm that the proposed accommodation is suitable in type, layout, affordability and maintenance regime for the relevant institution. The Council will seek appropriate controls to ensure that, within academic terms, the approved schemes are occupied solely as student accommodation for an identified institution.

Applications will be permitted subject to:

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

Where students do not attend full-time courses of one academic year or more, their accommodation requirements will be expected to be provided within the site of the institution which they attend; or by making effective use of existing student accommodation within the city outside term time; or by use of home-stay accommodation.

Permanent purpose-built student accommodation will not be supported on sites allocated for housing, or with an extant planning permission for residential development, or sites identified as potential housing sites within the Council's Strategic Housing Land Availability Assessment.

- 10.2 Fitzwilliam College have produced an Estate Masterplan Vision in 2024 which looks at their main campus and off site properties and sets out the College's Academic mission as "A dynamic and inclusive academic community with a powerful heritage" and their Vision for "A modern, sustainable environment for academic excellence to flourish". It sets out the Evolution of the vision which includes an analysis of the current College estate and the College's future needs. This explains that the "Size and shape of College student population will remain stable into medium term (740 -750)" and that there is a "Deficit in student room provision (110-120 rooms) – 627 student rooms currently provided – with a number of existing student rooms on Main Site being lost through the renovation programme." The applicant has demonstrated through this proposal that that there is a need for this additional accommodation and the 30 rooms created (an additional 18 rooms) would contribute towards this target. The proposal complies with criterion (a).
- 10.3 It is noted that there would not be a loss of market housing as the existing properties are already in use as student accommodation and within the ownership of the college. Four planning units will be created as a result of the proposal. This would not trigger any requirements for affordable housing under policy 45 of the Cambridge Local Plan 2018. The proposal complies with criterion (b).
- 10.4 The site, which currently encompasses student accommodation and the sports ground for Fitzwilliam College, is located approximately 600m (10-minute walk) from Fitzwilliam College main site. The occupiers of the accommodation would access the main college campus and sustainable transport modes are in proximity. Near to the Site are bus services and comprehensive cycle infrastructure. Huntingdon Road is served by: Stagecoach B, Tiger T1, and X3 services. The bus frequency is every 10-15 mins. The services connect with the City Centre and Historic core. The

Site is also well located for walking and cycling. The proposal complies with criteria (c) and (d).

- 10.5 The Occupancy Agreement/Residential Life/Regulations restrict Students from keeping, hiring or driving a car in Cambridge during term time without permission. The development is therefore car free apart from the provision of an accessible parking space for Student(s) occupying the disability flat located in Red Cottage. The proposal complies with criterion (e).
- 10.6 The internal space of all rooms provides a good level of amenity for future occupiers for living and studying. The proposal complies with criterion (f).
- 10.7 With respect to potential for antisocial behaviour to be minimised, particularly through the intensification of the site and use of the outdoor amenity space and rear garden area, this would be managed through the Student Management Plan which would detail Anti-social behaviour and disciplinary procedures. An employee (groundsman) residing in an adjacent property at 93 Oxford Road and within the application site, in the applicant's ownership, would also act as an informal warden and point of contact on site. The proposal complies with criterion (g).
- 10.8 The Fitzwilliam College Playing Fields are Protected Open Space.
- 10.9 Cambridge Local Plan Policy 67 - Protection of open space states:
- Development proposals will not be permitted which would harm the character of, or lead to the loss of, open space of environmental and/or recreational importance unless:*
- a. the open space can be satisfactorily replaced in terms of quality, quantity and access with an equal or better standard than that which is proposed to be lost; and*
- b. the re-provision is located within a short walk (400m) of the original site. In the case of school, college and university grounds, development may be permitted where it meets a demonstrable educational need and does not adversely affect playing fields or other formal sports provision on the site. Where replacement open space is to be provided in an alternative location, the replacement site/facility must be fully available for use before the area of open space to be lost can be redeveloped.*
- 10.10 An assessment of compliance with policy 67 will be considered later in this report.

11.0 Design, layout, scale

- 11.1 The new terrace of four houses would be sited to front Oxford Road and would be set back from the street behind small front gardens. The front wall will be in line with the front wall of adjacent properties with two storey bays to the front projecting forward of this wall.
- 11.2 The proposed terrace of four dwellings would have a higher ridge level than the terrace of properties at 93-95 Oxford Road but would have a comparable height to adjacent modern end of terrace dwelling at 85 Oxford Road. There is an irregular level of ridges on this side of Oxford Road and there is also a variety in the house forms with varying footprints and building depths. As such the height and depth of the proposed terrace is not considered out of keeping with the pattern of development.
- 11.3 Each unit would have a dormer window to the front elevation. The dormers are relatively small and are set back from the eaves marginally, so that the elevation is broken up and does not read as being three storey in scale. Although dormers are not prevalent in this part of the conservation area, there are flat roofed dormers on properties opposite, and the proposed dormers fit with the character and rhythm and their size and number are therefore considered acceptable.
- 11.4 The rear elevation of the terrace has been designed to respect views of it from outside the conservation and from the protected open space and its proportions and appearance are acceptable.
- 11.5 The terraced dwellings and the alterations to Red Cottage are well designed to reflect and enhance the residential character of the street. The proposed built form, rhythm and architectural detailing are considered to enrich the street character and add visual interest to the public realm. The contemporary approach to the traditional terrace form is supported as the new buildings should sit comfortably within the streetscape but remains legible as a modern intervention.
- 11.6 The Conservation Officer has advised that the replacement terrace would enhance the street scene, with form, rhythm and detailing (including front garden walls) more in keeping with the character of the area. The existing 1920s pavilion, which lies outside of the conservation area is to be retained and Red Cottage, both of which are characterful buildings, will be retained and reused.

- 11.7 The existing 1920s pavilion, which lies outside of the conservation area and to the southern edge of the playing fields area is to be retained. With regards to the proposed extension to the pavilion, Officers consider that owing to the need to retain the playing pitches with space around them for their associated runoff areas, the pavilion has been sited close to the perimeter of the site and therefore the extensions to the pavilion also need to respect this siting and extend parallel with and in close proximity to the boundary. This is to ensure that the main use of this site – the playing of outdoor sports can continue and not be affected by the development. The revised plans received demonstrate that the proposed extension would maintain an adequate safety margin to the south of the pitch so it would not compromise pitch usability.
- 11.8 A section of mature hedge is to be removed to enable the development, and concern has been raised that no adequate justification has been given for the removal of this hedge which hosts nesting birds and contributes towards the amenity of existing residents, given the extensive area of playing fields.
- 11.9 The playing fields are extensive but as noted previously, the majority of this site is laid out as playing pitches. Ancillary buildings need to be located on the periphery of the playing field to ensure there is no overlap with any playing pitches, no reduction in pitch sizes, no restriction of pitch use (including safety margins and run-off areas) and that the proposal would not diminish the site's capacity to accommodate or rotate pitches or prejudice the use of the remaining playing field. As such Officers consider that the siting of the proposed extension and the associated removal of a section of hedge has been justified.
- 11.10 The extension would extend to the rear of the existing pavilion and would also extend approximately 29 metres to the side of the existing pavilion. There would be a small linking section set back from the principal elevation and the extension would then project forward and beyond the principal elevation of the pavilion. Adjacent to the boundary, the changing room extension would be a flat roof section to the rear of the existing pavilion. This section would be approximately 4 metres high with its blank wall facing the rear gardens of the Oxford Road properties. Further set in by 5 metres from the boundary, four hipped sections of roofs would slope up and away from the boundary with the apex of the roof being 5 metres high. These will allow views between them and the visual impact on the boundary and the conservation area has been reduced through the articulation of the extension and its design of extension and its particular roofscape.

- 11.11 The extension would be 0.7m from the boundary. Concern has been raised that after allowing 0.3m for the spread foundations, there would be insufficient space for the relocation of the scaffolding poles and netting to the boundary line. The poles and netting require planning permission in their own right and are included within the proposal. Officers consider that this is a matter for the construction but consider these poles could be installed prior to the construction of the extension.
- 11.12 The proposed squash court has a similar appearance but would present gables to the boundary with properties in Oxford Road.
- 11.13 Both the pavilion extension and the squash court have sections of flat roof. Policy 31 (f) of the Cambridge Local Plan 2018 states that development will be permitted provided that any flat roof is a green or brown roof, providing that it is acceptable in terms of its context in the historic environment of Cambridge and the structural capacity of the roof if it is a refurbishment. In this instance, some areas are indicated to have a green roof. Some flat roof sections accommodate skylights and PVs as well as flues, ducting and access for maintenance which does not leave space for green roofs. Given some green roofs are provided this is considered acceptable in this instance.
- 11.14 The pavilion extension and the complementary squash court are well designed to sit comfortably alongside the 1920s pavilion and respect the setting of the conservation area. The pavilion extension is subtly linked so it and the existing pavilion could appear as two separate buildings, and the dogtooth roof design gives nice variation to the forms, and a clear character to this new phase of development on the site. Subject to appropriate materials and detailing, the proposal is acceptable.
- 11.15 Overall, the proposed development is a high-quality design that would contribute positively to its surroundings and be appropriately landscaped. The proposal is compliant with policies 55, 56, 57, 58 and 59 of the Local Plan and the NPPF.

12 Heritage assets

- 12.1 The application site falls partly within the Castle and Victoria Road Conservation Area with the playing fields and pavilion outside the conservation area and 87 and 89 Oxford Road as well as the two sheds and Red Cottage within the conservation area.

- 12.2 87 and 89 Oxford Road, like all the houses along Oxford Road, are identified as Buildings that are Important to the Character of the Conservation Area, which is a designated heritage asset. They are identified as buildings which positively contribute to the character and appearance of the conservation area in the character appraisal, and so their contribution merits consideration in accordance with Section 72 of the 1990 Planning (Listed Buildings and Conservation Areas) Act.
- 12.3 Red Cottage and the 1920's pavilion are both characterful buildings, which will be retained and reused. The two sheds and Red Cottage are not identified as Buildings that are Important to the Character of the Conservation Area.
- 12.4 89 Oxford Road dates from the late 19th century, and was an unusual, detached property until the 1970s when number 87 was added to the west side. While both properties have been identified as buildings that positively contribute to the character and appearance of the conservation area (along with all the terraced properties in the surrounding roads), both have been unsympathetically altered and are not the best examples of the characteristic architecture of the area. Both cottages have been painted white and have uPVC replacement windows, number 87 has lost its front wall and garden to parking, and number 89 has two single-storey outbuildings to the east side which depart from the regular form and size of the terraces on the road.
- 12.5 Ordinarily the demolition of non-designated heritage assets such as the buildings at 87 and 89 Oxford Road is unlikely to be supported. However, as set out above, both cottages are not the best examples of the characteristic architecture of the area,
- 12.6 Consequently, though it may be argued the loss of 87-89 constitutes a minor degree of harm to the significance of the conservation area, the public benefit of the enhanced street scene outweighs this. Furthermore, the designs make better use of the space, with the sportsground storage relocated to the sport ground itself, and the residential character of Oxford Street reinforced.
- 12.7 The Conservation Officer has advised that the extension to the rear of the pavilion which is proposed to be demolished is of low architectural and historic interest, so its replacement can be supported.
- 12.8 The overall principle of the development is considered to meet the requirements of Policies 61 and 62 of the local plan and Policies HE4 - HE6 and HE9 of the NPPF.

- 12.9 Overall, the proposal would not give rise to any harmful impact on the identified heritage assets and is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and policy 61 of the Local Plan.

13.0 Landscaping

- 13.1 With regards to landscaping, there are potential opportunities for soft landscaping, particularly to the edges of the playing fields and to the front gardens. Currently behind the existing pavilion there is planting to part of the rear wall directly behind the properties at 97 and 99 Oxford Road. As mentioned previously, an approximate 34 metre section of Privet hedge (*Ligustrum ovalifolium*) is proposed to be removed to allow the proposed extension to be constructed in line with the existing line of the rear extension to the pavilion. This section to be removed is largely behind the rear gardens of 103 to 109 Oxford Road.
- 13.2 The existing path at the rear of the Oxford Road gardens, lies outside the site but adjacent and the existing chain link boundary fence would be removed and new planting on wall trellises to the new rear wall of the extended pavilion would be added to retain a green back drop to these rear gardens. It is proposed to install stainless steel mesh panels along the full length of the rear/eastern wall of the Pavilion extension to act as support for new planting. This would be planted with climbers (e.g. Virginia Creeper, Honeysuckle etc. Concern has been raised that ongoing maintenance of any planting to this rear wall would need to be carried out from the access pathway to the rear of properties in Oxford Road and that this could not be done from the application site itself. The planting would help to soften the appearance of the rear wall; however, this rear wall would not be directly on the boundary with these properties who would benefit from their own rear boundary treatments, which would intervene and partially screen the 4 metre high blank wall. Overall, the proposed development would contribute positively to its surroundings and be appropriately landscaped. The proposal is compliant with policies 55, 56 and 59 of the Local Plan and the NPPF.

14 Protected Open Space

- 14.1 The application site is on part of a protected open space, the Fitzwilliam College Playing Fields. These Outdoor Sports Facilities (SPO 19) are of recreational and environmental importance and their quality is 60.00%.

Policy 67 states that development proposals will not be permitted which would harm the character of, or lead to the loss of, open space of environmental and/or recreational importance. This protected open space makes a contribution to the setting of the Castle and Victoria Road Conservation Area, to the character and environmental quality of the city as well as to recreational resources.

- 10.11 The proposed squash building is located on the periphery of the playing field and does not overlap with any playing pitches. It would not reduce pitch sizes, restrict pitch use (including safety margins and run-off areas), diminish the site's capacity to accommodate or rotate pitches, remove other sporting or ancillary facilities, or prejudice the remaining playing field.
- 10.12 Sport England's first response said that the benefits of the squash court did not outweigh the harm to the rugby pitch by the proximity of the pavilion extension as there was no evidence of need for the squash court. The pavilion extension was altered so there is no harm to the rugby pitch and therefore there was no longer any need to provide evidence of need for the squash court.
- 14.2 The revised plans demonstrate that the extension to the pavilion would maintain an adequate safety margin to the south of the pitch so it would not compromise pitch usability. The RFU support the revised proposals. The works to the sports pavilion and squash court meet Exceptions 2 and 3 of Sport England's Playing Fields Policy.
- 14.3 The proposal and the extensions to the pavilion and the construction of the squash court would not diminish the importance of this open space and would not result in a detrimental loss of open space of recreational value. The proposal would not diminish the site's capacity to accommodate or rotate pitches or prejudice the use of all of any part of the playing field.
- 14.4 Sport England raise no objections following the submission of amended drawings. The proposal would accord with Policy 67 of the Cambridge Local Plan 2018.

15 Trees

- 15.1 The application is accompanied by an Arboricultural Impact Assessment compiled by OMC Associates, dated 29th June 2025. The report identifies four trees as material considerations, T1, T2 & T4 Sycamores, and T3 Crab Apple. No tree removal or facilitation pruning is planned, however there will be incursion into the root protection areas of the four trees. The proposed cycle rack and part of the entrance to the squash courts involve the

installation of hardstanding surfaces to sections of the RPAs of T1 and T2 of 17.8% and 5.4% respectively. The squash court will encroach into 6.1% of T4's RPA and 1.3% of T2's RPA. Demolition of the current surface within the RPA of T3 is proposed. No dig surface solutions have been recommended.

- 15.2 A section of established hedge separates the pathway running behind the rear gardens of the dwellings in Oxford Road from the playing fields.
- 15.3 As mentioned previously in this report an approximate 20 metre section of this hedge shown on the Arboricultural Impact Assessment is to be removed. It is noted as S2, Privet hedge (*Ligustrum ovalifolium*). This section to be removed is largely behind the rear gardens of 103 to 109 Oxford Road. This hedge is within the ownership of the applicant and is outside but borders the conservation area boundary. It is acknowledged that this hedge provides a habitat, visual screening and residential amenity. However, as this hedge does not have any protection, its removal does not require specific consent.
- 15.4 The Council's Tree Officer has advised that the AIA adequately identifies the impacts on the retained trees. The application is supported with the condition that an Arboricultural Method Statement (AMS) in accordance with BS5837: 2012 is submitted for approval by the local authority prior to the commencement of works.
- 15.5 Subject to conditions as appropriate, the proposal would accord with policies 59 and 71 of the Local Plan and the NPPF.

16 Carbon reduction and sustainable design

- 16.1 The application is supported by Design and Access Statement outlining the following sustainability elements contained within the scope of the development:
- A commitment to deliver the new buildings on Passive Haus-type principles of high thermal envelope performance and low energy in use, by focussing on reducing energy demand.
 - High levels of thermal insulation and robust detailing for airtightness will minimise heat losses through new and improved building fabric and support the use of low-carbon heating systems.
 - Form, window arrangement and design within the proposed terrace seeks to maximise natural daylight whilst minimising the risk of overheating associated with south facing glazing. Roof lights will be introduced to the pavilion extension and squash court to provide

natural light to internal, windowless spaces, and reduce the need for artificial lighting.

- It is proposed to ventilate the residential properties naturally. The sports buildings will be ventilated mechanically with heat recovery.
- The buildings will be heated by Air Source Heat Pumps (ASHPs). Due to the domestic nature of the terraces and Red Cottage, it is proposed to use small individual units for each building, rather than a more complex district heating system.
- Renovate existing buildings with poor sustainability credentials to achieve higher levels of thermal performance and sustainability.
- Installing on-site electricity generating technologies such as solar Photo Voltaic (PV) panels to reduce the need to demand mains electrical power.
- Highly efficient building services will be installed, including low water use sanitary fittings, roof rainwater from the Pavilion and Squash Court buildings will be collected in underground tanks and used for irrigation.

16.2 The proposals accord with Local Plan Policy 28 (Carbon Reduction, Community Energy Networks, Sustainable Design and Construction) by embedding energy efficiency measures from the outset, adopting a fabric-first approach, and ensuring the development is future-proofed through the use of low-carbon technologies. The scheme supports the transition to a low-carbon city by minimising energy demand, reducing water consumption, and incorporating renewable energy systems.

16.3 The application has been subject to formal consultation with the Council's Sustainability Officer who raises no objection to the proposal subject to conditions relating to carbon reduction technologies and water efficiency.

16.4 The applicants have suitably addressed the issue of sustainability and renewable energy and subject to conditions the proposal is compliant with policies 28 and 29 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD 2020.

17 Biodiversity

17.1 An Ecological Report, including bat surveys, as well as a biodiversity net gain assessment has been submitted as part of the planning application.

17.2 The application has been subject to formal consultation with the Council's Ecology Officer.

- 17.3 The red line of the application site does not include the wider playing fields of Fitzwilliam College Playing Fields which are adjacent to the site and in ownership of the applicant. The BNG report has provided evidence that a minimum 10% biodiversity net gain cannot be achieved within the red line of the site. Biodiversity net gain therefore needs to be provided offsite but can be provided land within the ownership of the college. The off-site habitat uplift is primarily secured through the creation of additional urban tree habitat, while the identified hedgerow shortfall will be addressed through the planting of new native hedgerows. This includes the planting of a 7 metres length of replacement hedge to the south eastern boundary of the Fitzwilliam College Playing Fields and adjacent to a block of garages off Sherlock Close and the planting of 11 trees to the front of the main Fitzwilliam College Campus off Huntingdon Road. To secure this land within the ownership of the college for the BNG monitoring period of 30 years, a legal agreement is required with 7 monitoring years (years 1, 5, 10, 15, 20, 25, and 30). The Ecology Officer is satisfied that the proposed approach provides an appropriate means of addressing the habitat and hedgerow unit requirements and would meet the mandatory BNG requirement, subject to the off-site habitat being appropriately secured and delivered.
- 17.4 The approach to the offsite biodiversity net gain is acceptable in this instance and the statutory biodiversity net gain condition and informative will be attached. Where off-site BNG is secured and meets the statutory requirement, this biodiversity gain itself remains a benefit of the proposal.
- 17.5 Neighbours have commented that given the playing field is otherwise largely devoid of ecological features, the boundary margins are especially important for biodiversity. As previously mentioned, there is concern that there is no clear justification for the hedge's removal, or any proportionate replacement planting or biodiversity enhancement elsewhere on the site. In response to this, Officers consider that owing to the primary use of the playing fields and the need to retain the playing pitches with their runoff areas, the pavilion needs to be close to the perimeter of the site and therefore there is not enough room within the red line of the application site to enable the construction of the extension without the removal of the section of hedge. A condition requiring a scheme of ecological enhancement will be attached, which will include details of bat and bird box installation, (including swift nesting bricks/boxes) hedgehog provisions and other ecological enhancements.
- 17.6 In consultation with the Council's Ecology Officer, subject to an appropriate condition, officers are satisfied that the proposed development complies with policy 70 of the Local Plan, the Biodiversity SPD 2022, the requirements of the Environment Act 2021 and 06/2005 Circular advice.

18 Water management and flood risk

- 18.1 The site lies in flood zone 1 and is identified as in an area of very low (over 1 in 1000) to high (1 in 30) surface water flood risk.
- 18.2 The site proposes rainwater disposal from new and retained buildings will be to soakaways, including the provision of water butts at the rear of the new terraces and Red Cottage. Roof rainwater from the Pavilion and Squash Court buildings will be collected in underground tanks and used for irrigation. Areas of new hardstanding and paved paths will be permeable surfaces. Foul water will connect to the existing foul water mains.
- 18.3 A Flood Risk Assessment is not required given that the site is in Flood Zone 1 is below 1ha., and there is no risk of surface water flooding or other types of flooding where the buildings and extensions are proposed. A drainage statement has been submitted as well as a drainage and suds maintenance plan.
- 18.4 The Council's Sustainable Drainage Engineer has advised that the applicants have suitably addressed the issues of water management and flood risk. As the site is proposing a number of different land uses including those above the very low pollution hazard level the Simple Index approach should be used. This is to confirm the treatment provided to surface water outweighs the pollutants created by the land use, and it is considered that the submission of a Surface Water Drainage Strategy to include this can be addressed by way of condition. Subject to conditions the proposal is in accordance with policies 31 and 32 of the Local Plan and NPPF advice.

19 Highway safety and transport impacts

- 19.1 The application is supported by a Transport Assessment.
- 19.2 Access to the site would be from the existing entrance to the playing fields from Oxford Road and it is proposed to improve the existing access point on Oxford Road. The gate posts will be widened to 5m width, and the access will be widened to 3.7m width, to provide access for a fire tender.
- 19.3 The application has been subject to formal consultation with Cambridgeshire County Council's Local Highways Authority, who raise no objection to the proposal subject to conditions. With regards parking pressure, the future occupiers of the student accommodation will not qualify for Residents' Permits within the existing Residents' Parking Schemes operating on surrounding streets.

- 19.4 The effect of the proposed development upon the Public Highway can be mitigated subject to conditions requiring that no development shall take place, including any works of demolition or site clearance, until a detailed Construction Management Plan (CMP) and Construction Compound Layout Plan (CCLP) have been submitted to and approved in writing by the Local Planning Authority. Other conditions would be attached requiring the access be constructed so that its falls and levels are such that no private water from the site drains across or onto the adopted public highway and constructed of a bound material, for the first five metres from the boundary of the adopted public highway into the site, to prevent debris spreading onto the adopted public highway. A condition is also required in the interests of highway safety that demolition, construction or delivery vehicles with a gross weight in excess of 3.5 tonnes shall only do so between the hours of 09.15hrs -15:30hrs, Monday to Saturday.
- 19.5 The proposal accords with the objectives of Policies 80 and 81 of the Local Plan and is compliant with NPPF advice.

20 Car and cycle provision

- 20.1 In accordance with Appendix L of the Local Plan 2018, car and cycle parking requirements are:

Cycle parking

Cycle parking requirements are:

- 1 space per 2 bedspaces in the City Centre
- 2 spaces per 3 bedspaces in the rest of the city
- 1 Space for every 3 members of staff
- 1 Visitor space per 5 bedspaces

- 20.2 The site is outside of the City Centre, and 30 bedspaces would require 20 cycle parking spaces to be provided. The bike store within the communal rear garden provides 20 spaces. One accessible cycle parking space for non-standard cycles has been provided within the cycle store in the garden of the redeveloped 87-89 Oxford Road.
- 20.3 6 visitor cycle spaces are required for 30 occupants. 5 Sheffield stands are provided to the front gardens of the terrace of dwellings, which would provide a total of 10 cycle spaces. An employee (groundsman) resides in an adjacent property at 93 Oxford Road and within the application site and this would also provide cycle parking for this occupant.

- 20.4 Sports and recreational facilities require 2 spaces for every 5 members of staff, 1 short stay space for every 25 sq m net floor area and 1 for every 15 seats provided for spectators. There are no existing employees on the site and there is no change to this. No seating is provided for spectators. The net floor area of the sports facilities would be 226 sq. metres which requires 9 cycle spaces to be provided. Cycle stands for 24 cycles are provided. This meets cycle parking standards.

Car parking

- 20.5 The car parking standards set the maximum levels (referred to as 'no more than') of car parking that the Council, as a local planning authority, will permit for various types of development in different areas of the city. These levels should not be exceeded but may be reduced where lower car use can reasonably be expected. The exception is parking for disabled people, which is a minimum standard. Under the Equality Act, it is the responsibility of site occupiers to ensure that adequate provision is made for the needs of disabled people.
- 20.6 For student residential accommodation where proctorial control or alternative control on car parking exists, as in this case, a maximum of 1 space for every 10 bed spaces is allowed. A pick-up and drop-off area could also be included if appropriate to the particular proposed development and 1 space for every resident warden/ staff. Where there are rooms specifically designed for disabled people, parking for disabled people of at least 1 space for each such room should be provided.
- 20.7 Given the development is for student accommodation, the development has been designed to be car free, and the maximum of three car parking spaces is allowed by Appendix L and policy 56 of the Cambridge Local Plan 2018 is not considered necessary in this instance. The occupiers of the student accommodation would not benefit from any resident's parking permits. The two existing off-street parking spaces to the front of 87/89 Oxford Road will be removed and a boundary wall will be constructed. This will allow residents in the area to be able to park their cars on the street in front of the proposed terrace. This would create approximately one to two on road resident parking spaces which would be available to the local community and those who have a valid resident's parking permit.
- 20.8 With respect to visitors to the accommodation, there are no visitor parking spaces provided on site. When students are being picked up or dropped off at the beginning of and end of their occupancy, it is very likely that temporary arrangements will be made for parking of cars on the field behind the accommodation. Given the nature of student rooms, where communal

spaces are limited, and with on street parking restricted to resident permit holders only, when students have visitors, it is likely the stay of any visitors would not be on site. It is likely that anyone visiting the students occupying the accommodation would meet them elsewhere, or park offsite and either walk or cycle. As such owing to the circumstances of the site, it is anticipated that there may not be a demand for visitor parking and there will be an acceptance that there is no parking. As such the proposal would not give rise to any on street parking pressure.

- 20.9 There are three accessible bedspaces on the ground floor of Red Cottage, however only one accessible car parking space has been provided. As parking for disabled people is a minimum standard, under the Equality Act, it is the responsibility of site occupiers to ensure that adequate provision is made for the needs of disabled people. Not all the accessible rooms will have an accessible parking spaces.
- 20.10 The applicant has responded and notes that accessible accommodation does not just mean rooms for wheelchair users who use a car. There are a range of mobility and sensory impairments and people with disabilities other than physical that need to be catered for. Red Cottage has the flexibility to be used as three accessible rooms; one disabled room plus carers in the other rooms; three standard rooms. There are also accessible rooms with parking available at the main College site. The College is introducing major disabled provision on the Main Site with 17 full accessible rooms with disability parking available on the Main Site as part of Phase I of the Estate Plan coming on stream Autumn 2026. Given this, it is considered that in this instance the level of accessible car parking shown is acceptable.
- 20.11 The Red Cottage provision gives students the option of living off the Main Site and enhances the core provision on the Main Site. This will include occasional use of the accessible ground floor accommodation and first floor rooms in Red Cottage for academic staff/academic visitors and their carers (including their immediate family, dependants or partner) which would be occupation of up to 6 bedrooms. This use by academic staff/academic visitors and their carers is considered acceptable given the fallback position and existing use of Red Cottage.
- 20.12 The proposed car and cycle parking arrangement is compliant with policies 56 and 81 of the Local Plan.
- 20.13 An EV charging point is provided.

- 20.14 Subject to conditions, the proposal is considered to accord with policies 36 and 81 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD.

21 Amenity

Neighbouring properties

- 21.1 Residential amenity of adjoining properties.

Impact on No. 85 Oxford Road

- 21.2 The proposed communal garden would share a common boundary with this property. 85 Oxford Road and the adjoining property at 83 Oxford Road have first floor rear facing windows. These properties also have a single storey rear projection with rooflights. The proposed terrace of dwellings would project beyond the rear wall of this adjacent pair of dwellings however it would not have a detrimental impact on the amenities to the occupier by way of loss of light, privacy, undue enclosure or overbearing.

Impact on Nos 73, 75 and 77 Oxford Road

- 21.3 The proposed squash court would be sited directly behind dwellings in Oxford Road (75 and 77) which are in the ownership of the applicant. The ground keepers building would be sited behind 73 Oxford Road. Given the single storey nature of the ground keepers building and its offset from the boundary, it is considered that it would not be detrimental to the amenities of the occupier of 73 Oxford Road. Given the separation between the blank wall of squash court building and the rear of these properties, it is considered that this aspect of the proposal would not result in detrimental harm to these properties. Concern has been raised regarding noise from the use of the building and in particular noise breakout which will be discussed later in this report.

Impact on Nos 95 – 109 Oxford Road

- 21.4 These properties are separated from the playing fields by an existing path giving access to the rear gardens to these properties. The existing chain link boundary fence to the boundary of the site would be removed and a section of hedge removed. The extensions to the pavilion would be directly behind these properties.
- 21.5 The flat roof section of the extension nearer to the boundary would be approximately 4 metres high. This wall would be presented to the rear

gardens of the Oxford Road properties. The four hipped sections of roofs would slope away from the boundary with the apex of the roof being 5 metres high and set in by 5 metres from the boundary. The height of the proposed flat roof extension would be of a similar height to the existing hedge (to be removed). The hedge is currently visible above the fencing to the rear gardens of these properties. It is proposed to soften the appearance of this rear wall of the extended pavilion by new planting on wall trellises to retain a green back drop to these gardens. Given occupiers of these properties would still be viewing greenery which can be conditioned to have all year interest/evergreen, it is considered that the visual impact of the proposed can be minimised. This planting would be the subject of a planning condition to secure this in perpetuity.

21.6 Given the height and design of the extended pavilion, it is considered its siting would not be detrimental to these properties through loss of light or undue overbearing impact.

21.7 With regards to the cricket netting, there is existing netting and posts. However, some sections are to be resited, behind the extension to the pavilion and concern has been raised about this being placed on the boundary. The netting would be directly behind properties at 99 – 109 Oxford Road. The existing posts/netting are approximately 7.5m high (the ground levels slightly vary along the boundary). Retractable netting has been considered but with winch/pulley systems would add to the bulk of the netting, the netting would get tangled up in planting along the boundary and is therefore not considered appropriate in this circumstance.

Impact on properties opposite in Oxford Road

21.8 Oxford Road is a narrow residential street with properties to both sides. There are already properties opposite 87 and 89 Oxford Road which have front facing windows at first floor level. There would be an intervening distance of approximately 19 metres between the bay windows to the front of the terraces and windows opposite. It is considered that the proposal would not result in any harm from interlooking over and above the existing situation.

21.9 **Future occupants**

21.10 There is no requirement that the student accommodation is designed and sized to comply with the requirement of Policy 50 (Paragraph c) of Cambridge Local Plan. However, student accommodation must provide rooms and facilities of an appropriate size for living and studying as required by Policy 46 (f) of the Cambridge Local Plan.

- 21.11 The student bedrooms are of a good size, and the room sizes meet overall space standards. With regards to bedrooms in the roof space, bedroom sizes on 2nd floor of the terraces (facing the road) all exceed the minimum size requirements for single bedrooms of 7.5m² floor area and minimum room width of 2.15m. The room layouts include space for a dedicated study desk, chair and storage which can be used with adequate clearance and benefit from natural light.
- 21.12 Officers are satisfied that these rooms will offer a usable space for the residents and the rooms and facilities are of an appropriate size for living and studying and in accordance with Policy 46 (f).
- 21.13 There are 24 bedrooms proposed in the terrace of four dwellings and 6 bedrooms proposed in the Red Cottage. There are currently 12 existing bedrooms provided in the Red Cottage and 87/89 Oxford Road.
- 21.14 There are no requirements for outdoor space for student accommodation.
- 21.15 With respect to outdoor amenity, the rear garden of the terrace houses is 82m² and the rear garden boundary of the townhouses will be in line with others along Oxford Road (on the same line as the existing fence). Officers note that the 82m² is the grassed area with the total garden space, including footpaths and planting, is significantly larger.
- 21.16 The use of the rear garden of the terrace of townhouses for 24 occupants means that there is now 3.4m²/occupant in the rear garden. This is considered to be an acceptable level. A separate area of amenity space is provided for the 6 occupants of the Red Cottage.
- 21.17 It is accepted that immediately adjacent and within the ownership of the applicant are the playing fields and sports ground itself which could provide additional informal amenity space and there are no restrictions on students using this space.
- 21.18 With regards to the management of the site, an outline Student Management Plan has been submitted. Implementation of this plan would mitigate disturbance to adjacent residential properties, particularly in dealing with any issues of anti-social behaviour.
- 21.19 With regards to the occupation of the proposed accommodation, the student accommodation shall only be occupied by undergraduates or post graduate students attending full-time courses at Cambridge University or ARU of one academic year or more. This will include occasional use of the

accessible ground floor student accommodation and first floor rooms in Red Cottage for academic staff/academic visitors and their carers (including their immediate family, dependants or partner) which would be occupation of up to 6 bedrooms. The use of the accommodation would not be restricted to term times only. This use and occupancy is considered acceptable given the existing fallback position and existing use of Red Cottage.

21.20 The occupation of the accommodation outside of academic term times, by conference delegates or others attending such institutions for purposes linked with the educational functions of those institutions would be specifically excluded. It is accepted that rooms used for conference activity can be an important source of income, however in this instance given the siting of the accommodation in a residential area in close proximity to residential properties it is considered that using the accommodation for conferences could result in unnecessary parking pressure on surrounding streets, as attendees are more likely to own a car and access the accommodation by car. It is not considered unreasonable to restrict the occupation of the accommodation to student occupation only given there is accommodation on the main campus for conferences.

21.21 With regards to the future amenity of occupants, a noise report has been submitted, and the dominant noise source was found to be traffic. The report also considered the impact of the existing playing fields to the rear of the site. The recommended internal noise levels in accordance with BS8233 in all habitable rooms can be achieved with the windows closed. Where windows are required to be kept closed to achieve acceptable noise levels inside, a ventilation system is required to provide sufficient comfort ventilation to enable occupant's adequate ventilation rates without the need to open windows due to external noise. During warmer weather the ventilation system needs to be able to cope with the need for increased ventilation. This necessitates an increase control for the occupier which may result in elevated noise levels. Acoustic treatment of the extract system needs to be taken into consideration in these cases. This is a requirement of adequate ventilation without opening windows due to the local noise climate. Conditions requiring an alternative ventilation scheme for the habitable rooms to all residential facades to negate / replace the need to open windows, in order to protect future occupiers from external noise will be attached. Reference to 2 air changes per hour is a requirement in the Greater Cambridge Sustainable Design and Construction Supplementary Planning Document Adopted January 2020 and the wording of this condition is aligned with the SPD. This is considered necessary as Building Regulation have a much lower level of protection.

21.22 The proposal is compliant with policies 35 and 58 of the Local Plan.

Accessible design

21.23 The Design and Access Statement submitted states the proposal would comply with Building Regulations requirement part M4(2)/M4(3) and therefore, Officers consider that the layout and configuration should enable inclusive access and future proofing to the ground floor of The Red Cottage.

21.24 The use of the ground floor of Red Cottage would provide accessible provision for 2nd year students with the ability to also allow these rooms to be occupied by a student with a family/carer. There are three bedrooms, a kitchen/communal area and a bathroom. The use will also include occasional use of the accessible ground floor student accommodation and first floor rooms in Red Cottage for academic staff/academic visitors and their carers (including their immediate family, dependants or partner) which would be occupation of up to 6 bedrooms. Occupancy will be required by legal agreement.

21.25 The development would comply with the requirements of Part M4(2) of the Building Regulations and would therefore comply with policy 51 of the Local Plan. Given this is for student accommodation, it is not necessary to secure this via planning condition.

Construction and environmental health impacts

21.26 Two air source heat pumps (ASHP) are proposed to be sited to the rear of the properties in Oxford Road on the playing field. ASHPs are also proposed to the rear of each of the four terrace properties. The Council's Environmental Health Team have assessed the application and recommended conditions regarding plant insulation.

21.27 With respect to the Squash Courts, given the proximity of the nearest properties, there is concern raised by Third Parties regarding break out noise.

21.28 Acoustic mitigation by design and internal requirements would minimise internal noise levels that in turn minimises break out. Acoustic treatment will also be required internally to manage reverberation for users of the courts, and these measures may additionally help reduce break out noise. Environmental Health Officers are of the view this is low risk and that acoustic designs will help to control and reduce break out noise and protect residential amenity.

- 21.29 A condition will be attached requiring a scheme of the acoustic / noise insulation performance to be submitted and agreed prior to the commencement of any work on the squash court building.
- 21.30 As well as conditions relating to dust management, piling, hours of working and delivery times, a construction management plan would be required to ensure that during the construction period, disruption to adjacent residential properties is minimised and that construction and delivery traffic is managed.

Summary

- 21.31 The proposal adequately respects the amenity of its neighbours and of future occupants. Subject to conditions, the proposal is compliant with policies 55, 56, 57, 58 and 59 of the Local Plan. The associated construction and environmental impacts would be acceptable in accordance with policies 33, 35 and 36 of the Local Plan.

22 Third party representations

- 22.1 Third-party representations have been addressed in the preceding paragraphs.

23 Other matters

- 23.1 Bins
- 23.2 Each property within the terrace has a set of three household bins which are sited to the front garden of each. This is acceptable and in accordance with policy 56 of the local plan.
- 23.3 Community use and temporary facilities during construction
- 23.4 Sport England seek a condition requiring that the new facilities are provided and operational before the existing changing rooms are lost, thereby avoiding disruption for clubs and users. If the LPA is minded to approve the application without imposing this condition, Sport England have advised that they object to the application as it is not considered to accord with any of the exceptions to their Playing Fields Policy or paragraph 104 of the NPPF. Paragraph 104 of the 2024 NPPF has since been replaced by Policy HC7 of the 2026 NPPF.
- 23.5 The Women's changing rooms and WC are currently to the ground floor of the Red Cottage, which would be converted into ground floor student accommodation.

- 23.6 The applicant has confirmed that this is not practical from a construction point of view as the extension is so tightly knitted into the existing pavilion. Moreover, it would raise significant health and safety issues of having people occupying a building (especially an old building such as this) which is having works done to it. The applicant also confirms in any event, the existing changing rooms are so poor quality that they are not used and instead students change in their rooms before/after games. Notwithstanding this, temporary toilets can be provided. The applicant therefore does not expect any interruption to the use of the sports field. This condition will not be imposed contrary to Sport England advice.
- 23.7 The applicant has also confirmed that they do not intend to enter into a formal community use arrangement. There is no policy requirement for this.

24 Planning obligations (S106)

- 24.1 The Community Infrastructure Levy Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. If the planning obligation does not pass the tests, then it is unlawful. The tests are that the planning obligation must be:
- (a) necessary to make the development acceptable in planning terms;
 - (b) directly related to the development; and
 - (c) fairly and reasonably related in scale and kind to the development.
- 24.2 The applicant has indicated their willingness to enter into a S106 planning obligation in accordance with the requirements of the Council's Local Plan and the NPPF.
- 24.3 Policy 85 states that planning permission for new developments will only be supported/permitted where there are suitable arrangements for the improvement or provision and phasing of infrastructure, services and facilities necessary to make the scheme acceptable in planning terms.

Heads of terms

- 24.4 The draft Heads of Terms (HoT's) as identified are to be secured within the S106 and are set out in the summary table below:

Obligation	Contribution / Term	Trigger
Monitoring	£750 per obligation	N/A

Use	Occupation by full time students. No keeping of cars in Cambridge except in defined circumstances.	Compliance and prior to uses commencing
BNG	To secure off site BNG and monitoring offsite for a period of 30 years	Compliance

Table 6 Heads of terms for S106 agreement

24.5 **Obligation header**

24.6 As referenced above, the obligations are to ensure that the occupiers of the site are undergraduates or post graduate students attending full-time courses at Cambridge University or ARU of one academic year or more. This will include occasional use of the accessible ground floor student accommodation and first floor rooms in Red Cottage for academic staff/academic visitors and their carers (including their immediate family, dependants or partner) which would be occupation of up to 6 bedrooms. The use of the accommodation would not be restricted to term times only.

24.7 The planning obligations are necessary, directly related to the development and fairly and reasonably in scale and kind to the development and therefore the required planning obligation(s) passes the tests set by the Community Infrastructure Levy Regulations 2010 and are in accordance with policy 85 of the Local Plan.

25 **Planning balance**

25.1 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).

25.2 **Summary of harm**

Noise and disturbance to neighbours associated with the intensification of the use of the site for student accommodation and associated outdoor amenity space.

Loss of section of boundary hedge, outside the conservation area and loss of on-site biodiversity

25.3 **Summary of benefits**

Replacement terrace would enhance the street scene, with form, rhythm and detailing more in keeping with the character of the area and preserving the character/appearance of the conservation area.

On site biodiversity enhancement.

Off-site BNG secured.

Provision of additional 18 units of student accommodation on site (from 12 to 30).

Provision of accessible accommodation in Red Cottage for 2nd year students with the ability to house family members and/or carer and for occasional use of the accessible ground floor student accommodation and first floor rooms in Red Cottage for academic staff/academic visitors and their carers (including their immediate family, dependants or partner) which would be occupation of up to 6 bedrooms.

Improved changing room and sports facilities for the college with potential future informal use by the community.

- 25.4 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval.

26 Recommendation

- 26.1 **Approve** subject to legal agreement to secure offsite biodiversity net gain and occupancy of the accommodation.

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

27 Planning conditions

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

- 2 The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

- 3 Prior to commencement of development, including demolition, and in accordance with BS5837 2012, a phased tree protection methodology in the form of an Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) shall be submitted to and agreed in writing by the local planning authority before any tree works are carried out and before any equipment, machinery or materials are brought onto the site for the purpose of development (including demolition).

In a logical sequence the AMS and TPP will consider all phases of construction in relation to the potential impact on trees and detail tree works, the specification and position of protection barriers and ground protection and all measures to be taken for the protection of any trees from damage during the course of any activity related to the development, including supervision, demolition, foundation design (allowing for tree root growth and accounting for heave and subsidence), storage of materials, ground works, installation of services, erection of scaffolding and landscaping.

The development shall be carried out fully in accordance with the approved AMS and TPP.

The approved tree protection methodology shall be implemented throughout the development, and the agreed means of protection shall be retained on site until all equipment and surplus materials have been removed from the site. Nothing shall be stored or placed in any area protected in accordance with approved tree protection plans, and the ground levels within those areas shall not be altered nor shall any excavation be made without the prior written approval of the local planning authority.

Reason: To ensure that trees to be retained will be protected from damage during any construction activity, including demolition (Cambridge Local Plan 2018 Policy 71 and Section 197 of the Town and Country Planning Act 1990).

- 4 Prior to the commencement of any site clearance, a pre-commencement site meeting shall be held and attended by the site manager and the arboricultural consultant to discuss details of the approved AMS. A record of this meeting shall be provided to the Council prior to any development or site clearance commencing.

Reason: To ensure that trees to be retained will be protected from damage during any construction activity, including demolition (Cambridge Local Plan 2018 Policy 71 and Section 197 of the Town and Country Planning Act 1990).

- 5 No development shall take place, including any works of demolition or site clearance, until a Demolition Management Plan (DMP) and Demolition Compound Layout Plan (DCLP) has been submitted to and approved in writing by the Local Planning Authority. No construction works above ground level shall take place until a detailed Construction Management Plan (CMP) and Construction Compound Layout Plan (CCLP) has been submitted to and approved in writing by the Local Planning Authority. The plans shall include details of demolition/construction, delivery and collection vehicle movements and show parking for construction related vehicles within the site and not on the street. There shall be no on-street loading or unloading by demolition/construction and delivery vehicles unless otherwise agreed in writing with the local planning authority. All movements of demolition/construction vehicle traffic shall be from / to Huntingdon Road junction with Oxford Road. Signage to be erected in Windsor Road and Richmond Road as a no through route for demolition/construction traffic. Demolition, construction or delivery vehicles with a gross weight in excess of 3.5 tonnes shall only enter/leave the site between the hours of 09.30 - 15:15hrs, Monday to Friday and 09.30 -13:00hrs Saturday.

The development shall thereafter be carried out in full accordance with the approved details and the DMP/DCLP and CMP/CCLP shall be adhered to throughout the construction period unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect the amenity of nearby properties and in the interests of highway safety in accordance with Cambridge Local Plan 2018 policies 35 and 36 and Policy TR3 of the NPPF (2026).

- 6 No development shall commence, including demolition until a scheme to minimise the spread of airborne dust from the site including subsequent dust monitoring during the period of demolition and construction, has been submitted to and approved in writing by the local planning authority.

The development shall be implemented in accordance with the approved scheme.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 36).

- 7 In the event of piling, no development shall commence until a method statement detailing the type of piling, mitigation measures and monitoring to protect local residents from noise and/or vibration has been submitted to and approved in writing by the Local Planning Authority. Potential noise and vibration levels at the nearest noise sensitive locations shall assessed in accordance with the provisions of BS 5228-1&2:2009 Code of Practice for noise and vibration control on construction and open sites.

Development shall be carried out in accordance with the approved statement.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35)

- 8 Prior to the commencement of development/construction above ground level, excluding demolition, details of an alternative ventilation scheme for the habitable rooms to all residential facades to negate / replace the need to open windows, in order to protect future occupiers from external noise shall be submitted to and approved in writing by the local planning authority. The ventilation scheme shall achieve at least 2 air changes per hour. Full details are also required of the operating noise level of the alternative ventilation system.

The scheme shall be installed before the use hereby permitted is commenced and shall be fully retained thereafter.

Reason: To protect the amenity of future occupants of this property from the high ambient noise levels in the area (Cambridge Local Plan 2018 Policy 35)

- 9 Prior to the commencement of development, above ground level on the squash court, a noise insulation scheme detailing the acoustic / noise insulation performance specification of the squash court in accordance with the principles of BS 4142:2014+A1:2019 "Methods for rating and assessing industrial and commercial sound" and Sport England guidance on indoor sports buildings, shall be submitted to and approved in writing by the local planning authority.

The scheme as approved shall be fully implemented before the use hereby permitted is commenced and shall be retained thereafter.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35).

- 10 No operational plant, machinery or equipment shall be installed until a noise assessment and any noise insulation/mitigation as required has been submitted to and approved in writing by the local planning authority. Any required noise insulation/mitigation shall be carried out as approved and retained as such.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 36).

- 11 No development, other than demolition, shall commence until measures taken to prevent pollution of the receiving groundwater and/or surface water using the Simple Index approach have been submitted to and approved in writing by the Local Planning Authority.

The scheme shall subsequently be implemented in full in accordance with the approved details and the approved details in the Drainage Statement, drawings and Drainage Management Plan by Andrew Firebrace Partnership dated 10 December 2025 prior to the occupation of any part of the development or in accordance with the implementation program agreed in writing with the Local Planning Authority.

Reason: To ensure appropriate surface water drainage and prevent the increased risk of flooding (Cambridge Local Plan 2018, policies 31 and 32)

- 12 No development above ground level, other than demolition, shall commence until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatments to the Oxford Road frontage (including gaps for hedgehogs) to be erected. The boundary treatment shall be completed before the first occupation of the buildings in accordance with the approved details and retained as approved thereafter.

Reason: To ensure an appropriate boundary treatment is implemented in the interests of biodiversity, visual amenity and privacy (Cambridge Local Plan 2018 policies 55, 57, 59 and 70).

- 13 No development above ground level, other than demolition, shall commence until all details of hard and soft landscape works have been submitted to and approved in writing by the local planning authority. This shall include details of the vertical planting to the rear wall of the extended pavilion and details of planting for green roofs. The works shall be fully carried out in accordance with the approved details prior to the occupation of the development, unless an alternative phasing scheme for implementation has otherwise been agreed in writing by the Local Planning Authority.

If within a period of 5 years from the date of planting of any trees or shrubs, or 5 years from the commencement of development in respect of any retained trees and shrubs, they are removed, uprooted, destroyed, die or become seriously damaged or diseased, replacement trees and shrubs of the same size and species as originally planted shall be planted at the same place in the next available planting season, or in accordance with any variation agreed in writing by the Local Planning Authority. The line and position of the approved vertical planting and species mix shall be retained in perpetuity.

Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscaping in accordance with the approved design (Cambridge Local Plan 2018; Policies 55, 57 and 59).

- 14 No development above ground level, excluding demolition, shall take place until an ecological enhancement scheme has been submitted to and approved in writing by the local planning authority. The scheme shall include details of bat and bird box installation, (including swift nesting bricks/boxes) hedgehog provisions and other ecological enhancements. The scheme shall include the nest box type, numbers and locations to installed. The approved scheme shall

be fully implemented prior to first occupation or in accordance with a timescale agreed in writing by the local planning authority.

Reason: To conserve and enhance ecological interests in accordance with Cambridge Local Plan policies 57, 59 and 70 and the Greater Cambridge Planning Biodiversity Supplementary Planning Document (2022).

- 15 Water efficiency measures for the scheme shall be implemented in accordance with the optional requirement as set out in Part G of the Building Regulations, which requires all dwellings to achieve a design standards of water use of no more than 110 litres/person/day.

Reason: To ensure that the development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

- 16 The development hereby approved shall not be occupied until a post construction statement has been submitted to and approved in writing by the Local Planning Authority, confirming that the provisions as set out in the Design and Access Statement dated November 2025, Section 6.1 have been fully implemented.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

- 17 No development shall take place above ground level, other than demolition, until details of all the external materials to be used in the construction of the development including, a brick sample panel, timber cladding, slate, have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 and 58).

- 18 No external lighting shall be provided or installed until an artificial lighting impact assessment and mitigation scheme as required has been submitted to and approved in writing by the local planning authority. The assessment shall include the following:

(i) the method of lighting (including luminaire type / profiles, mounting location / height, aiming angles / orientation, angle of glare, operational controls, horizontal / vertical isolux contour light levels and calculated glare levels to both on and off site receptors)

(ii) the extent/levels of illumination over the site and on adjacent land and predicted lighting levels at the nearest light sensitive receptors

All artificial lighting must meet the Obtrusive Light Limitations for Exterior Lighting Installations contained within the 'Institute of Lighting Professionals - Guidance Notices for the Reduction of Obtrusive Light - GN01/21 (or as superseded)'.

Where required, the mitigation scheme shall be carried out as approved and shall be retained as such.

Reason: To minimise the effects of light pollution on the surrounding area (Cambridge Local Plan 2018 policy 34)

- 19 The bin and bike stores associated with the proposed development, including any planting associated with a green roof, shall be provided prior to first occupation in accordance with the approved plans and shall be retained thereafter. Any store with a flat or mono-pitch roof shall incorporate, unless otherwise agreed in writing by the local planning authority, a green roof planted / seeded with a predominant mix of wildflowers which shall contain no more than a maximum of 25% sedum planted on a sub-base being no less than 80 millimetres thick.

Reason: To ensure appropriate provision for the secure storage of bicycles and refuse, to encourage biodiversity and slow surface water run-off (Cambridge Local Plan 2018 policies 31 and 82).

- 20 Prior to the occupation of the development, the ecological mitigation shall be carried out in full in accordance with the details contained in Ecology Report - Applied Ecology (Oct 2024), Preliminary Bat Report Applied Ecology (Oct 2024) and Bat Roost Emergence Survey Applied Ecology May 2025.

The ecological measures shall thereafter be retained for the lifetime of the development.

Reason: To conserve and enhance ecological interests. (Cambridge Local Plan 2018, policies 57, 59 and 70)

- 21 All new joinery, including window frames, in the terrace of student accommodation hereby approved shall be recessed at least 50 mm back from the face of the wall/facade of the building. Details of the means of finishing of the 'reveal' are to be submitted to and approved in writing by the Local Planning Authority prior to installation of new joinery. The works shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61).

- 22 No construction or demolition work shall be carried out and no plant or power operated machinery operated other than between the following hours: 0800

hours and 1800 hours on Monday to Friday, 0800 hours and 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35).

- 23 There should be no collections from or deliveries to the site during the demolition and construction stages outside the hours of 0800 hours and 1800 hours on Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays unless otherwise previously agreed in writing with the Local Planning Authority.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35).

- 24 The access shall be constructed so that its falls and levels are such that no private water from the site drains across or onto the adopted public highway and shall be constructed using a bound material, for the first five metres from the boundary of the adopted public highway into the site, to prevent debris spreading onto the adopted public highway. It shall thereafter be retained as such.

Reason: In the interests of highway safety in accordance with Policy TR3 of the NPPF (2026).

- 25 The development shall be managed in accordance with the approved Student Management Plan dated 13.02.26.

Reason: In order to ensure the occupation of the site is well managed and does not give rise to significant amenity issues for nearby residents (Cambridge Local Plan 2018 policies 35 and 46).

INFORMATIVES

- 1 Following implementation of any Permission issued by the Planning Authority in regard to this proposal the residents of the site, whether new or existing, will not qualify for Residents' Permits within the existing Residents' Parking Schemes operating on surrounding streets.
- 2 The granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with, the Public Highway. A separate permission must be sought from the Highway Authority for such works.

- 3 The Community Use Agreement shall be developed in consultation with all parties involved, including the facility owner, the LPA, and community representatives.
- 4 The ecology report recommends that enclosed swift nesting bricks/boxes are built into suitable elevations on the new and renovated buildings within the Site as a biodiversity enhancement measure. Swift nest box/brick type, numbers and locations to be agreed and detailed as a specific biodiversity enhancement planning condition.
- 5 To satisfy and discharge Environmental Health conditions relating to artificial lighting, contaminated land, noise / sound, air quality and odours / fumes, any assessment and mitigation shall be in accordance with the scope, methodologies and requirements of relevant sections of the Greater Cambridge Sustainable Design and Construction SPD, (Adopted January 2020) <https://www.cambridge.gov.uk/greater-cambridge-sustainable-design-and-construction-spd> and in particular section 3.6 - Pollution and the following associated appendices:

6: Requirements for Specific Lighting Schemes

7: The Development of Potentially Contaminated Sites in Cambridge and South Cambridgeshire: A Developers Guide

8: Further technical guidance related to noise pollution



26/00318/FUL – University Sports And Athletics Track Wilberforce Road Cambridge Cambridgeshire CB3 0EQ

Application details

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Newnham

Proposal: Replacement of 12no. existing floodlights and columns serving the athletics track with 12no. new 18m columns with new LED luminaires, with associated works.

Applicant: Chancellor, Masters and Scholars University of Cambridge

Presenting officer: Charlotte Peet

Reason presented to committee:

Third party representations

Member site visit date: N/A

Key issues:

1. Principle of development
2. Green Belt
3. Heritage Impacts
4. Design, layout, scale and landscaping
5. Ecology Impacts

6. Amenity
7. Other Matters

Recommendation: Approve subject to conditions

Report contents

Document section	Document heading
1	Executive summary
2	Site description and context
3	The proposal
4	Relevant site history
5	Policy
6	Consultations
7	Third party representations
8	Member representations
9	Local groups / petition
10	Planning background
11	Assessment
12	Principle of development
13	Design, layout, scale and landscaping
14	Heritage assets
15	Biodiversity
16	Highway safety and transport
17	Amenity
18	Sustainability
19	Other Matters
20	Third party representations
21	Planning balance
22	Recommendation
23	Planning conditions

Table 1 Contents of report

1. Executive summary

- 1.1 The application seeks permission for the replacement of 12no. existing floodlights at heights of 7no. at 8.5m, 3no. at 10.25m, and 2 no. at 16.5m, each with 3-4 lighting heads. The proposal is to replace these with 12no. new 18m columns with new single headed LED luminaires.
- 1.2 The existing floodlight is at the end of its operational life, and the new floodlighting would offer an improvement for the safety, quality and accessibility of training and competitions at the track. The height of floodlight allows improved directionality, and therefore improved uniformity to meet appropriate standards and decreased light spill around the track.

- 1.3 The proposal is supported as an improvement to the existing sporting provision on the site. It is explained that increased height results in visibility of some additional incidences of the floodlighting extending above the existing tree belt, however given that the existing floodlighting is already visible this is modest and it is determined that this would not have a significant adverse impact to the surrounding landscape or character of the area.
- 1.4 It is acknowledged that the proposal would result in a low level of harm to the character and appearance of the West Cambridge Conservation Area and the Emmanuel College Pavillion (grade II listed), however this is considered to be outweighed by the public benefits of improving the operation of the athletics track and improving conditions for residents and protected species.
- 1.5 Officers recommend that the Planning Committee **approve** the application.

Table 2 Consultee summary

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	Objection	14.5-14.23
County Highways Development Management	No objection	16.5
Ecology Officer	No objection	15.2
Environmental Health	No objection	17.3-17.10
Third Party Representations	17 Objections 16 supportive comments	Addressed in relevant sections of the report
Member Representations	None	N/A
Local Interest Groups and Organisations / Petition	North Newnham Residents Association	Addressed in relevant sections of the report

2. Site description and context

- 2.1 The proposal site comprises the Wilberforce Road Sports Ground. The site comprises the athletics track towards the northeast corner of the site, and hockey pitches which wrap around this to the southwest, both of which are supported by existing floodlighting. The site also comprises a pavilion building, housing a gym and conference space and car and cycle parking. The sports facilities are generally bounded with mature trees, hedgerows and areas of planting which provide visual enclosure and soften views of built structures from the surroundings. Existing floodlighting columns, sports fencing and ancillary sporting infrastructure already contribute to the established character of the site.
- 2.2 The surrounding townscape is varied in character, comprising large university and research buildings to the north and north-west, residential development set within substantial landscaping to the east, and extensive agricultural land and open countryside to the south and west.
- 2.3 The proposal site is located within the Cambridge Green Belt, the boundary of this extends around the north and east of the site up to Stacey Lane and Wilberforce Road. The site is located within an area of Protected Open Space (SPO 52). The proposal site is located adjacent to the West Cambridge Conservation Area, and in close proximity to Emmanuel College Pavillion (grade II listed) and No. 19 Wilberforce Road (building of local interest). The site is bounded by a public right of way at the north (PRoW 39/31) and is a short distance from another to the west (PRoW 39/114).

3. The proposal

- 3.1 The application seeks permission for the replacement of 12no. existing floodlights and columns serving the athletics track with 12no. new 18m columns with new LED luminaires, with associated works.

4. Relevant site history

Reference	Description	Outcome
24/00095/FUL	Replacement of 8no columns and floodlights surrounding Hockey Pitch 1.	Permitted 04.03.2024
17/0473/FUL	The construction of two artificial grass pitches (AGPs), installation of floodlighting to both pitches, replacement fencing to existing pitch,	Permitted 07.06.2017

	extension of balcony on western elevation of the pavilion, insertion of two sets of doors on north elevation of pavilion, replacement of pitched roof with flat roof on scorer's hut, construction of an electrical substation, car and cycle parking and associated landscaping and drainage works.	
07/0939/FUL	Erection of floodlights to serve athletics track and existing and proposed hockey pitches.	Permitted 08.02.2009
C/99/0253	Erection of 8 no. demountable floodlighting columns with luminaires (lights and columns to be taken down each year between 5 May and 5 October).	Permitted 29.10.2002
C/97/1237	Erection of 8no 16m columns with floodlighting.	Refused 14.10.1998
C/92/0305	University sport facilities (including two storey pavilion building, athletics track, 2 no all weather pitches, associated parking and landscaping).	Permitted 11.03.1993

Table 2 Relevant site history

- 4.1 The sports ground was established in the late 1990s, including the pavilion, athletics track and an artificial pitch. In 2007, floodlighting was added to serve the facilities, and in 2017 the two additional hockey pitches were added. Most recently 15-metre-high floodlights were added to Hockey Pitch 1.

5. Policy

5.1 National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

5.2 Draft Greater Cambridge Local Plan 2024-2045 (Regulation 19 Proposed Submission)

5.3 The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.

5.4 The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.

5.5 In line with Policy DM4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.

5.6 Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.

5.7 Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026.

5.8 Cambridge Local Plan (2018)

Policy 1: The presumption in favour of sustainable development

Policy 4: The Cambridge Green Belt

Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use

Policy 29: Renewable and low carbon energy generation

Policy 34: Light pollution control
Policy 35: Protection of human health from noise and vibration
Policy 36: Air quality, odour and dust
Policy 55: Responding to context
Policy 56: Creating successful places
Policy 57: Designing new buildings
Policy 58: Altering and extending existing buildings
Policy 59: Designing landscape and the public realm
Policy 60: Tall buildings and the skyline in Cambridge
Policy 61: Conservation and enhancement of Cambridge's historic environment
Policy 62: Local heritage assets
Policy 67: Protected Open Space
Policy 69: Protection of sites of biodiversity and geodiversity importance
Policy 70: Protection of priority species and habitats
Policy 71: Trees
Policy 73: Community, sports and leisure facilities
Policy 80: Supporting sustainable access to development
Policy 82: Parking management

5.9 Supplementary Planning Documents (SPD)

Biodiversity SPD – Adopted February 2022

Sustainable Design and Construction SPD – Adopted January 2020

5.10 Other guidance

Biodiversity Checklist for Land Use Planners in Cambridgeshire and Peterborough (2001).

Buildings of Local Interest (2005)

Cambridgeshire Design Guide For Streets and Public Realm (2007)

5.11 Area Guidelines

West Cambridge Conservation Area Appraisal (2011)

6. Consultations

Publicity

Neighbour letters – Y

Site Notice – Y

Conservation Officer- Object

- 6.1 The additional information provides convincing justification for the 18m height of the columns. The conservation impacts and policy considerations as previously outlined remain relevant however. The harm should therefore be balanced against the benefits of the proposal in line with local and national policy.

County Highways Development Management - No Objection

- 6.2 No significant adverse effect upon the Public Highway should result from this proposal should it gain benefit of Planning Permission.

Ecology Officer- No Objection

- 6.3 The proposal represents a substantial improvement over baseline conditions due to a marked reduction in horizontal and vertical spill; perimeter levels reducing to approximately 1 lux or lower, which is generally consistent with maintaining dark corridors where ecological receptors may be present and clear containment of light within the operational footprint.
- 6.4 Recommended condition:
- Compliance with mitigation measures

Environmental Health- No Objection

- 6.5 The development proposed is acceptable subject to the imposition of the condition(s)/informative(s) outlined below.
- Floodlighting compliance
 - Hours of use
 - Construction/ demolition hours

7. Third party representations

- 7.1 34 representations have been received, 15 in support, 19 in objection.
- 7.2 Those in objection have raised the following issues:
- Site history
 - Character, appearance and scale
 - Heritage impacts

- Residential amenity impact (light pollution)
- Highway safety
- Car parking and parking stress
- Loss of biodiversity

7.3 Those in support have given the following reasons:

- Improved conditions at sports ground
- Meeting appropriate track standards
- Improved energy efficiency
- Improve safety of track
- Reduce safeguarding issues
- Reduce anti-social behaviour
- Encourage continued public access

7.4 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations

8.1 The Newnham County Councillor objects to the application, the main issues can be summarised as follows:

- Light pollution
- Biodiversity
- Design
- Amenity
- Consultation

9. Local Groups / Petition

9.1 **North Newnham Neighbourhood Forum** is not supportive of the application in its current form; they raise the following matters:

- Supportive of the provision of good sporting facilities
- Adverse impacts to the character of the area
- Impact to Conservation Area
- Visible lighting spill/ glare
- Impacts to human health
- Adverse impacts to residential amenity
- Requesting lighting shield
- Impacts to biodiversity
- Request biodiversity net gain

10. Planning background

- 10.1 The application site has operation as a sporting facility since the late 1990s and has expanded in recent years to create additional hockey pitches to meet the previous need in the city. The site has been supported by floodlight to allow operation to continue in darker months for several years (ref. 07/0939/FUL), most recently 8no. 15 metre columns were supported on the southern hockey pitch (ref. 24/00095/FUL).

11. Assessment

- 11.1 From the consultation responses and representations received and from an inspection of the site and the surroundings, the key issues are:
- Principle of development (including green belt)
 - Design, layout, scale and landscaping
 - Heritage assets
 - Carbon reduction and sustainable design
 - Biodiversity
 - Highway safety and transport impacts
 - Amenity
 - Third party representations
 - Other matters
 - Planning balance
 - Recommendation
 - Planning conditions

12. Principle of Development

- 12.1 Policy 73 supports new or enhanced community, sports or leisure facilities providing that (a) the range, quality and accessibility of facilities are improved; (b) there is a local need for the facilities; and (c) the facility is in close proximity to the people it serves.
- 12.2 The proposal relates to the athletics track which forms part of the Wilberforce Road University Sports Ground. The athletics track forms part of the sporting provision on the site, there are also three hockey pitches and a pavilion hosting a gym, sports hall and other facilities. The athletics track forms an 8-lane track, used by the University Athletics Club, Cambridge and Coleridge Athletics Club and residents of the city and wider area. There is existing floodlighting coverage on the site, serving both the hockey pitches and the athletics track.
- 12.3 The athletics track relies on floodlighting in the darker months to ensure that users can continue to train and competitions can take place year-

round. The supporting information submitted with the application explains that the existing floodlighting is now approaching 15 years of service, which is the end of its operational life. As such, the applicant is facing difficulty with the system as failures are becoming more frequent and there are difficulties sourcing replacement parts. The result is that the track does not current meet appropriate standards for safe and accessible operation, and the use of the track and in-field areas is being limited at darker times of the year.

- 12.4 The proposal seeks replace the 12no. existing flood lighting columns that line the outer edge of the athletics track on the site. The proposed floodlighting would offer replacement columns at 18 metres tall with LED lighting. The increased height and improved lighting system enables light to be directed vertically which has the benefit of decreasing necessary lux levels, improving uniformity of lighting levels across the track and infield area.
- 12.5 As part of the application process, Officers sought information of the lighting levels from lower floodlighting which the applicant considered. It was however demonstrated that the lower height would not enable the appropriate directionality to reach the appropriate standards.
- 12.6 The proposed improvements to lighting conditions ensure that the track and infield can be used year-round by members of the public and local athletics groups in a safe and accessible manner. The current situation is not sufficient to allow the facility to be used at its full potential as the uniformity of lighting levels is poor to restrict use of the infield and track areas in low lighting conditions. The varied heights of the existing columns and the angle of the lighting heads also result in excess glare to users of the facility, meaning that the track cannot meet the appropriate club standards for use.
- 12.7 The athletics track is an important and unique facility within the city, that serves local people within the city and beyond. Several representations have been received in support of the application to explain the importance of good lighting to allow training for various sports to take place including pole vault, high jump and throwing events and the safety of club members. The proposal is considered to enhance quality, useability and safety of this at the benefit to the local users.
- 12.8 The principle of the development is therefore acceptable and in accordance with Policy 73 of the Local Plan (2018).
- 12.9 **Protected Open Space**

- 12.10 The site comprises an area of Protected Open Space (SPO 52). The Open Space and Recreation Strategy (2011) outlines that the site is important for both its environmental and recreational quality.
- 12.11 As the proposal would replace existing floodlights on the site, the proposal would not reduce the quantum nor alter the function of the open space. Given this, the proposal would not lead to harm to the environmental or recreational importance of the site.
- 12.12 The proposal is therefore compliant with Policy 67 of the Local Plan (2018).
- 12.13 **Green Belt**
- 12.14 Policy 4 of Cambridge Local Plan (2018) outlines that new development in the Green Belt will only be approved in line with Green Belt policy in the National Planning Policy Framework.
- 12.15 Chapter 13 of the NPPF (2026) introduces Green Belt policy by stating that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.
- 12.16 Policy GB2 provides the purposes of the Green Belt: a) to check the unrestricted sprawl of large built-up areas; b) to prevent neighbouring towns merging into one another; c) to assist in safeguarding the countryside from encroachment; d) to preserve the setting and special character of historic towns; and e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 12.17 Policy GB6 states that when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt, including harm to its openness. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.
- 12.18 Policy GB7 outlines that development in the Green Belt is inappropriate unless one of the listed exceptions applies. The exception within Paragraph GB71(f(iv)) is provision for appropriate facilities, including buildings, for outdoor sport, outdoor recreation [...] provided the impact on the openness of the Green Belt is minimised, and there would not be a significant conflict with the Green Belt purposes.

- 12.19 The proposed floodlighting would serve an outdoor sporting facility, and therefore is considered to fall within this criteria, however Officers must consider the impact to the openness and purposes of the Green Belt as guided by the policy.
- 12.20 The NPPG guides that when considering openness, considerations should be given to both spatial and visual aspects of openness, the duration of the development and degree of activity likely to be generated.
- 12.21 Openness
- 12.22 The proposal seeks to replace the 12no. existing flood lighting columns that line the outer edge of the athletics track on the site. The existing columns vary in height and include 7no. of 8.5m, 3no. of 10.25m, and 2 no. of 16.5m, each contains a column with between 3-4 lighting heads on each to direct light in various directions around the track. The proposed replacement lighting seeks to replace these columns with new columns that would measure a height of 18m would contain 1no. lighting head that would be directed downwards to the floor.
- 12.23 The proposed floodlight would be located around the existing athletics track, which is located towards the northeast corner of the existing sporting ground. The track is surrounding on the south and west boundaries by the 3no. existing floodlit hockey pitches, the pavilion building and the associated car parking. The northeast boundaries abut landscaped areas within the site, comprising verdant areas of trees and ponds. Beyond this, the site is located at western edge of the city, with the established settle wrapping around the north and east of the site, and the open countryside beyond the south and west boundaries.
- 12.24 The Greater Cambridge Green Belt Assessment (2021) identifies the site within Parcel HC9 (Figure 1), and outlines that the land in this area has some degree of containment by urban development, and that the urban edge to the west is also fairly well-treed, which prevents the urban area from dominating views. The Greater Cambridge Green Belt Assessment Review (2026) considers the parcels in light of changes to the NPPF (2024). The review focuses on the consideration of Grey Belt, and considers sites against NPPF (2024) purpose D as a crucial part of local context. The review sets out that the site makes a strong contribution to purpose D and a total release from Green Belt designation would result in a high level of harm.



Figure 1 – Greater Cambridge Green Belt Assessment Parcel HC9

- 12.25 The site is experienced from the footpath/ cycleway (PRoW 39/31) and footpath to the south (PRoW 39/114). The Landscape and Visual Impact Assessment (LVIA) provides visualisations to demonstrate the visibility of the proposal from various viewpoints around the site.
- 12.26 The LVIA compares the existing situation with the proposed replacement floodlighting columns from the key views around the site. The existing view from the northeast (Wilberforce Road), northwest (PRoW 39/31), west (PRoW 39/114) already contains a number of floodlighting columns associated with the established sporting use of the site. The proposed development would replace the existing floodlighting infrastructure and would not introduce a substantially greater number of columns, nor significantly increase their prominence within the wider landscape. It is acknowledged from the northeastern view, there would be a modest increase in the visible projections above the tree line from the sporting columns, however this is considered to be a modest change that would not compromise the openness of the Green Belt in this location. The proposed floodlighting comprise slender vertical features with less lighting heads than the existing equipment, viewed within the context of the existing sporting infrastructure and are partially screened by mature trees and hedgerow they are considered to appear relatively recessive and unobtrusive within the Green Belt. Whilst representations have raised concerns about lighting impact to the Green Belt, the lighting spill would decrease given the angle of the lighting heads, and therefore this does not diminish the openness of the Green Belt.
- 12.27 The replaced columns would remain visible within the landscape, however the submitted information indicates that the proposal would not introduce a

substantially greater number of columns, nor significantly increase their prominence within the wider landscape. Whilst, the height of the columns is increased, the lighting heads are reduced, and therefore overall the proposal is considered to maintain the visual and spatial aspects of the openness of the Green Belt are preserved.

- 12.28 Concern has been raised that the proposed floodlighting would urbanise the Green Belt and harm its rural character. Officers are satisfied that the proposed lighting would increase the directionality and direct illumination onto the playing areas and minimise light spill beyond the site.
- 12.29 Whilst the site is located within the Green Belt, it forms part of an established sports facility where floodlighting already exists. The proposal would not introduce lighting into an otherwise unlit location, but would extend an existing lighting arrangement. The submitted information demonstrates that lighting impacts can be appropriately controlled through design and would not result in unacceptable glare, sky glow or light trespass into the surrounding countryside and Green Belt.

The proposal would not increase traffic movements to the site, given that the floodlighting is not intended to increase competitions but just enhance the existing training operations.

12.30 Purposes of the Green Belt

- 12.31 The wider site has been assessed under the Greater Cambridge Green Belt Assessment (2021) (GCGBA) and the Greater Cambridge Green Belt Assessment supplementary review (2026). The original assessment seeks to identify the variations in the openness and the extent to which land contributes to the purposes of the Green Belt. This assessment uses this to inform where the variations in the potential harm to the purposes of the green belt of releasing land within the designation. The assessment reviews allocated sites within the green belt and assess them against Cambridge Purposes 1 (Preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre), 2 (Maintain and enhance the quality of its setting) and 3 (Prevent communities in the environs of Cambridge from merging into one another and with the city). The purposes hold similarities to the NPPF purposes, the review expands on how each one can be considered in a local context.
- 12.32 In regard to Purpose 1, the GCGBA outlines that the site makes a relatively significant contribution to this purpose due to its location at the city edge. In regard to Purpose 2, the GCGBA identifies that although the land has a use (University Sports Ground) which weakens its rural character, it

contains some areas of open land and woodland and contributes to the open and green landscape setting experienced in proximity to the city edge. The contribution to purpose 3 is considered to be relatively limited due to the M11 as a distinct separating feature.

- 12.33 In considering the above assessment the proposal is not considered to conflict with the purposes of the Green Belt. The proposed floodlight replaces existing columns on the site as part of the infrastructure supporting the sporting field and would not extend the built footprint of the sports facility. As such, the proposal is not considered to conflict with the purposes of the Green Belt.
- 12.34 The proposal is considered to fall with exception GB7(1(f(iv))) and would not be considered to constitute inappropriate development within the Green Belt. The proposal is compliant with Policy 4 of the Cambridge Local Plan (2018) and Policies GB2, GB6 and GB7 of the NPPF (2026).

13. Design, layout, scale and landscaping

- 13.1 The proposal site comprises the Wilberforce Road Sports Ground. The surrounding townscape is varied in character, comprising large university and research buildings to the north and north-west, residential development set within substantial landscaping to the east, and extensive agricultural land and open countryside to the south and west. The proposal site forms part of the western edge of the site, and the floodlights would be visible as part of the skyline within this setting.
- 13.2 The proposal seeks to replace the 12no. existing flood lighting columns that line the outer edge of the athletics track on the site.
- 13.3 It is noted that the application has several representations raising concerns about the visual impact of the proposal on the character of the area, both due to the increased height and illumination. North Newnham Neighbourhood Association share this concern.
- 13.4 The application is supported by a LVIA which provides indicative visualisations of the proposal from various viewpoints around the site.
- 13.5 Viewpoint 1 (Wilberforce Road) shows the visualisation where the proposal is most highly perceived. The image demonstrates that the existing character from this viewpoint is informed by existing sporting facilities both within the foreground of the image (Emmanuel College Playing Fields, and

Cambridge Lawn Tennis Club beyond) and in the distance where the existing floodlighting infrastructure is visible above the existing tree line. The wider setting is also influenced by a range of urban features, including residential development along Wilberforce Road including parked vehicles and highway lighting. The proposed floodlighting would be visible above the existing tree line within the context of the existing sports facility infrastructure. Whilst the increased height of the columns would introduce some additional punctuations into the skyline above the trees, these are slender and relatively subtle within this context. The proposed columns would not be considered to be dominant within this setting nor to materially alter the established character of the area.

- 13.6 A concern has been raised that the proposed floodlighting columns would dwarf the pavilion building and surrounding development. Officers acknowledge that the columns would be taller than the pavilion and would be visible above the surrounding vegetation. However, the submitted visualisations demonstrate that the columns are slender structures occupying a limited proportion of the overall view and are seen within the context of existing floodlighting infrastructure and sports facilities. Whilst the proposed columns would be taller in scale than the pavilion building, they would be viewed at a significant distance from it and would not dominate or overwhelm the building within the wider street scene.
- 13.7 The floodlight would also be visible from Harcamlow Way and viewpoints to the west of the sports ground (Viewpoints 5, 7-11). The views along Harcamlow Way are dominated by the verdant character which defines the western edge of the city, although it is clear from the viewpoints that existing sporting infrastructure is already visible above the tree line here. In addition, upon visiting the site, it was clear that at this point that although this is the edge of the city the experience from Harcamlow Way is informed by the existing development with the West Cambridge education site. The visualisations show that between the existing floodlight columns, some of the new columns would be visible as additional structures above the tree line, however they do not appear significantly taller or more intrusive than the existing columns.
- 13.8 The longer views to the west of the site (Viewpoint 11), show that the floodlights would increase the number of visible columns but this would be read as part of the existing sports complex which is already visible. Whilst the proposals would result in a modest increase in the presence of vertical structures on the skyline, the columns would remain relatively slender in appearance and would be viewed at a considerable distance. Existing vegetation, the intervening field, and the presence of other built and vertical features within the wider view reduce their prominence. Consequently,

although the development would give rise to a minor change to the view, the additional floodlighting columns would not appear unduly prominent, would not materially alter the character of the landscape, and would not result in significant visual harm.

- 13.9 In this part of the city, built form is generally fairly low in height owing predominantly to the residential nature of much of the built form. The educational buildings associated with the university colleges do tend to rise above these domestic forms, however are generally maintained below the tree line of the city. The University Library is the tallest building within this part of the city and therefore tends to be the primary feature within the skyline from long range views. From views around the proposal site the floodlights at the sports ground do extend above the treeline, these do not protrude to the same extent as the library and are less visible from longer range but do form part of the skyline in this location. The proposed floodlight is not considered to adversely impact the character of the skyline, as the additional columns would appear as a continuation of the existing group of lighting structures rather than as isolated or incongruous features. The columns are slender in form and are not considered to dominate or compete with other important skyline features including the University Library. It is therefore considered that the proposal would preserve the overall character of the skyline.
- 13.10 In terms of lighting impacts, Officers are satisfied that the lighting has been designed to direct illumination towards the playing areas and that the scheme would not result in unacceptable levels of glare, light spill or sky glow. The North Newnham Neighbourhood Forum recognise the improvement in angling light to reduce light spill, but remain concerned about the potential for lateral glare. Residents also raise concerns about the impacts of additional lighting in a fairly low lighting setting.
- 13.11 The proposed floodlights incorporate flat-style optics and an internal louvre system specifically designed to shield the LED light source and reduce obtrusive light. The luminaires direct illumination towards the athletics track and infield whilst limiting light emitted outwards. The lighting would be a feature above the tree line, however the proposal would not materially change the prevailing character of the surrounding residential area and open countryside given the existing context of sporting infrastructure.
- 13.12 Concerns have been raised by residents that the submitted visualisations were prepared during summer conditions when vegetation is in leaf and therefore may underrepresent the visibility of the floodlighting columns during winter months.

- 13.13 Officers acknowledge that seasonal variations in vegetation cover can influence the visibility of development. However, the purpose of the submitted visualisations is not solely to demonstrate screening by vegetation, but to illustrate the scale, height and appearance of the proposed floodlighting columns within the wider landscape and townscape context. The visualisations provide a reasonable and representative indication of how the development would appear from identified viewpoints.
- 13.14 Whilst visibility may increase to some degree during winter months as vegetation cover is reduced, the proposed columns would continue to be experienced in the context of the existing sports facilities, existing floodlighting infrastructure and surrounding built form. Officers are satisfied that seasonal changes would not materially alter the conclusions of the visual assessment or result in unacceptable harm to the character of the area, visual amenity or the Green Belt.
- 13.15 Overall, the proposed development is a high-quality design that would contribute positively to its surroundings and be appropriately landscaped. The proposal is compliant with policies 8, 55, 56, 57, 58, 59 and 60 of the Local Plan and the NPPF.

14. Heritage assets

- 14.1 The application site is located adjacent to the West Cambridge Conservation Area. The application is within the setting of the Emmanuel College Sports Pavilion (grade II listed building).
- 14.2 The West Cambridge Conservation Area abuts the Central Conservation and covers the western portion of the city. The West Cambridge Conservation Area comprises predominantly residential and educational uses, is noted within the Conservation Appraisal (2011) that the area is characterised by spacious residential streets, intertwined larger university buildings and a series of green, open spaces. It is considered to be distinct from the central area of the city due to a less built-up, semi-rural character.
- 14.3 The Appraisal (2011) notes that The University Sports Ground is an important recreational and environmental space as well as being part of the green corridor into the city. It is just outside the Conservation Area boundary, and although it is part of the network of College playing fields it differs from some of these spaces given that it has been developed for formalised pitches and track space rather than undeveloped, open playing fields.

- 14.4 The Appraisal (2011) highlights positive views east and south from the cycleway/ footpath to the north of the site. The Conservation Officer highlights that views exist towards and over the site from the University Library Tower (grade II listed) and Emmanuel College Sport Pavillion (grade II listed).
- 14.5 The Conservation Officer has been formally consulted on the application, and objects to the application. The Conservation Officer accepts the justification for the proposal, however, indicates that harm would result to the setting and significance of the West Cambridge Conservation Area, University Library and Emmanuel College Pavilion. They outline that the harm would be at the lower end of less-than-substantial harm and therefore should be weighed against the public benefits of the proposal.
- 14.6 It is noted that the Conservation Officer gave their comments prior to the NPPF (2026) update, and therefore includes an indication of 'less-than-substantial' harm. This category of harm has been removed from the NPPF and harm would now be categorised as 'harm' and 'substantial harm'. Officers are comfortable that the harm outlined would not amount to substantial harm and would be harm at a lower level.
- 14.7 The Conservation Officer outlines that the columns would be visible over the treeline from Wilberforce Road, from fields to the west, and from the identified important CA views on Harcamlow Way. They consider that the increased scale in comparison to the existing columns would be clearly perceptible, adding a concentrated cluster of prominent and incongruous features to the skyline. They outline that this is considered harmful to the appreciation of the conservation area, also detracting from the prominence of the University Library tower and low-rise open setting of the Emmanuel Pavilion.
- 14.8 Several third-party representations raise concerns about the impact from the proposal on the Conservation Area, particularly taking account of views around the area as highlighted in the appraisal.
- 14.9 As described, the significance of the West Cambridge Conservation Area, as relevant to this application, relates mainly to the landscape-based character, network of open spaces and low residential and educational built forms. In regard to the Conservation Area, the Conservation Officer outlines that the appreciation of the Conservation Area from views from Wilberforce Road, from fields to the west, and from the identified important CA views on Harcamlow Way would be impacted due to the perceptible and incongruous features within the skyline.

- 14.10 From Wilberforce Road (Viewpoint 1), it is acknowledged that the proposed floodlighting would be visible over the existing treeline and beyond the Emmanuel College Pavillion. Whilst, the existing floodlighting is partially visible already, the additional height of the columns means that there are increased projections into the skyline. Whilst, the lighting spill would be lower than the existing columns, the increased projections do mean that there would be increased lighting points. It is considered that the increased incidences of floodlighting extending above the tree line would partially detract from the prominence of the verdant features within this part of the Conservation Area and draw the eye above the Pavillion. Whilst, the proposal would increase these features, there is an existing character of sporting paraphernalia both on the site and within the surrounding area that serve the open spaces at the western edge of the city (e.g. Cambridge Lawn Tennis Club) and therefore the harm would be at the low end of the spectrum.
- 14.11 From Harcamlow Way (Viewpoints 5 and 7), there would be a perceptible change arising from the proposed floodlighting. However, the degree of change would be modest, given that existing floodlighting columns are already a visible component of views on this approach to the city. The visualisations demonstrate that the substantial belt of mature trees and vegetation would continue to provide an effective landscape backdrop, ensuring that the important views towards Cambridge retain their predominantly green and semi-rural character. While the proposed development would result in a small increase in the number of slender columns visible within the view, these structures are lightweight in appearance and are clearly associated with the established sporting uses of the site. As explained, the lighting levels are lower than the existing features and therefore do not substantially alter the character from this viewpoint given the existing lighting points. The floodlights would not introduce an overtly urbanising, commercial or overdeveloped character. Consequently, the effect on the character and appearance of the Conservation Area from these viewpoints is considered to give rise to very minor harm at the lower end of the spectrum.
- 14.12 The Conservation Officer also outlines that the proposal would detract from the prominence of the University Library tower and low-rise open setting of the Emmanuel Pavilion. In relation to the University Library Tower, this landmark is situated approximately 0.5 miles to the east of the application site and is experienced as a distinctive feature within wider views approaching Cambridge from the west. Whilst the proposed floodlighting columns would introduce additional vertical elements into the view, they would be read in the foreground as part of the established sporting infrastructure associated with the Wilberforce Road sports grounds. Their

slender profile and functional appearance ensure that they would not compete with, obscure or diminish the visual prominence of the Library Tower, which would continue to be perceived as the dominant landmark within the skyline.

- 14.13 No. 19 Wilberforce Road is a building of local interest, the Conservation Officer has not identified harm to the non-designated asset. Officers agree with this assessment, the building is a residential dwelling to the eastern side of Wilberforce Road. It benefits from mature screening and is set back from the road as to maintain a visual separation from the proposal site, the proposed floodlights are not considered to adversely impact the special interest of the building.
- 14.14 The proposal would therefore result in a low level of harm to the West Cambridge Conservation Area and the Emmanuel College Pavillion.
- 14.15 Paragraph 4 of Policy HE6 of the NPPF (2026) outlines that where a development proposal will lead to harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. Important public benefits can include securing the long-term reuse of a vacant or underused listed building, and enabling energy efficiency and low carbon heating measures to be employed. Paragraph 1 of Policy HE6 emphasises that substantial weight should be given to the asset's conservation, and the desire to protect these assets is emphasised within Paragraphs 66 and 72 of the Listed Building and Conservation Area Act 1990. Policy HE9 of the NPPF states that development proposals within or affecting the significance of conservation areas should retain and conserve buildings and other features which make a positive contribution to the character or appearance of the conservation area where possible. They should also consider the area's special architectural or historic interest (as identified as part of the designation of the conservation area) in the design of development.
- 14.16 *Improving Use Conditions*
- 14.17 The proposal relates to the Wilberforce Road Sports Ground, which forms a unique and important component of sporting provision within Cambridge and the wider region. The facility accommodates the only athletics track within the district and serves as a training and competition venue for both the Cambridge University Athletics Club and Cambridge and Coleridge Athletics Club. The track and infield are also available to members of the public through membership arrangements and track card access, providing an important community sporting resource.

- 14.18 The existing floodlighting installation is now approaching 15 years of service and is nearing the end of its operational life. As a consequence, failures are becoming increasingly frequent and replacement parts are becoming more difficult to source. In addition, the current lighting system provides poor uniformity across the track and particularly within the infield area, limiting its effective use during the darker months of the year. The existing installation no longer provides lighting to an appropriate standard for safe and accessible operation, restricting the use of both the track and infield during periods of limited daylight. There is therefore a clear need to replace the existing floodlighting to ensure the continued operation of this important facility.
- 14.19 The proposed floodlighting would enable the athletics track and infield to achieve their full operational potential, supporting year-round, safe and accessible use by both organised clubs and members of the public. The scheme would improve lighting uniformity whilst reducing overall illuminance levels and light spill. This would allow the facility to be used more effectively during the winter months and would enable compliance with England Athletics Class III TrackMark lighting requirements for training and recreational use. Whilst it is acknowledged that the increased height of the proposed columns would give rise to a degree of heritage impact, as identified above, the submitted technical information demonstrates that the additional height is necessary to direct light more effectively onto the track surface. This approach reduces glare, minimises light spill beyond the sports ground and enables the required lighting standards to be achieved using lower overall lux levels.
- 14.20 *Reduced Lighting Spill*
- 14.21 The supporting technical information demonstrates that the proposal would significantly reduce both illuminance levels across the track and light spill beyond the sports ground, resulting in benefits for neighbouring residents and the surrounding verdant landscape. The existing athletics floodlighting typically achieves illuminance levels of between 200 and 400 lux, with localised maximum values exceeding 600 lux along the northern side of the track. Light spill also extends beyond the track perimeter, with contour levels of 200, 100 and 50 lux occurring around the edges of the facility. By comparison, the proposed installation would provide an average illuminance of approximately 120 lux across the track, with a maintained minimum of 100 lux. Light spill beyond the track would be substantially reduced, generally remaining below 20 lux and reducing to between 1 lux and close to 0 lux across many surrounding areas. The lighting would therefore be more precisely focused on the intended area of use, reducing

visual disturbance, limiting unnecessary spill illumination and improving conditions for neighbouring residents and the wider landscape setting.

- 14.22 In accordance with Policy HE6 and HE9 of the NPPF, the identified low level of harm to the significance of the West Cambridge Conservation Area and the Emmanuel College Sports Ground Pavilion must be balanced against the public benefits of the proposal. In this case, the benefits are considered to carry moderate weight. The proposal would secure the continued operation of an important sporting facility through the replacement of floodlighting that is nearing the end of its operational life; improve the safety, accessibility and usability of the athletics track and infield throughout the year; enable compliance with recognised athletics lighting standards; and support continued community and university use of the district's only athletics track.
- 14.23 *Improved Sustainability and Amenity*
- 14.24 In addition, the scheme would deliver environmental and amenity benefits through reduced overall illuminance levels, significantly improved lighting uniformity, reduced glare, greater energy efficiency and a substantial reduction in light spill to surrounding residential properties and verdant areas. The proposal would utilise LED luminaires which would use less than a third of the power of metal halide for equivalent light output, this is supported as enabling energy efficiency.
- 14.25 Taking these benefits together, it is considered that the identified low level of harm is clearly outweighed by the public benefits arising from the proposal and, as such, the development accords with the heritage objectives of the NPPF.
- 14.26 The Conservation Officer indicates that they have considered some of the site history as part of the assessment. The Conservation Officer refers to a planning application refused in 1997 for eight 16m lighting columns and suggests that the issues identified at that time remain relevant. Whilst the issues surrounding visual, heritage and skyline impact remain considerations, the site and its surroundings have changed significantly over the intervening 28 years and therefore the 1997 decision can only be afforded limited weight in the assessment of the current proposal.
- 14.27 The application should be considered using the up-to-date development plan and NPPF (2026), and should take note of the current circumstances of the site, rather than being assessed using historic assessments of significance and impact. As such, whilst the decision is noted, it does not

alter or outweigh the assessment weighed in favour of the public benefits of the application.

- 14.28 The proposal is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and policy 61 and 62 of the Local Plan.

15. Biodiversity

- 15.1 The application is supported by a Preliminary Ecological Appraisal (PEA) and Lighting Spill Assessment. The PEA report includes an ecological assessment of the site, habitats and protected species and consideration of nearby statutory and non-statutory sites. The report provides recommendations on mitigations required to protect the species from adverse impacts. The lighting spill assessment shows compares the spill contours from the existing and proposed lighting scheme.
- 15.2 The application has been subject to formal consultation with the Council's Ecology Officer who raises no objection to the proposal. The Officer outlines that the site is dominated by hardstanding, amenity grassland and artificial sports surfaces, with boundary trees and hedgerows providing the principal ecological features of value.
- 15.3 They recognise that the site is within the Core Sustenance Zone (CSZ) of the Eversden and Wimpole Woods Special Area of Conservation (SAC), designated for barbastelle bats (*Barbastella barbastellus*). They also note the site is located within close proximity to non-statutory designated including Adams Road Bird Sanctuary (ARBS).
- 15.4 They outline that regarding bats the site has low bat roost potential as bat activity is associated primarily with boundary vegetation and the site is already subject to artificial lighting. They outline that the proposed scheme would offer a substantial ecological improvement over baseline as there would be: a marked reduction in horizontal and vertical spill; perimeter levels reducing to approximately 1 lux or lower, which is generally consistent with maintaining dark corridors where ecological receptors may be present and clear containment of light within the operational footprint. Given this, the proposal would not adversely impact bats or other protected species on or around the site.
- 15.5 It is noted that some of the representations received, including that from the Newnham County Councillor and North Newnham Neighbourhood Forum, raise concerns about impacts to biodiversity due to the potential for additional lighting pollution. The Ecology Officer explains that the proposal would offer an ecological improvement due to the reduction in lighting spill

and reduction of lux levels at the perimeter of the track and good lighting containment. It is noted the PEA gives recommendations on lighting design that have been incorporated into the proposal design to ensure appropriate lighting for bats and other protected species. Given this, the proposal would not adversely impact biodiversity on or around the site.

- 15.6 The representations received have raised concerns about the impact from the light on migrating birds relating to the ARBS and insects within the surroundings. Officers have referred to the Ecology Officer to consider these points. The Officer explains that the Light Spill Assessment shows clear containment of light within the athletics track, with perimeter levels at 1 lux or lower. The Adams Road Bird Sanctuary lies outside the illuminated envelope and no light spill reaches the sanctuary at levels known to affect bird behaviour, migration, or roosting. The site is already subject to significant artificial lighting from existing columns, however the proposal reduces horizontal and vertical spill compared with baseline. They outline that migratory birds are not sensitive to low-level, distant, shielded sports lighting. Impacts arise from skyglow, upward spill, or direct illumination of habitat—none of which occur here.
- 15.7 In regard to insects, the Ecology Officer outlines that the proposed luminaires are full cut-off LED fittings that direct light downwards onto the athletics track, rather than allowing light to spill into the surrounding habitats. The assessment shows that light levels around the perimeter reduce to around 1 lux or less, which is very low and means there is little light reaching areas where insects are likely to be present. The site is already illuminated by the existing floodlights, and the proposed scheme reduces light spill into the surrounding vegetation. No semi-natural habitats are being newly illuminated.
- 15.8 Public comments also suggest that based on the submitted PEA additional information should be provided. It is acknowledged that the PEA mentions that additional surveys could be undertaken, however the Ecology Officer suggests that these are not necessary. The assessment identifies the on-site trees as having low bat roost potential, and importantly no trees or potential roost features are being affected by the proposal. The main ecological consideration is the potential effect of the replacement lighting on commuting and foraging bats along the site boundaries.
- 15.9 The Ecology Officer recommends a condition be attached to secure mitigation measures within the submitted PEA, this is reasonable to ensure the proposal would deliver the betterment in lighting conditions. No conditions are recommended for biodiversity net gain, given that the development would fall below the de minimis threshold. The North

Newnham Neighbourhood Forum question if the proposal would meet biodiversity requirements. Given the site would replace existing floodlighting and would directly impact less than 25 sqm of on-site habitat or 5 metres of linear habitat it would be exempt from this requirement.

- 15.10 In consultation with the Council's Ecology Officer, subject to an appropriate condition, officers are satisfied that the proposed development complies with policies 69 and 70 of the Local Plan, the Biodiversity SPD 2022, the requirements of the Environment Act 2021 and 06/2005 Circular advice.

16. Highway safety and transport impacts

- 16.1 The information submitted within the Design and Access Statement outlines that there would be no access alterations as part of the proposal. The existing access to the athletics track would continue to be utilised, and no significant transport uplift is expected as part of the proposal.
- 16.2 It is noted that concern has been raised that the proposed floodlighting would facilitate an increase in the frequency and scale of athletics events, leading to additional traffic and parking pressures within the surrounding area. However, the information submitted in support of the application indicates that the proposal is intended to improve the quality of lighting provision at the existing facility and would not result in an increase in training activities, competitions or the overall use of the site.
- 16.3 On this basis, officers have no evidence to conclude that the proposal would generate a material increase in vehicle movements, parking demand or associated highway impacts. It would not be reasonable to require a Travel and Event Management Plan as requested within the third party representations given this.
- 16.4 As existing, cycle and car parking provision is located on the site. The car parking includes five accessible spaces which have level access across the site to the athletics track. The cycle parking is located close to the site entrance and is covered with level access to the facility. The site is within a highly sustainable location, with direct access to the city cycle network, including PRoW 39/31 to the north and the Adams Road cycleway to the east. This arrangement would continue to benefit the site.
- 16.5 The application has been subject to formal consultation with Cambridgeshire County Council's Local Highways Authority who raise no objection to the proposal. Officers agree with the assessment made by the

Highways Authority, noting that the proposal would not alter existing access arrangements it is not considered to adversely impact Highway Safety.

- 16.6 The proposal accords with the objectives of Policy 80 of the Local Plan and is compliant with NPPF advice.

17. Amenity

Neighbouring properties

- 17.1 The application site sits in close proximity to residential properties to the northwest (Clerk Maxwell Road, Perry Court) and east (Wilberforce Road, Adams Road) and there are student accommodation buildings to the southeast (Hinsley Lane). These receptors are located approximately 80, 100 and 30 metres respectively from the proposed flood lighting locations.
- 17.2 The application is submitted with Lighting Impact Assessment (LIA) and Lighting Spill Assessment (LSA). The LIA explains that the proposed SITECO FL11 LED Floodlight System uses flat style optics and an internal louvre system to shield the optics. The lighting is designed with a dimming facility and zones of light to allow lower light levels when the standard of play does not require full illumination. The report explains that the mounting height of 18m to ensure that the floodlight aperture will remain horizontal.
- 17.3 The Council's Environmental Health Team have assessed the application. They explain that when considering lighting impacts their primary concern is the protection of nearby residential receptors. The potential impacts are measured as lux levels on the vertical plane and the thresholds to be achieved are presented in Table 3 of 'The Reduction of Obtrusive Light' – GN01/21 (2021). The Officer has considered the application using the guidance for Environmental Zone 2 and outlines that the proposal would result in lux levels below the pre-curfew lighting limit of 5 lux at the vertical plane at each receptor point.
- 17.4 The Environmental Health Officer highlights that the lighting spill would be improved as part of the proposals, with the model outputs on the vertical plane reducing as part of the proposal. Given the betterment that would result to lighting spill, the Environmental Health Officer supports the application.
- 17.5 Officers agree with the assessment. The Greater Cambridge Sustainable Design and Construction SPD (2020) outlines that due to the potential

adverse impacts of artificial lighting, it must be designed to reduce impacts in accordance with the 2021 guidance. This includes lighting being directed downwards; designed to reduce spill; meet the minimum standard rather than 'overlight' and be most efficient. The submitted information explains that the lighting has been designed to meet the guidance as it would have horizontal directionality, minimal spill and designed with highly efficiency LED optics.

- 17.6 As part of the representations received, several comments from local residents and one from the County Councillor for Newnham and North Newnham Neighbourhood Forum have been submitted explaining the concern regarding amenity impacts from the proposed floodlighting. They outline that their properties have direct views of the floodlights and are concerned that the increase in height will worsen the impacts. They suggest the current lighting is sufficient and the increased height is not necessary. As has been outlined above, the increase in height allows greater directionality and therefore reduced lighting spill to residential occupiers meaning that the lux levels meeting the homes would be below the levels set out in the 2021 guidance. It is acknowledged that the height of the floodlights would render the floodlights visible, however, given the low level of luminance reaching the properties this is not considered to result in environmental harm. The floodlighting has been well designed to avoid lighting pollution including sky glare and spill to residents.
- 17.7 It is noted that some of the representations request that physical hoods be attached to the lighting heads, and asymmetric lenses be used to projecting lighting down. The Newnham County Councillor highlight the Lawns Tennis Club who utilise physical barriers on the lights. The lighting is designed with an internal louvre system which maintains a flat optical system providing uniform illuminance over the pitch whilst cutting off obtrusive light towards properties. The lighting has been designed with high directionality to avoid excessive light spill. The features differ from those requested, however are well designed to mitigate impacts to residential occupiers.
- 17.8 The Officer requests conditions relating to the lighting levels regarding operating hours of floodlighting and compliance with the LIA and LSA. These are considered reasonable in order to protect the surrounding residential receptors from lighting spill. One representation requests a condition to avoid lighting pointing towards residents, whilst the wording of the condition requested would not meet the tests, the compliance condition recommended by the Environmental Health Officer would be sufficient to ensure residents would not be faced with harmful lighting.

- 17.9 A condition has been requested relating to operating hours of the lighting, the Environmental Health Officer has recommended a condition to limit the hours to be consistent with the original approval (ref. 07/0939/FUL) and this is considered reasonable to secure appropriate limitations.
- 17.10 A condition has also been requested to ensure the technical specifications of the luminaires are strictly controlled. It is considered reasonable to secure the specifications of the lighting proposed through a condition. This would secure the ability for the lighting to be dimmed, and for only the zone being utilised to be illuminated.
- 17.11 One representation requests that a condition be added to assess the actually lighting spill post installation. This is not considered necessary given that the lighting levels are secured through the compliance conditions recommended by the Environmental Health Officer.

Construction impacts

- 17.12 The Council's Environmental Health Team have assessed the application and recommended a condition to control construction and delivery hours, this is considered reasonable given the proximity to residential receptors.
- 17.13 It is noted that the Newnham County Councillor and residents have raised concerns about increase in noise levels. The proposal is not anticipated to substantially increase noise levels, the sports track is already in operation at this time, the new lighting would simply replace the existing lighting to create a safer environment which is at the end of its life allow the track to be used to its full potential again. The information submitted that there is no intention to increase training or competition sessions as part of the proposal. As such, whilst the concerns are understood, there would be no material harm in terms of noise resulting from the proposal.

Summary

- 17.14 The proposal adequately respects the amenity of its neighbours and of future occupants. Subject to conditions, the proposal is compliant with policies 55, 56, 57, 58, 59 of the Local Plan. The associated construction and environmental impacts would be acceptable in accordance with policies 33, 34, 35 and 36 of the Local Plan.

18. Sustainability

- 18.1 The existing floodlighting is provided by 12 columns of varied height with 3-4 metal halide fitting heads on each column. The proposed replacement floodlight would utilise LED luminaires which would use less than a third of the power of metal halide for equivalent light output, for example the

recommended replacement for the 400W metal halide flood is a 120W LED.

- 18.2 Whilst the lighting heads are outdated and require replacement, the applicant did explore the re-use of existing columns. The move to LED requires new heads, the increased weight means they cannot be retrofit into the existing columns and the limited height of the existing columns would not deliver the spill decrease benefits of the current scheme.
- 18.3 The proposal appropriately incorporates the principles of sustainable design and construction through a reduction in energy usage, in compliance with Policy 28 of the Local Plan.

19. Other Matters

- 19.1 Site History
- 19.2 Representations have referred to previous proposals for floodlighting at the site. Officers note that an application submitted in 1993 (ref. C/94/0347) was withdrawn and therefore no formal decision was issued. A subsequent application in 1998 (ref. C/97/1237) was refused due to concerns relating to the impact of the development on the countryside, Green Belt, skyline and residential amenity.
- 19.3 Whilst the planning history is a material consideration, the 1998 decision predates the adopted Cambridge Local Plan 2018 and was made more than 25 years ago. Since that time, the site and its surroundings have evolved and there have been changes in national and local planning policy.
- 19.4 In assessing the current proposal, officers have carefully considered the issues identified in the historic refusal. However, the submitted plans, supporting information and visual assessments demonstrate that the additional floodlights would be viewed in the context of the existing sports facility and established floodlighting infrastructure. The proposed columns would not introduce a new form of development into the landscape and would not appear unduly prominent within the skyline. Furthermore, the impacts on visual amenity, the character of the area and nearby occupiers have been assessed against current planning policy and are considered acceptable.
- 19.5 Officers are therefore satisfied that the circumstances of the current proposal differ from those which led to the 1998 refusal and that the previous decision does not indicate that permission should be withheld in this case.

- 19.6 It is acknowledged that the concerns have been raised that the proposal forms part of a pattern of incremental expansion, or "planning creep", resulting in increasing levels of floodlighting across the site over time. Officers acknowledge the planning history of the sports ground and the previous permissions granted for floodlighting associated with the athletics track and hockey pitches.
- 19.7 However, each planning application must be assessed on its own merits against the development plan and other material considerations prevailing at the time of determination. The existence of previous permissions does not, in itself, indicate that the current proposal is unacceptable.

20. Third party representations

- 20.1 The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response
Consultation	The Council has undertaken consultation in accordance with the statutory requirements and its adopted procedures for planning applications. The application has been publicised through the Council's standard notification process, which is considered sufficient to bring the proposal to the attention of those who may be affected.
Independent assessment	Concern has been raised that the submitted lighting assessment should be subject to further independent scrutiny and that the extent of light pollution has not been adequately assessed. However, the application has been reviewed by the Council's Environmental Health team, who are the Council's specialist advisers on lighting and amenity impacts, and no objection has been raised. Officers are satisfied that sufficient technical information has been submitted to assess the proposal and are content that the scheme would not result in unacceptable levels of light spill, glare or light pollution. Accordingly, no further independent assessment is considered necessary.
Piecemeal development	The representations received raise concerns regarding piecemeal development. However, the current application relates to a specific proposal which must be determined on its own

	planning merits. Officers are satisfied that sufficient information has been submitted to assess the impacts of the proposed development and do not consider that the absence of a wider site lighting strategy justifies refusal of the application.
Human health	Concern has been raised regarding the potential effects of LED lighting on human health. The application has been reviewed by the Council's Environmental Health team, who raise no objection to the proposal. Officers are satisfied that the lighting scheme would not give rise to unacceptable impacts through glare, light spill or other forms of nuisance and therefore no health-related concerns have been identified that would warrant refusal of the application.
Alternative sites	The application relates to development within an existing, established sports facility. The planning assessment is therefore concerned with the acceptability of the proposed development at this site, having regard to its impacts and compliance with relevant planning policy. No alternative site assessment is required in this instance, and there is no policy requirement for the applicant to demonstrate that the proposal could not be accommodated elsewhere. Officers have therefore assessed the application on its own merits and are satisfied that the proposal is acceptable in planning terms.

Table 3 Officer response to third party representations

21. Planning balance

- 21.1 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 21.2 Summary of harm
- 21.3 The report acknowledges that the proposal would result in a low level of harm to the West Cambridge Conservation Area and the Emmanuel College Pavillion, however determines that this is outweighed by the public benefits resulting from the scheme including continued operation of an

important public sporting facility and the reduced environmental and amenity impacts.

21.4 Summary of benefits

21.5 The proposed floodlighting would enable the public athletics track and infield to achieve their full operational potential, supporting year-round, safe and accessible use by both organised clubs and members of the public. The scheme would improve lighting uniformity whilst reducing overall illuminance levels and light spill. This would allow the facility to be used more effectively during the winter months and would enable compliance with England Athletics Class III TrackMark lighting requirements for training and recreational use.

21.6 The proposal would offer an ecological improvement due to the reduction in lighting spill and reduction of lux levels at the perimeter of the track and good lighting containment.

21.7 The proposal would offer an improvement to amenity with the model outputs on the vertical plane reducing as part of the proposal. The increase in height allows greater directionality and therefore reduced lighting spill to residential occupiers meaning that the lux levels meeting the homes would be below the levels set out in the 2021 guidance.

21.8 The proposal would increase the energy efficiency of the flooding lights through changing from metal halide to LED lighting.

21.9 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval.

22. Recommendation

22.1 **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

23. Planning conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).
2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.
Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.
3. The development hereby permitted shall be carried out in accordance with the measures set out in the Hockey Athletics Track Floodlighting Replacement Scheme Preliminary Ecological Appraisal – WSP dated July 2025. The ecological measures shall thereafter be retained for the lifetime of the development.

Reason: To conserve and enhance ecological interests (Cambridge Local Plan, policy 70).

4. The columns and floodlights as approved shall be constructed / installed, operated, and maintained thereafter in accordance with all submitted plans and the following documents:
 - Light Spill Assessment: Existing vs Proposed Floodlighting' (prepared by WSP).
 - 'New LED Floodlight Installation Lighting Impact Assessment In Accordance with ILP GN01 'Guidance notes for the reduction of Obtrusive Light''

Reason: To protect residential amenity at the neighbouring residential properties (Cambridge Local Plan 2018, Policy 34)

5. The floodlighting serving the athletics track hereby approved shall only be operated during the hours of 3.30pm and 6.30pm on five afternoons/evenings in any one week (Monday to Sunday inclusive), and shall only be operated during the hours of 6.30pm and 9.30pm on three evenings in any one week (Monday to Friday inclusive). The floodlighting shall not be operated after 6.30pm on Saturdays or Sundays.

Reason: To protect residential amenity at the neighbouring residential properties (Cambridge Local Plan 2018, Policy 34)

6. No construction or demolition work shall be carried out and no plant or power operated machinery operated other than between the following hours: 0800

hours and 1800 hours on Monday to Friday, 0800 hours and 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.
Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35).



26/00672/FUL – 23 - 27 Kings Hedges Road, Cambridge

Application details

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Kings Hedges

Proposal: Change of use of land to allow siting of five modular homes to provide accommodation for homeless people and an office for support staff, along with access and services.

Applicant: Cambridge Cyrenians Ltd

Presenting officer: Tom Chenery

Reason presented to committee: Third party representations

Member site visit date: N/A

Key issues: 1. Principle of Development

2. Impact on the Character and Appearance of the Area

3. Impact on the amenity and living conditions of neighbouring and future occupiers

Recommendation: Approve subject to conditions

Report contents

Document section	Document heading
1	Executive summary
2	Site description and context
3	The proposal
4	Relevant site history
5	Policy
6	Consultations
7	Third party representations
8	Member representations
9	Assessment
10	Principle of development
11	Design, layout, scale and landscaping
12	Trees
13	Carbon reduction and sustainable design
14	Biodiversity
15	Water management and flood risk
16	Highway safety and transport
17	Cycle and car parking provision
18	Amenity
19	Third party representations
20	Planning balance
21	Recommendation
22	Planning conditions

Table 1 Contents of report

1. Executive summary

- 1.1 The application seeks for temporary planning permission for the erection of 5 modular homes in the rear garden space of No's 23-27 Kings Hedges Road, Cambridge.
- 1.2 The existing built form comprises three semi detached dwellings and their associated garden space.
- 1.3 In principle, the erection of the 5 modular homes is considered acceptable and would provide accommodation for specialist housing of which there is an identified need. The proposal is considered to comply with the criteria set out in Policy 47.
- 1.4 The proposal would provide built form which would not result in any undue loss of light, outlook or appear overbearing to any adjacent neighbouring property or those within the site.

- 1.5 Moreover, details have been provided through a management plan which evidences that the site would be managed so that there is no excessive noise and disturbance from the occupiers of the site to the adjacent residential properties, those within the site or to the wider area.
- 1.6 The proposal would provide acceptable living accommodation to future occupiers and would provide appropriate levels of cycle and car parking within the site.
- 1.7 Officers recommend that the Planning Committee approve the application subject to conditions.

Table 2 Consultee summary

Consultee	Object / No objection / No comment	Paragraph Reference
County Highways Development Management	No Objection subject to recommended conditions	6.1 - 6.2
Drainage Officer	No Objection subject to recommended conditions	6.8
Ecology Officer	No Objection subject to recommended conditions	6.3 - 6.4
Environmental Health	No Objection	6.5 – 6.7
Third Party Representations (15)		7
Member Representations (2)		8

2. Site description and context

- 2.1 The application site comprises 3 two storey properties known as No's. 23-27 Kings Hedges Road, Cambridge and their associated garden space. No's 23 and 25 form a semi detached pair with No.27 being part of a pair with No.29 Kings Hedges Road, which is not part of the application site.
- 2.2 The three properties do not benefit from any separation between them with no boundaries, although there are three outbuildings which currently are used as cycle storage.
- 2.3 The established character consist of rows of semi detached former council properties on a definitive linear form fronting the adopted public highway. The properties within the immediate setting are set back from the public highway some with front gardens and some with hardstanding for parking spaces. The site is in a predominantly residential area with No's 21 Kings Hedges Road immediately to the south east and No.29 Kings Hedges Road to the north west. To the rear of the site are the residential gardens associated with No's 26, 28 and 32a Ramsden Square. To the north east of the site are No's. 22-28 Kings Hedges Road.
- 2.4 The site is located within the urban area of Cambridge but is not located within any designated Conservation Area or the Green Belt. The site is at low risk of fluvial flooding (flood zone 1) and a majority of the site is a low risk of surface water flooding.
- 2.5 The Kings Hedges Road Neighbourhood Centre is located approx. 38m to the east of the site.

3. The proposal

- 3.1 Change of use of land to allow siting of five modular homes to provide accommodation for homeless people and an office for support staff, along with access and services
- 3.2 The application has been amended to include all the addresses on the site. The application as originally validated did not include all of the addresses.

4. Relevant site history

- 4.1 There is no relevant site history

5. Policy

5.1 National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

Technical Housing Standards – Nationally Described Space Standard (2015)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

5.2 **Draft Greater Cambridge Local Plan 2024-2045 (Regulation 19 Proposed Submission)**

- 5.2.1 The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.
- 5.2.2 The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.
- 5.2.3 In line with Policy DM4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.
- 5.2.4 Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.
- 5.2.5 Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026.

5.3 **Cambridge Local Plan (2018)**

Policy 3: Spatial strategy for the location of residential development
Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use
Policy 29: Renewable and low carbon energy generation
Policy 32: Flood risk
Policy 35: Protection of human health from noise and vibration
Policy 36: Air quality, odour and dust
Policy 45: Affordable housing and dwelling mix
Policy 47: Specialist housing
Policy 48: Housing in multiple occupation
Policy 50: Residential space standards
Policy 51: Accessible Homes
Policy 52: Protecting garden land and the subdivision of existing dwelling plots

Policy 55: Responding to context
Policy 56: Creating successful places
Policy 57: Designing new buildings
Policy 64: Shopfronts, signage and shop security measures
Policy 70: Protection of priority species and habitats
Policy 71: Trees
Policy 80: Supporting sustainable access to development
Policy 81: Mitigating the transport impact of development
Policy 82: Parking management

5.4 **Supplementary Planning Documents (SPD)**

Biodiversity SPD – Adopted February 2022

Sustainable Design and Construction SPD – Adopted January 2020

Cambridgeshire Flood and Water SPD – Adopted November 2016

The Greater Cambridge Planning Obligations SPD – Adopted April 2026

5.5 **Supplementary Planning Documents** (prepared in parallel with the Local Plan preparation and shortly to be adopted by the Executive Councillor by an out of cycle decision)

Cambridge Neighbourhoods Design Code for Arbury, King's Hedges and parts of West Chesterton

5.6 **Other guidance**

Greater Cambridge Housing Strategy 2024 to 2029

6. **Consultations**

Publicity

Neighbour letters – Y

Site Notice – N

Press Notice – N

County Highways Development Management - No Objection

- 6.1 The effect of the proposed development upon the Public Highway should be mitigated if the following conditions
- 6.2 Delivery vehicles with a gross weight of 3.5 tonnes shall only service the site on certain days and hours and details of a parking plan are required.

Ecology Officer- No Objection

- 6.3 There are no non statutory protected sites within the vicinity that are likely to be impacted by the application. The Preliminary Ecological Appraisal has found no evidence to suggest that a protected species licence will be required prior to works commencing on site. The report has; however, recommended non-licensable reasonable avoidance measures to remove any residual risk of harm or disturbance to protected or priority species. BNG can be provided off site.
- 6.4 Conditions regarding compliance with the submitted Preliminary Ecological Assessment, details of ecological enhancement and a lighting strategy are recommended.

Environmental Health - No Objection

- 6.5 Following the details contained in the site management plan, the Management Plan is adequate and contains a series of both proactive and reactive management proposals to try to minimise impacts.
- 6.6 The primary concerns were / are the potential for an-social behaviour and nuisance, but this will depend on how the future residents behave and how effectively the Management Plan is implemented and enforced. I have been through the complaint history for the address with Officers from our Residential Team (who deal with nuisance / HMOs) and we note that the only complaint made in the last 5 years to them regarding the existing HMO was about an accumulation of rubbish back in January 2024 which was dealt with at that me.
- 6.7 Condition regarding compliance with management plan is required.

Sustainable Drainage Officer- Object / No Objection

- 6.8 Recommended conditions regarding foul water drainage, surface water drainage and compliance with details within the Flood Risk Assessment.

7. Third party representations

7.1 15 representations have been received in objection. These representations are summarised as follows

- Security Concerns
- Poor state of properties at present
- Antisocial Behaviour
- Properties are poorly managed
- Overdevelopment
- Impact on the character of the area.
- Privacy and Overshadowing concerns
- Traffic concerns
- Parking Pressures
- Increase Crime Rate
- Lack of Consultation

7.2 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations

8.1 Cllr Hollow and Cllr Wade has made a representation supporting the application on the following grounds:

- Provides required housing
- Good standard of living
- Updated security measures are a benefit.

9. Assessment

10. Principle of Development

10.1 The proposal seeks to erect 5No. modular homes within the rear garden space of No's. 23-27 Kings Hedges Road, Cambridge. The proposal also involves the erection of a modular office building within the same site.

10.2 The supporting planning statement indicates that occupiers of the modular homes would be those experiencing 'core homelessness' which it describes as "those who are sleeping rough, but also those staying in places not intended as residential accommodation, living in homeless hostels, refuges and shelters, placed in unsuitable temporary accommodation, and sofa surfing. (generally single people)."

- 10.3 Policy 3 of the Local Plan supports the development of residential uses within the urban areas of Cambridge.
- 10.4 Policy 47 of the Cambridge Local Plan 2018 states that planning permission will be granted for specialist housing subject to the development complying with a number of criteria. These are assessed in turn below.
- a. supported by evidence of the demonstrable need for this form of development within Cambridge;*
- 10.5 The application is supported by a planning statement which provides a number of documents which provide detail on the wider national homelessness situation (The 2025 Homeless Monitor by Crisis), as well as evidence from the City Council (Cambridge City Homelessness and Rough Sleeping Strategy (2021-2028)). As part of the Greater Cambridge emerging Local Plan a Housing Needs assessment report was undertaken in August 2025.
- 10.6 The national homelessness monitor identifies that core homeless is expected to rise by 21% by 2041 and it has risen 37% since 2020.
- 10.7 The Greater Cambridge Housing Needs Assessment (HNA) identifies that an estimated 4,600 households are living in unsuitable housing and around 443 of these currently have no housing. The report also assumes that homeless and concealed households will not be able to afford to buy or rent in the market. The report also highlights that homelessness and housing demand continue to rise and that the national trends in the Private Rental Sector (PRS) indicate that landlords are exiting the PRS including Houses in Multiple Occupation (HMOs) further exacerbating homelessness pressures.
- 10.8 More specifically, the report identifies that there is a need for 1 bedroom rented affording housing and that typically homeless householders are more likely to be younger single people.
- 10.9 Whilst not an evidence based document, The Council's Housing Strategy aims to prioritise the need to prevent and tackle homelessness and rough sleeping within Cambridge by providing secure homes with personalised support for individual challenges. The priorities are based on meeting objectives which are:

- Support those at risk of homelessness to remain in their homes where possible or to find a new home without an intervening period of homelessness.
- Improve access to a range of permanent accommodation.
- Minimise the use of temporary and emergency accommodation.
- Improve access to, and effectiveness of, support services.
- Prevent rough sleeping.
- Break the cycle of chronic and repeat street homelessness and rough sleeping.

10.10 It is acknowledged from the evidence highlighted above, that there is a lack of suitable housing available for homeless people within Cambridge. The modular homes such as the proposed development will be designed so that they are suitable for the intended occupiers by providing supported and independent living that can be easily managed by the occupant. Therefore the proposal is considered to comply with criterion a.

b. suitable for the intended occupiers in relation to the quality and type of facilities, and the provision of support and/or care;

10.11 The HNA report identifies that there is a need for 1 bedroom rented affording housing and that typically homeless householders are more likely to be younger single people. The site is leased by Cambridge Cyrenians, an established charity that specialises in working to prevent and relieve homelessness in Cambridge. The planning statement indicates that the proposal also seeks to erect a modular building to be used as an office by the charity to support those on the site. It also indicates that the three properties (No's 23-27 Kings Hedges Road) have been used as HMOs by the charity for 12 people since 2011.

10.12 In light of this, it is considered that the proposal is suitable for the intended occupiers and would have the required quality and type of facilities, and the provision of support and/or care. The proposal is considered to comply with criterion b.

c. 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

10.13 The application site is located within the urban area of Cambridge and is in walking distance to a number of local shops and services. There are also bus stops approx. 180m from the site which provide regular bus

services to Cambridge city centre as well as locations outside of the city which also provide day to day services and community facilities.

10.14 In light of the above, the proposal is considered to comply with criterion c.

d. in a location that avoids excessive concentration of such housing within any one street or small area.

10.15 Whilst the immediate site benefits from the 3 properties being used as a HMO to provide housing for homeless people, there are no other single modular homes in the local area. The proposal is considered to comply with this criterion.

10.16 Overall, the proposal is considered to comply with the criteria set out in policy 47 and is also considered to be in accordance with this policy as a whole.

10.17 As the proposal is seeking to develop on a site which is part of a garden or group of gardens, Policy 52 of the Local Plan is relevant. This permits this type of development provided it complies with a number of criteria. This is assessed in turn below.

a. the form, height and layout of the proposed development is appropriate to the surrounding pattern of development and the character of the area;

10.18 The proposed modular homes are located in the rear garden space set well back from the rear building line of the existing dwellings on site. There is an established pattern of development within the locale and a number of adjacent properties benefit from outbuildings and built form within their rear gardens. The development would also be temporary and as such any proposal would therefore relate acceptably to the immediate setting of the site and wider character and pattern of the area. The temporary nature of the development can be secured by an appropriately worded condition. This is assessed in more detail within the 'Impact on the character and appearance' section of this report. The proposal is considered to comply with this criterion.

b. sufficient garden space and space around existing dwellings is retained, especially where these spaces and any trees are worthy of retention due to their contribution to the character of the area and their importance for biodiversity;

10.19 The proposed development benefits from large rear gardens with no boundary treatment between the existing properties. The submitted proposed site layout indicates that there would be a more formalised

garden area which would be accessible and large enough for existing occupiers. There is also rear garden space available for the occupiers of the modular homes which is considered to be acceptable. An assessment of trees and biodiversity are assessed within the relevant sections of this report. The proposal is considered to comply with this criterion.

c. the amenity and privacy of neighbouring, existing and new properties is protected;

- 10.20 The concerns raised by third parties regarding noise and disturbance, loss of privacy and overshadowing are noted. The existing properties on site provide HMO accommodation for 12 occupiers. The proposal would allow for an increase of 5 additional occupiers on the site.
- 10.21 Due to the siting, scale and design of the proposed modular homes and the distance from neighbouring occupiers, the proposal is not considered to result in any undue loss of light, outlook or appear overbearing or result in overshadowing to any adjacent neighbouring occupier.
- 10.22 In terms of noise and disturbance the proposal would result in an intensification of the use of the site through the increase of 5 additional occupiers on the site. Whilst this is an intensification, this is considered to be modest.
- 10.23 The submitted site management plan indicates that occupiers will need to sign up to the Cambridge Cyrenians License agreement, and they must abide by 'House Rule' which are set out in the management plan. These seek to reduce noise and disturbance on the site and to existing occupiers. The management plan also indicates that there will be staff on site during the day and will benefit from CCTV in order to ensure the site does not result in any excessive noise and disturbance to adjacent properties. Furthermore, the design of the units is such that there is adequate space, including a private amenity space which would allow occupiers of the modular homes to not be wholly reliant on the external garden space for amenity.
- 10.24 The Environmental Health Officer has raised no objection to the proposal subject to compliance with the management plan. This matter is assessed in more detail within the 'Residential Amenity' section of this report.

10.25 For the reasons outlined above, the proposal is considered to comply with this criterion.

d. provision is made for adequate amenity space, vehicular access arrangements and parking spaces for the proposed and existing properties; and

10.26 The proposal is considered to provide adequate amenity space, vehicular access and parking for the existing properties. These are assessed in more detail within the residential amenity section of the report and Highways Safety/Car and Cycle Parking.

10.27 The proposal is considered to comply with this criterion.

e. there is no detrimental effect on the potential comprehensive development of the wider area.

10.28 The proposal is not considered to have a detrimental effect on the potential comprehensive development of the wider area. The proposal is considered comply with this criterion.

10.29 Overall, the proposal is considered to comply with the criteria set out in policy 52 and is also considered to be in accordance with this policy as a whole.

Conclusion

10.30 For the reasons outlined above, the proposal is considered to comply with policies 47 and 52 of the Local Plan and is acceptable in principle. It is therefore necessary to assess the proposals impact on the character and appearance of the area, residential amenity, ecology/biodiversity, highways, drainage and any other relevant material consideration.

11. Design, layout, scale and landscaping

11.1 Policies 52, 55, 57 and 59 seek to ensure that development responds appropriately to its context, is of a high quality, reflects or successfully contrasts with existing building forms and materials and includes appropriate landscaping and boundary treatment.

11.2 The site is located within the Cambridge Neighbourhoods Design Code for Arbury, King's Hedges and parts of West Chesterton SPD. The design

code sets out a number of important design principles for the area including: Thriving Public Spaces, Prioritising Walking and Cycling, Increasing Sustainability, Making Space for Nature and Enhancing character.

- 11.3 The immediate setting of the site comprises the rear garden space of No's 23-27 Kings Hedges Road. The garden space is abundant and does not benefit from any boundary treatment between the properties at present. The boundary treatment on the south eastern and north western edges which are shared with No's 21 and 29 Kings Hedges Road respectively are 6ft high close boarded fences. The boundary treatment to the rear of the site consists of mature vegetation.
- 11.4 The wider established character of the area consists of rows of semi detached former council properties on a definitive linear form fronting the adopted public highway. This is evident on both the northern and southern side of Kings Hedges Road. The properties within the immediate setting are set back from the public highway some with front gardens and some with hardstanding for parking spaces. The site benefits from some outbuildings in the rear garden space.
- 11.5 Objections have been raised indicating that the proposal is an overdevelopment of the site and that the application site was previously dilapidated and the proposal would cause harm to the character of the area.
- 11.6 As indicative above, properties on Kings Hedges Road and this site in particular benefit from substantial rear gardens. It is common place within the rear gardens of properties within the immediate locale to have 1 or 2 single storey outbuildings on their plot and some with generous extensions to the host dwelling. The site itself currently benefits from two pre fabricated garages on the site and a small storage shed within the rear garden.
- 11.7 At present, there are glimpsed views into the rear of the site between gaps in buildings such as No's 21 to 23 and 25 to 27. The site at present does not benefit from any formal landscaping or any formal arrangement for bin and bike stores.
- 11.8 The proposed modular homes would be set back from the rear building line of the existing properties by approximately 16m. The modular homes would be single storey in height (3.2m in total) and would have the appearance of an outbuilding typical of a rear garden setting. The

applicant has confirmed that the outbuildings would be for a temporary period of up to 5 years. This would also reduce the proposals impact on the area. Other similar development within the district have also been restricted to temporary periods of up to 5 years and therefore this length of permission is considered to be acceptable.

- 11.9 The proposal would also result in substantial landscaping enhancements to the front garden space as well as the rear garden space and would provide better facilities for the future occupants and existing occupants. This landscaping can be secured through an appropriately worded planning condition.
- 11.10 When viewed as separate properties, the erection of modular homes in the rear garden would equate to 2 outbuildings per property which as indicated is not dissimilar to the existing level of built form in the rear gardens of properties. Furthermore, due to the enhanced landscaping plans including more formalised boundary treatments, the modular homes would be partially visible through glimpsed views at the front of the site.
- 11.11 Whilst not detailed on the plan, a landscaping condition can secure additional boundary treatment at the front of the site between No's 25 and 27 to further restrict views and give a greater appearance of individual properties from public viewpoints.
- 11.12 Therefore, for the reasons outlined above, the proposal would relate acceptably to the immediate setting of the site as well as the wider character and appearance of the area.
- 11.13 Overall, the proposed development is a high-quality design that would contribute positively to its surroundings and be appropriately landscaped. The proposal is compliant policies 55, 56, 57 and 59 of the Local Plan and the NPPF.

12. Trees

- 12.1 The site does not benefit from any trees on the site whilst there is some mature hedgerow and vegetation which do not benefit from any protection.
- 12.2 As part of the proposed landscaping enhancements, there would be a number of trees planted on the site and these are considered to be a benefit.

- 12.3 Subject to a landscape condition to secure this planting, the proposal would accord with Local Plan policies 59 and 71 of the Local Plan and the NPPF.

13. Carbon reduction and sustainable design

- 13.1 Policy 28 encourages principles of sustainable construction and seeks that carbon reduction is achieved for new development. Due to the nature of the development, renewable technologies have not been incorporated in the development. The issues of budgetary constraints and the temporary nature of the proposed development are considered reasonable exception as to not request renewable technologies to be provided.

14. Biodiversity

- 14.1 The Environment Act 2021 and the Councils' Biodiversity SPD (2022) requires development proposals to deliver a net gain in biodiversity following a mitigation hierarchy which is focused on avoiding ecological harm over minimising, rectifying, reducing and then off-setting. This approach is embedded within the strategic objectives of the Local Plan and policy 70.
- 14.2 Policy 70 states that proposals that harm or disturb populations and habitats should secure achievable mitigation and / or compensatory measures resulting in either no net loss or a net gain of priority habitat and local populations of priority species.
- 14.3 The application is supported by a Preliminary Ecological Appraisal, A Biodiversity Net Gain (BNG) Metric and BNG assessment.
- 14.4 The application has been subject to formal consultation with the Council's Ecology Officer, who raises no objection to the proposal and recommends several conditions to ensure the protection of species and the estimated biodiversity net gain is delivered.
- 14.5 In consultation with the Council's Ecology Officer, subject to an appropriate condition, officers are satisfied that the proposed development complies with policy 70 of the Local Plan, the Biodiversity SPD 2022, the requirements of the Environment Act 2021 and 06/2005 Circular advice.

15. Water management and flood risk

- 15.1 The site is in Flood Zone 1 and is therefore considered at low risk of fluvial flooding but is at low risk of surface water flooding.
- 15.2 The applicants have submitted a Flood Risk Assessment (FRA) and the Council's Sustainable Drainage Engineer has advised that there are no objection to the proposed development subject to conditions relating to surface and foul water drainage details as well as a condition requiring compliance with the submitted FRA.
- 15.3 Subject to these conditions, the applicants have suitably addressed the issues of water management and flood risk, and subject to conditions the proposal is in accordance with policies 31 and 32 of the Local Plan and NPPF advice.

16. Highway safety and transport impacts

- 16.1 The application site benefits from three individual vehicular accesses which are demarcated by hedgerows at No's 23 and 25, whilst No.27 does not benefit from any formal demarcation.
- 16.2 The proposal does not seek to amend the existing accesses but would create a more formal arrangement of the existing parking arrangements.
- 16.3 Objections have been raised that the proposal would result in parking pressures and highways safety implications. The application site is located in a highly sustainable location and is in walking distance to a number of shops and services as well as being in cycling distance to the city centre of Cambridge. There are also regular bus services which are in walking distance from the site and provide access to the City centre. Due to the nature of the occupancy, it is unlikely that occupiers would have access to a car/vehicle and any parking would likely be occupied by staff and visitors on the site.
- 16.4 The Local Highways Authority have been consulted on the scheme and have not raised any objection subject to conditions relating to times and dates of construction/delivery vehicles over 3.5 tonnes and the submission of a contractors parking plan.

- 16.5 As the proposal would not represent an intensification of the use of the accesses, and subject to the recommended conditions, the proposal would not result in any highways safety concerns or increased parking pressures and the proposal accords with the objectives of Policies 80 and 81 of the Local Plan and is compliant with NPPF advice.

17. Car and cycle provision

Cycle parking

- 17.1 The site at present utilises existing outbuildings for informal cycle storage and has enough space for approx. seven bikes which are not secure.
- 17.2 The proposal seeks to erect more formalised and cycle parking on the site which would provide 18 cycle spaces. The submitted plans indicate that these would be covered and secure.
- 17.3 The Cambridge Local Plan (2018) supports development which encourages and prioritises sustainable transport, such as walking, cycling and public transport. Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with the cycle parking standards as set out within appendix L which for residential development states that one cycle space should be provided per bedroom for dwellings of up to three bedrooms. These spaces should be located in a purpose-built area at the front of each dwelling and be at least as convenient as car parking provision. To support the encourage sustainable transport, the provision for cargo and electric bikes should be provided on a proportionate basis.
- 17.4 Whilst not at the front, the proposal would provide enough cycle parking for all occupiers on the site and as such is a betterment than the existing cycle parking. The proposed cycle parking can be secured through an appropriately worded compliance condition.
- 17.5 The proposed cycle parking is complaint with policy 81 of the Local Plan.

Car parking

- 17.6 The site currently is laid out to provide three off street parking spaces. Kings Hedges Road does not have any parking restrictions.
- 17.7 The proposed amendments to the front landscaping and driveway areas would ensure the retention of these three parking spaces and fire tender access.

- 17.8 As referenced above, due to the nature of the use of the site, it is unlikely that any future occupiers would benefit from the use of a car and therefore increasing car ownership on the site.
- 17.9 Whilst the number of occupiers on the site is increasing, the proposed parking layout and amount is considered to be appropriate to the use and therefore the proposal is compliant with policy 81 of the Local Plan.

18. Residential Amenity

- 18.1 The NPPF and policies 35 and 52 of the Local Plan seek to preserve the amenity of neighbouring and / or future occupiers in terms of noise and disturbance, overshadowing, overlooking, or overbearing and through providing high quality internal and external spaces.
- 18.2 A number of objections have been made regarding excessive noise and disturbance from antisocial behaviour and the intensification of the use of the site as well as safety concerns from antisocial behaviour.
- 18.3 Antisocial behaviour in itself is not a material planning consideration however, excessive noise and disturbance from the use of the site as well as fear of crime are material considerations.

Excessive Noise and Disturbance.

- 18.4 Third party representations have raised concerns that the proposal would result in excessive noise and disturbance from the intensification of the use of the site.
- 18.5 The supporting planning statement indicates that there are 12 residents within the existing three HMO properties at present and they have full access to the rear garden as existing. The proposal would result in an additional five units on the site for a maximum of five persons. There would also be a modular office on the site for staff, although this is not manned 24/7.
- 18.6 The application is supported by a management plan, which requires all occupiers on site to sign up to a license agreement with a number of rules to curb any noise and disturbance. This limits behaviours and visitors on the site to a maximum of two at any one time and no overnight stays. A new CCTV system will also be installed.

- 18.7 In addition to this, due to the layout of the site and properties, which includes shared internal and external amenity space for the existing HMO properties as well as shared and private amenity space for each of the modular homes, this would reduce the reliance on the rear garden area to be used by all occupiers at the same time and therefore would limit any potential excessive noise and disturbance.
- 18.8 The Council's Environmental Health Officer has been consulted on the scheme and have raised no objections to the proposal subject to a condition which required compliance with the submitted management plan.
- 18.9 It is therefore considered that whilst the proposal would result in a modest intensification of the use, due to the proposed layout of the properties and the facilities available as well as the restrictions and details contained within the management plan, the proposal is not considered to result in any excessive noise and disturbance and would comply with policy 35 and 52 of the local plan in this regard.

Crime/safety

- 18.10 Objections have been raised regarding safety concerns and the prospect of crime as a result of the proposal. The judgment in *Smith v SoS 2005* indicates that for fear of crime to be a material planning consideration, there has to be some reasonable evidential basis for that fear.
- 18.11 No evidential detail has been provided through third party representations which provide sufficient basis that crime and safety concerns on the site are current and significant.
- 18.12 The Council's Environmental Health Officer has been consulted on the proposal which particularly has also gained the advice of city councils antisocial behaviour and nuisance team and there are no recorded complaints to any Environmental Health team apart from the accumulation of rubbish in January 2024.
- 18.13 Therefore as there have been no evidenced events of crime happening as a result of the current use of the site, the proposed development is not considered to meet the necessary tests for a fear of crime to be a relevant material consideration for this application.
- 18.14 Objections have been received regarding a loss of privacy from the proposal to adjacent neighbouring occupiers and overshadowing impacts.

Due to the separation distance between the proposal as well its scale and design, the proposal is not considered to result in any loss of light, privacy, outlook or appear overbearing or overshadowing to any neighbouring occupier.

Future occupants

- 18.15 Policy 50 of the Cambridge Local Plan (2018) requires all new residential units to meet or exceed the Government's Technical Housing Standards – Nationally Described Space Standards (2015).
- 18.16 The gross internal floor space measurements for units in this application will be approx. 32.sqm. Officers acknowledge that the modular homes would be slightly below the internal space standard set out in policy 50. However, the proposed units fall within specialist housing for homeless people under the Housing First model. The intension of the proposed modular units is to provide suitable and independent housing for a single occupant. The standard of accommodation is therefore, considered appropriate for the intended users.

Garden Size(s)

- 18.17 Policy 50 of Cambridge Local Plan (2018) states that all new residential units will be expected to have direct access to an area of private amenity space which should be of a shape, size and location to allow effective and practical use of the intended occupiers. Each unit will have a small patio/balcony area providing outdoor private area for each occupier. Again this is considered appropriate to allow the occupants access to an area of outdoor space.

Accessible design

- 18.18 Policy 51 requires all new residential units to be of a size, configuration and internal layout to enable Building Regulations requirement part M4(2) - accessible and adaptable dwellings to be met. As these are a temporary form of accommodation, it is not considered the pods should be required to meet M4(2) standards.

Summary

- 18.19 The proposal adequately respects the amenity of its neighbours and of future occupants. Subject to conditions, the proposal is compliant with

policies 55, 56, 57 and 59 of the Local plan. The associated construction and environmental impacts would be acceptable in accordance with policies 33, 34, 35 and 36 of the Local Plan.

19. Third party representations

- 19.1 The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response
Lack of consultation	Concerns have been raised regarding a lack of consultation of the proposal. It is not evident from the submission as to whether this relates to the formal application consultation process or a public consultation from the applicant on the proposal. The application has been consulted in accordance with the requirements set out in the Development Management Procedure Order (DMPO).

Table 2 Officer response to third party representations

20. Planning balance

- 20.1 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 20.2 Summary of harm
- 20.3 The proposal would result in an intensification of the use of the site and there is the potential for an impact on the amenity and living conditions of neighbouring occupiers through excessive noise and disturbance. However, the proposal is laid out and designed to ensure there is not a reliance on the external amenity space and that the site is adequately managed in order to ensure any noise and disturbance is kept to a minimum.
- 20.4 Summary of benefits
- 20.5 The proposal will provide five modular pods for homeless people in Cambridge for which there is an acute need. Such facilities are critical for housing homeless people by providing safe and secure accommodation.

The provision of such housing, albeit for a temporary period of 5 years, is afforded significant weight in the overall planning balance.

- 20.6 The proposal would result in a betterment of the existing management of the site including a management plan and additional CCTV which would limit any excessive noise and disturbance from the site. In addition to this, the proposal would ensure more robust boundary treatment and enhancement landscaping which would be a benefit to the character of the site.
- 20.7 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval.

21. Recommendation

- 21.1 **Approve** subject to:
-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

22. Planning conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Prior to first occupation of the first unit, hereby permitted, the Local Planning Authority shall be formally notified in writing of the commencement date and five years from the date of notification the use of the proposed units shall cease, and the units together with associated car and cycle parking shall be removed from site within one month from the cessation of use and the land restored to its former state.

Reason: Due to their modular form, the structures would not be appropriate as permanent units of accommodation, and also to ensure the use does not prejudice the comprehensive redevelopment of the site for housing (policies 3, 35, 55 and 57 of the 2018 Cambridge Local Plan).

4. The proposal, as approved, shall be carried out in accordance with the document titled 'Management Plan for 23-27 Kings Hedges Road, Cambridge, CB24 2QF June 2026' for the lifetime of the development.

Reason: To ensure that the proposal does not result in any excessive noise and disturbance and to protect the amenity and living conditions of any residential neighbouring occupier in accordance with Policies 35, 47, 52, 55 and 56 of the Cambridge Local Plan.

5. No development above ground level shall take place until a scheme of ecological enhancement has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the features to be enhanced, recreated and managed for species of local importance both in the course of development and in the future. The details should include bee lawn, bird and bat boxes and hedgehog gaps. The scheme shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority.

Reason: To conserve and enhance ecological interests. (Cambridge Local Plan 2018 policy 57).

6. No demolition or construction works shall commence on site until a contractors parking plan has been agreed in writing with the Planning Authority. The aim of the plan should be to demonstrate how the developer will control and regulate on street motor vehicle parking for the contractors and sub-contractors undertaking the works.

Reason: in the interests of highway safety (Policies 80 and 81 of the Cambridge Local Plan).

7. No development above ground level, shall commence until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out as approved. These details shall include proposed means of enclosure; bin and cycle storage layout, and pedestrian access and

circulation areas; hard surfacing materials. Soft Landscape works shall include native hedge boundary and planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing by the Local Planning Authority. The maintenance shall be carried out in accordance with the approved schedule. Any trees or plants that, within a period of five years after planting, are removed, die or become in the opinion of the Local Planning Authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless the Local Planning Authority gives its written consent to any variation.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development. (Cambridge Local Plan 2018 policies 55, 57 and 59).

8. The bin and bike stores associated with the proposed development, including any planting associated with a green roof, shall be provided prior to first occupation in accordance with the approved plans and shall be retained thereafter. Any store with a flat or mono-pitch roof shall incorporate, unless otherwise agreed in writing by the local planning authority, a green roof planted / seeded with a predominant mix of wildflowers which shall contain no more than a maximum of 25% sedum planted on a sub-base being no less than 80 millimetres thick.

Reason: To ensure appropriate provision for the secure storage of bicycles and refuse, to encourage biodiversity and slow surface water run-off (Cambridge Local Plan 2018 policies 31 and 82)

9. No development, other than demolition, shall commence until a scheme for the provision and implementation of surface water drainage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be fully implemented in accordance with the approved details prior to the occupation of any part of the development or in accordance with an implementation program agreed in writing with the Local Planning Authority.

Reason: To ensure appropriate surface water drainage and prevent the increased risk of flooding (Cambridge Local Plan 2018 policies 31 and 32).

10. Prior to the occupation of the development, the ecological mitigation shall be carried out in full in accordance with the details contained in Preliminary Ecological Appraisal by Arbtech dated 12th August 2025. The ecological measures shall thereafter be retained for the lifetime of the development.

Reason: To conserve and enhance ecological interests. (Cambridge Local Plan 2018, policy 57, 59 and 70)

11. No development, other than demolition, shall commence until a scheme for the provision and implementation of foul water drainage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in full in accordance with the approved details prior to the occupation of any part of the development or in accordance with an implementation program agreed in writing with the Local Planning Authority.

Reason: To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage (Cambridge Local Plan 2018, policies 32 and 33).

12. Prior to the installation of any artificial lighting in any phase, an ecologically sensitive artificial lighting scheme for that phase shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the baseline condition of lighting, any existing and proposed internal and external artificial lighting of the site in that phase and an artificial lighting impact assessment with predicted lighting levels. The scheme shall:

- a) include details (including luminaires, fittings and any shrouds) of any artificial lighting on the site and an artificial lighting impact assessment with predicted lighting levels at the site boundaries;

- b) unless otherwise agreed, not exceed 0.4 lux level (against an agreed baseline) on the vertical plane at agreed locations;

- c) detail all building design measures to minimise light spillage;

- d) set out a monitoring and reporting regime for the lighting scheme.

The approved lighting scheme shall be fully installed, maintained and operated in accordance with the approved details. The scheme shall be retained as such thereafter.

Reason: To fully conserve and enhance ecological interests (Cambridge Local Plan 2018 policies 57, 59 and 70).

13. Demolition, construction or delivery vehicles with a gross weight in excess of 3.5 tonnes shall only service the site between the hours of 09.15hrs -16.00hrs, Monday to Friday.

Reason: in the interests of highway safety (Policy 80 and 81 of the Cambridge Local Plan).

14. Prior to the occupation of any part of the development, the mitigation and protection measures, as set out in the Drainage Statement, Land to the rear of 23-27 Kings Hedges Road, Cambridge, CB24 2QF shall be fully carried out and shall be retained as such thereafter.

Reason: To prevent the increased risk of flooding (Cambridge Local Plan 2018, policy 32).

Biodiversity Net Gain Condition

Development may not be begun unless:

- (a) a biodiversity gain plan has been submitted to the planning authority, and
- (b) the planning authority has approved the plan.

Reason: To ensure compliance with Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021).

Biodiversity Net Gain Informative

Biodiversity net gain is a way of creating and improving biodiversity by requiring development to have a positive impact ('net gain') on biodiversity.

In England, biodiversity net gain is required under a statutory framework introduced by [Schedule 7A of the Town and Country Planning Act 1990 \(inserted by the Environment Act 2021\)](#). This statutory framework is referred to as 'biodiversity net gain' in Planning Practice Guidance to distinguish it from other or more general biodiversity gains.

Under the statutory framework for biodiversity net gain, subject to some exceptions, every grant of planning permission is deemed to have been granted subject to the condition that the biodiversity gain objective is met (“the Biodiversity Gain Condition”). This objective is for development to deliver at least a 10% increase in biodiversity value relative to the pre-development biodiversity value of the onsite habitat. This increase can be achieved through onsite biodiversity gains, registered offsite biodiversity gains or statutory biodiversity credits.

The biodiversity gain condition (as set out above at the end of this decision notice) is a pre-commencement condition: once planning permission has been granted, a Biodiversity Gain Plan must be submitted to and approved by Cambridge City Council (the local planning authority) before commencement of the development. There are exemptions, transitional arrangements and requirements relating to irreplaceable habitat which disapply the condition from certain planning permissions, as well as special modifications for planning permissions for phased development and the treatment of irreplaceable habitats.

In the opinion of the Local Planning Authority, the approved development is engaged by paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990, is subject to the statutory Biodiversity Gain Condition and none of the statutory exemptions or transitional arrangements are considered to apply.

The effect of section 73D of the Town and Country Planning Act 1990

If planning permission is granted on an application made under section 73 of the Town and Country Planning Act 1990 (application to develop land without compliance with conditions previously attached) and a Biodiversity Gain Plan was approved in relation to the previous planning permission (“the earlier Biodiversity Gain Plan”) there are circumstances when the earlier Biodiversity Gain Plan is regarded as approved for the purpose of discharging the biodiversity gain condition subject to which the section 73 planning permission is granted.

Those circumstances are that the conditions subject to which the section 73 permission is granted:

- i. do not affect the post-development value of the onsite habitat as specified in the earlier Biodiversity Gain Plan, and
- ii. in the case of planning permission for a development where all or any part of the onsite habitat is irreplaceable habitat the conditions do not change the effect of the development on the biodiversity of that onsite habitat (including any arrangements made to compensate for any such effect) as specified in the earlier Biodiversity Gain Plan.

Advice on information required to discharge Biodiversity Gain Condition

A Biodiversity Gain Plan to secure at least 10% increase in biodiversity value relative to the predevelopment biodiversity value of the onsite habitat as per the statutory condition as set out on this Decision Notice must be submitted to the Local Planning Authority and approved before the development can commence. In order to discharge the condition, the following information will be required:

-details of purchase and monitoring of the offsite biodiversity units, a biodiversity metric for the site, costings and evidence of appropriate legal agreements to guarantee delivery of ongoing habitat management requirements specifically:

- i. Identification of receptor site or sites with associated plans;
- ii. Details of the offsetting requirements of the development in accordance with current DEFRA biodiversity metric;
- iii. The provision of evidence of arrangements to secure the delivery of offsetting measures, including a timetable of delivery; and
- iv. A Management and Monitoring Plan, to include for the provision and maintenance of the offsetting measures for a period of not less than 30 years from the commencement of the scheme and itself to include:
 - a) Description of all habitat(s) to be created / restored / enhanced within the scheme including expected management condition and total area;
 - b) Review of Ecological constraints;
 - c) Current soil conditions of any areas designated for habitat creation and detailing of what conditioning must occur to the soil prior to the commencement of habitat creation works;
 - d) Detailed design and working methods (management prescriptions) to achieve proposed habitats and management conditions, including extent and location of proposed works;
 - e) Type and source of materials to be used, including species list for all proposed planting and abundance of species within any proposed seed mix;
 - f) Identification of persons responsible for implementing the works;
 - g) A timetable of ecological monitoring to assess the success of all habitats creation / enhancement.
 - h) The inclusion of a feedback mechanism to the Local Planning Authority, allowing for the alteration of working methods / management prescriptions, should the monitoring deem it necessary.
 - i) Evidence that appropriate arrangements are in place to ensure the Council is funded to monitor the proposed biodiversity gain from the site(s) proposed over a period of 30 years. This would normally be in the form of a freestanding S106 agreement with a biodiversity provider which has already secured on-going monitoring contributions for the Council.

Commencing development which is subject to the biodiversity gain condition without an approved Biodiversity Gain Plan could result in your development becoming subject to enforcement action.

Greater Cambridge Shared Planning offer pre-application guidance regarding Biodiversity Net Gain here: [Biodiversity Net Gain Advice \(greatercambridgeplanning.org\)](https://greatercambridgeplanning.org)

Background papers:

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Plan 2018
- South Cambridgeshire Local Development Framework SPDs

This page is intentionally left blank



26/01309/FUL – 49 New Square Cambridge Cambridgeshire, CB1 1EZ

Application details

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Market

Proposal: Single storey dwelling with basement, garden and off-street car parking on the land adjacent to No. 49 New Square

Applicant: Dr Carrie Herbert

Presenting officer: Charlotte Peet

Reason presented to committee: Third party representations

Member site visit date: N/A

Key issues:

1. Principle of Development
2. Heritage Assets
3. Character and Appearance

Recommendation: Refuse, for the following reasons:

1. The existing site makes a distinct and positive contribution to the character and appearance of the locality due to its open and undeveloped nature. By reason of its siting, scale, height and overall form, the proposed dwelling

would appear as an incongruous and overly dominant feature that would erode the site's contribution to local character and result in harm to the character and appearance of the area. The proposal is contrary to Policies 52, 55, 56, 57 and 59 of Cambridge Local Plan (2018) which seek to ensure that development responds appropriately to its context, is of a high quality, that reflects or successfully contrasts with existing building forms and materials.

2. The open and undeveloped character of the garden, together with its enclosing walls, makes a positive contribution to the significance and setting of these designated heritage assets. By reason of the introduction of built development and the partial removal of the garden walls, the proposal would erode this contribution and result in harm to the significance of the No. 49 New Square and Nos. 2-17 Willow Walk and the character and appearance of the Kite Conservation Area. The public benefits arising from the proposal are insufficient to outweigh the identified harm. The proposal therefore fails to preserve the setting of listed buildings and fails to preserve or enhance the character and appearance of the Conservation Area, contrary to Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy 61 of the Cambridge Local Plan (2018), and Policies HE4, HE5, HE6 and HE9 of the National Planning Policy Framework (2026).

Report contents

Document section	Document heading
1.	Executive summary
2.	Site description and context
3.	The proposal
4.	Relevant site history
5.	Policy
6.	Consultations
7.	Third party representations
8.	Member representations
9.	Local groups / petition
10.	Planning background
11.	Assessment
12.	Principle of development
13.	Heritage assets
14.	Design, layout, scale and landscaping
15.	Trees
16.	Carbon reduction and sustainable design
17.	Biodiversity
18.	Water management and flood risk
19.	Highway safety and transport
20.	Cycle and car parking provision
21.	Amenity
22.	Third party representations
23.	Other matters
24.	Planning balance

25.	Recommendation
26.	Planning conditions

Table 1 Contents of report

1. Executive summary

- 1.1 The application seeks permission for single storey dwelling with basement, garden and off-street car parking on the land adjacent to No. 49 New Square.
- 1.2 The application follows a previous application for a single dwelling in the garden of 49 New Square (ref. 25/03078/FUL & 25/03079/LBC). This application was considered at Planning Committee 03 December 2025, where it was resolved to refuse planning permission in accordance with the Officer recommendation due to the identified harm to heritage assets and impact to the character of the area. The proposal has since been amended in attempt to address these reasons, through reducing the height and size and altering the appearance of the dwelling at ground level.
- 1.3 The proposal would however continue to over dominate the garden space which contributes positively to the character of the area and adversely impact heritage assets. By virtue of the siting, height and scale the proposal is considered to result in moderate harm to the character and appearance of the Kite Conservation Area and the setting of No. 49 New Square and low harm to the setting of Nos. 2-17 Willow Walk. The public benefits are limited and are not considered to outweigh this harm.
- 1.4 The proposal would contribute a single dwelling which meets policy requirements relating to accessibility and biodiversity, it would also use renewable technology to exceed policy requirements. These limited benefits are not considered to outweigh the harm. Officers recommend that the Planning Committee refuse the application.

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	Object	13.8-13.20

County Highways Development Management	No objection	19.2
Ecology Officer	No objection	17.2
Environmental Health	No objection	21.11
Tree Officer	No objection	15.2
Third Party Representations	8 objections 10 supportive comments	Through relevant sections of report.

Table 2 Consultee summary

2. Site description and context

- 2.1 The application site is located centrally within the City, it fronts onto New Square protected open space and is a short walk from primary shopping routes including Fitzroy and Burleigh Street.
- 2.2 As existing the site hosts No. 49 New Square which is a single residential dwelling and surrounding garden land. The host dwelling is a three storey, grade II listed building that sits as a prominent building on the corner of New Square and Short Street.
- 2.3 It is accessed by an existing vehicular access from Willow Walk and there is pedestrian access from New Square.
- 2.4 The application falls with the Kite Conservation Area. The application is within the setting of the No. 49 New Square (grade II listed). The site is in close proximity to Nos 1-48 New Square, Nos 2- 17 Willow Walk and Wesley Church (grade II listed).
- 2.5 The proposal is within the city centre and protected parking area.

3. The proposal

- 3.1 The application seeks permission for a single storey dwelling with basement, garden and off-street car parking on the land adjacent to No. 49 New Square.

4. Relevant site history

Reference	Description	Outcome
25/03078/FUL	Single storey dwelling with garden and off-street car parking, on the land adjacent to No. 49 New Square.	Refused 5 th December 2025
25/03079/LBC	Single storey dwelling with garden and off street car parking, on the land adjacent to No. 49 New Square.	Refused 5 th December 2025

Table 2 Relevant site history

- 4.1 The application follows previous applications for a single dwelling in the garden of 49 New Square (ref. 25/03078/FUL and 25/03079/LBC).
- 4.2 These application were considered at Planning Committee 03 December 2025, which resolved to refuse planning permission in accordance with the Officer recommendation due to the identified harm to heritage assets and the character of the area. The proposal has since been amended in attempt to address these reasons, the details of which are outlined in the report.

5. Policy

5.1 National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

Technical Housing Standards – Nationally Described Space Standard (2015)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

5.2 Draft Greater Cambridge Local Plan 2024-2045 (Regulation 19 Proposed Submission)

5.3 The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.

5.4 The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.

5.5 In line with Policy DM4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.

5.6 Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.

5.7 Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026.

5.8 Cambridge Local Plan (2018)

Policy 1: The presumption in favour of sustainable development

Policy 3: Spatial strategy for the location of residential development

Policy 10: The City Centre

Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use

Policy 31: Integrated water management and the water cycle

Policy 32: Flood risk

Policy 34: Light pollution control

Policy 35: Protection of human health from noise and vibration

Policy 36: Air quality, odour and dust

Policy 50: Residential space standards

Policy 51: Accessible Homes
Policy 52: Protecting garden land and the subdivision of existing dwelling plots
Policy 55: Responding to context
Policy 56: Creating successful places
Policy 57: Designing new buildings
Policy 58: Altering and extending existing buildings
Policy 59: Designing landscape and the public realm
Policy 61: Conservation and enhancement of Cambridge's historic environment
Policy 62: Local heritage assets
Policy 80: Supporting sustainable access to development
Policy 82: Parking management

5.9 Supplementary Planning Documents (SPD)

Biodiversity SPD – Adopted February 2022

Sustainable Design and Construction SPD – Adopted January 2020

Cambridgeshire Flood and Water SPD – Adopted November 2016

The Greater Cambridge Planning Obligations SPD – Adopted April 2026

5.10 Other guidance

Greater Cambridge Housing Strategy 2024 to 2029

Cambridgeshire Design Guide For Streets and Public Realm (2007)

Cycle Parking Guide for New Residential Developments (2010)

5.11 Area Guidelines

Kite Area Conservation Area Appraisal (2014)

6. Consultations

Publicity

Neighbour letters – Y

Site Notice – Y

Press Notice – Y

Conservation Officer- Object

- 6.1 The proposal will harm the setting of No 49 New Square and fails to preserve or enhance the character of the conservation area.
- 6.2 The house is unusual for both its height and orientation and the spacious garden around it. The garden forms a unique part of the setting and makes a significant positive contribution to the listed building and the surrounding Conservation Area.
- 6.3 Proposals for a single storey dwelling to be built within the curtilage of the listed building have been subject to two pre-applications in 2014 and 2020 and a refused application earlier this year. The conservation team objected to both pre-applications and previous planning application on the basis that development in the garden of No 49 will result in harm to the setting of the listed building and, by reducing the unique open garden and sense of openness, harms the character of the conservation area.
- 6.4 The new building has been reduced in footprint and repositioned in the site. The new building has been designed with a flat green roof, this proposal is an improvement on the previous scheme with a reduced amount of built form visible above the existing wall and the sole use of brick is positive.
- 6.5 This proposed dwelling in its new position sits alongside the development at No 48 creating a continuation of built form would remove the open aspect across the garden, harming the setting of No 49 and the conservation area character.

County Highways Development Management - No Objection

- 6.6 The effect of the proposed development upon the Public Highway should be mitigated if the following conditions form part of any permission that the Planning Authority is minded to issue in regard to this proposal:
- Falls and levels
 - Residents permit

Ecology Officer- No Objection

- 6.7 The BNG report has provided evidence that a minimum 10% biodiversity net gain cannot be achieved on site; however, the report has

recommended that off-site credits are purchased. This is acceptable and the statutory biodiversity net gain condition can be applied.

- 6.8 Recommended conditions:
- Ecology enhancement
 - Green roofs
 - Protection of breeding birds

Sustainable Drainage Officer - No Objection

- 6.9 The site lies in flood zone 1 and is identified as in an area of very low (over 1 in 1000) surface water flood risk.
- 6.10 The site proposes a SuDS-compliant surface water drainage strategy, alongside a green roof system, to attenuate rainwater runoff. Foul water will connect to the existing foul water mains.
- 6.11 Recommended conditions:
- Surface water
 - Foul water

Tree Officer - No Objection

- 6.12 An Arboricultural Impact Assessment (AIA) has been supplied and shows the presence of 7 specimens that have the potential to form a constraint on the scheme. These have been categorised as 2 category B trees and 5 category C trees with the removal of T1 required to facilitate the proposal. Impacts from the scheme are limited to the root protection encroachment of T2 from the associated building and its been outlined that mitigation for this will be presented within an Arboricultural Method Statement and Tree Protection Plan.
- 6.13 Recommended conditions:
- Arboricultural Method Statement and Tree protection Plan.

7. Third party representations

- 7.1 18 representations have been received, 10 in support, 8 in objection.
- 7.2 Those in objection have raised the following issues:
- Character, appearance and scale
 - Heritage impacts
 - Construction impacts

- Highway safety
- Loss of biodiversity
- Impact on and loss of trees
- Drainage and flooding
- Accessibility
- Construction impacts

7.3 Those in support have given the following reasons:

- Precedent
- Cohesive design approach
- Preserve street scene
- High sustainability
- Support landscaping
- Preserve Conservation Area
- No amenity harm
- Ecological improvement
- Good use of site
- Accessibility supported

7.4 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations

8.1 None.

9. Local Groups

9.1 Cambridge Past, Present & Future have objected to the application, and raised the following issues:

- Heirtage impacts
- Scale, Massing, and Spatial Impact
- Trees impacts

10. Planning background

10.1 This application follows one formal application, and historic pre-application attempts to build a single dwelling within the garden of No. 49 New Square.

- 10.2 The formal applications were considered at Planning Committee 03 December 2025, and it was resolved to refuse the applications following Officer recommendation due to the impact to the listed buildings and character and appearance of the Conservation Area and character.
- 10.3 This application follows these applications and seeks to address these reasons.

11. Assessment

- 11.1 From the consultation responses and representations received and from an inspection of the site and the surroundings, the key issues are:
- Principle of development
 - Heritage Matters
 - Design, layout, scale and landscaping
 - Trees
 - Carbon reduction and sustainable design
 - Biodiversity
 - Water management and flood risk
 - Highway safety and transport impacts
 - Car and cycle parking
 - Amenity
 - Third party representations
 - Other matters
 - Planning balance
 - Recommendation

12. Principle of Development

- 12.1 Policy S4 of the NPPF (2026) states that development proposals within settlements should be approved unless the benefits of doing so would be substantially outweighed by any adverse effects.
- 12.2 Policy 3 seeks to focus residential development in and around the urban area of Cambridge, creating strong, sustainable, cohesive and inclusive mixed-use communities.
- 12.3 Policy 10 seeks to protect the viability of the town centre and ensure development would not adversely impact the town centres heritage or design quality.
- 12.4 Policy 52 allows for the subdivision of existing dwelling plots where the criteria in the policy would be met.

- 12.5 The application seeks to subdivide the garden land at No. 49 New Square to erect a new single storey dwelling. The new dwelling would be sited in a sustainable location, however, would fail to preserve heritage assets and preserve the character and appearance of the area. The proposed dwelling is not considered to be of appropriate to the surrounding pattern of development and character of the area and would result in the loss of an important garden space. As such the proposal is considered contrary to Policy S4 of the NPPF (2026) and Policies 10 and 52 of the Cambridge Local Plan (2018) and is therefore unacceptable in principle.

13. Heritage assets

- 13.1 The application falls within the Kite Conservation Area. The application is within the setting of No. 49 New Square (grade II listed). The site is in close proximity to Nos. 1-48 New Square, Nos. 2- 17 Willow Walk and Wesley Church (grade II listed).
- 13.2 No 49 New Square was built in 1845, it is a grade II listed building that comprises a three-storey gault brick house within a prominent corner plot between New Square, Short Street and Willow Walk. The property is unusual and distinctive for its height, orientation and the spacious garden around it compared to the two storey terrace properties which are generally built hard up the pavement or have small front gardens only. It is noted within the Kite Conservation Area Appraisal (2014) as an exception to the two storey uniform terraces. The garden forms an essential and unique part of the setting and makes a significant positive contribution to the listed building at No. 49 and Willow Walk and the surrounding Conservation Area.
- 13.3 The application follows a previous application for a single dwelling in the garden of No. 49 New Square (ref. 25/03078/FUL). This application was considered at Planning Committee 03 December 2025, which resolved to refuse planning permission in accordance with the Officer recommendation due to the identified harm to heritage assets and the character of the area. The reason on heritage read as follows:

“The proposal site is located within the setting of No. 49 New Square, Nos 2- 17 Willow Walk and within the Kite Conservation Area. The garden of No. 49 New Square makes an essential and unique contribution to the setting of the listed buildings and Kite conservation area. The proposed built form would remove the open aspect of the garden, remove and truncate the walls and result in an overly oppressive and cramped form adjacent to the listed building at No. 49 New Square. The proposal is contrary to Policy 61 of the Cambridge

Local Plan (2018) which seeks to preserve heritage assets and their setting and paragraphs 207, 212, 213 and 214 of the NPPF (2024).”

- 13.4 The previous refusal is a material consideration in the determination of the current application, and in the interests of consistency, the proposal should demonstrate how it has addressed the previous reasons for refusal.
- 13.5 The proposal presents a re-designed single dwelling, the Design and Access Statement sets out that the height and massing of the dwelling has been reduced, increasing the gap between the new structure and the existing listed dwelling. This has been achieved through setting the accommodation across two floors, one at ground level and one at lower ground level.
- 13.6 In comparing the previous scheme, the previous scheme had a larger site area, taking up an increased proportion of the garden space (ref. 25/03078/FUL & 25/03079/LBC). It was designed across one level with two linear wings set within an irregular H-shape. The built form filled the eastern part of the garden and spanned from the eastern boundary of the site to the eastern elevation of the dwelling, with an approximate width of 13.5 metres. The primary roof form was hipped roofs across the linear wings of the dwelling, the ridge height measured approximately 3.7 metres, and the eaves height was approximately 2.9 metres. The ridge roughly aligned in height with the adjacent structure visible from New Square at No. 48.
- 13.7 The new scheme reduces the extent of built form at ground level, although still takes up a significant portion of the eastern garden space. The width of the new built form has been reduced to approximately 10.4 metres with a minor separation to the eastern boundary and an increased gap between the listed building and rear section of approximately 7 metres. The proposal contains a flat, green roof which measures a height of 3.1 metres. The form has changed and is now an L-shaped building at ground floor, supporting the separation to the main house. The materials are now brick; the previous zinc roof has been removed.
- 13.8 The Conservation Officer has been formally consulted on the application, and objects to the application. They acknowledge that the scheme makes positive improvements both through the reduction in footprint and height, alternation of form and change in materials. They explain that in their view the lower height, separation from the listed building and the reduction of the zinc roof is a positive change as it would alter the height and appearance which were previously considered out of keeping.

- 13.9 However, the Conservation Officer continues to outline that the proposal would result in harm although this has been reduced from substantial harm to less-than-substantial harm due to the improvements outlined above. The Conservation Officer explains that notwithstanding the improvements, the proposal would create a continuation of built form and would remove the open aspect across the garden which forms unique part of the setting and makes a significant positive contribution to the listed building and the surrounding Conservation Area.
- 13.10 It is noted that since the comments made by the Conservation Officer, the NPPF (2026) has been updated and removed the category of 'less-than-substantial harm' and now gives regard to 'harm' or 'substantial harm'. Officers have considered the comments in light of this change, and find that the impact would continue to constitute harm, but this is not considered to be substantial.
- 13.11 The existing garden provides an open, verdant and unique space which makes a significant positive contribution to the listed building and the surrounding Conservation Area. It supports the legibility of the listed building as a distinct and unique building within a spacious plot, separate from the terrace properties in the locality. It also positively informs the surroundings as it helps to signify the traditional development pattern which consists predominantly of terrace properties built hard against the pavement and the distinct punctuation from No. 49 New Square. The space supports the development pattern within this part of the Conservation Area which underpins the significance of the listed building within the site and those along Willow Walk. As such, to fill a large portion of the garden between the main house and the neighbouring built form would compromise the open and distinct characteristics of the site and result in harm to the heritage assets.
- 13.12 Part (d) of Policy 61 and Policy HE5 (1) of the NPPF require sufficient information to be submitted to assess the significance of an asset and the potential impact. The original Heritage Statement did not consider the impact to the significance of the listed building, which is concerning given the previous refusal on the basis of high levels of heritage harm. The applicant has since submitted additional in attempt to address this.
- 13.13 Historic England's Good Practice Advice Note 3 on the Setting of Heritage assets highlights that a settings' importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance. The applicant's statement sets out that the garden's significance lies principally in its curtilage function expressing the

domestic nature of the building, rather than an absolute requirement for openness or absence of built form. This does not adequately assess the contribution that the garden makes to the significance of the listed building, nor the extent to which the proposed development would affect that significance. As such, Officers consider the assessment to be inadequate.

- 13.14 As described above, the garden is considered an important part of the setting of this building, because it contributes to the distinct and unique impression of the dwelling which is an important part of its significance. As above, the garden space also contributes to the historic spatial pattern of development and therefore supports the significance of the properties on Willow Walk and the Kite Conservation Area.
- 13.15 Officers agree with the Conservation Officer that this development would compromise the setting and therefore harm the significance of the dwelling. The Heritage Statement seeks to justify the development through outlining that a small section of the garden was formerly used as car parking. A small section of car parking at the northern side of the site, does not represent a comparable development. Historically this space has remained undeveloped to the benefit of the significance of the dwelling and the character and appearance of the Conservation Area.
- 13.16 The proposal would also truncate the garden wall at the rear which currently encloses the garden to help to inform the setting of No. 49 and its garden. The extent of removal has been reduced, it appears that the north to south wall is retained, however the wall at the rear of the property would continue to be partially removed for parking access. This section of the wall to be removed is modern as it was replaced in 2002, however the wall is physically attached to the listed building and contributes positively to its setting, enclosure and significance.
- 13.17 The enclosed garden and formal wall also makes a positive contribution to the setting of the properties on Willow Walk and the character of the Conservation Area. Therefore, to partially remove these walls adversely impacts the setting and significance of the listed buildings and the character and appearance of the Conservation Area.
- 13.18 It is noted that several objections to the proposal have been received, these raise similar concerns that the proposal would compromise the spatial qualities of this part of the street scene. They suggest the proposal would diminish the open and undeveloped nature of the site, and Officers are minded to agree with this assessment.

- 13.19 It is noted that some of the third party representation suggest the building would not adversely impact the heritage assets, as it would be low in height and well designed. The lower height and improved design are noted, however the proposal would continue to occupy a significant proportion of the garden, dominating the open space around the existing dwelling that forms an important part of its significance.
- 13.20 The third party comments also suggest that that garden would lend itself to subdivision due to the existing walls within the garden. Whilst the garden contains garden walls within, the land around the dwelling and the spatial separation between the main house and adjacent development contribute to its significance. The garden walls form part of garden paraphernalia and does not compromise the overall open character that can be viewed from outside the site above the boundary walls. As such, whilst the site is divided by these walls they do not justify the proposed development.
- 13.21 Policy HE6 (1) of the NPPF (2026) sets out that substantial weight should be given to the asset's conservation and that any harm should require clear and convincing justification. Policy HE6 (3-4) sets out that a development proposal that will lead to any harm to a designated heritage asset will be a matter of considerable importance and weight and where harm would result the effect on the asset and its significance should be weighed against any public benefits resulting from the proposal. Policy HE9(1)(a) sets out that development proposals should retain and conserve buildings and other features which make a positive contribution to the character or appearance of the conservation area where possible.
- 13.22 The proposal results in moderate harm to the setting of No. 49 New Square and character and appearance of the Conservation Area and low harm to the setting of Nos. 2-17 Willow Walk. This is not justified by the information submitted with the application. The Heritage Statement attempts to justify the approach, through the applicant's description of a former car parking space adjacent to the Conservatory. Officers agree with the Conservation Officer, that this is not a convincing justification for the imposition of a dwelling in this location.
- 13.23 In terms of public benefits, the applicant argues that the provision of a single dwelling outweighs the identified harm. Whilst the proposal would make a limited contribution to the city's housing stock, the Council can currently demonstrate an up-to-date housing land supply and is therefore able to meet its identified housing needs. Consequently, only limited weight can be attributed to this benefit.

- 13.24 It is noted that third party in support of the application outline that benefits would amount due to creating an accessible dwelling fit for the needs of the applicant. Whilst the provision of an accessible dwelling is acknowledged, accessibility standards are a requirement of planning policy and are expected to be incorporated into new residential development. The provision of housing for the applicant is a private benefit. As such, accessibility would carry limited weight as a public benefit.
- 13.25 Third party comments also suggest that the sustainability of the dwelling and potential ecological improvements would be a benefit of the scheme. It is acknowledged that the proposed dwelling exceeds carbon reduction targets, however given the limited scale of development this can be given limited weight as a public benefit. The proposal would meet the statutory requirement for biodiversity through off-site purchase, as such, this can only be given very limited weight as a public benefit.
- 13.26 Given the statutory duty, under Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the substantial weight to be given to an assets conservation in the NPPF, the harm to the character and appearance of the Kite Conservation Area, the setting of No. 49 New Square and No. 2-17 Willow Walk is not outweighed by these public benefits.
- 13.27 It is therefore considered that the proposal would result in unjustified harm to the significance of designated heritage assets, including the setting of No. 49 New Square and Nos. 2-17 Willow Walk, and would fail to preserve or enhance the character and appearance of the Kite Conservation Area. The proposal is therefore contrary to the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy 61 of the Cambridge Local Plan (2018), and the National Planning Policy Framework (2026).

14. Design, layout, scale and landscaping

- 14.1 The proposed development seeks to erect a single storey dwelling with garden and off street car parking, on the land adjacent to No. 49 New Square.
- 14.2 As outlined in the previous section, this application follows a previous scheme for a single dwelling that was refused by Planning Committee for reasons based on heritage and character impact (ref. 25/03078/FUL). This is material consideration in the determination of the application. The character reason read as follows:

“The existing site makes a distinct and positive contribution to the character and appearance of the locality due to its open and undeveloped nature. By virtue of the proposed dwelling's siting, size, design and appearance, it would diminish these positive qualities and adversely impact the character and appearance of the area. The proposal is contrary to Policies 52, 55, 56, 57 and 59 of Cambridge Local Plan (2018) which seek to ensure that development responds appropriately to its context, is of a high quality, that reflects or successfully contrasts with existing building forms and materials.”

- 14.3 As existing, the proposal site forms a positive part of the locality owing to its heritage significance and positive character features such as the open, verdant nature of the garden which is unique in this location. The host dwelling was a later addition in this location; the 19th century terrace properties were erected to line the green space in uniform and formal frontage. The host dwelling followed in later years to provide a unique punctuation to the properties at the northern edge of New Square. The property is unique due its form, three bays wide and three storeys high, and its garden space which other dwellings in this location do not benefit from.
- 14.4 As outlined in the previous section, the proposal layout and design has been amended to reduce the height, decrease the proximity to the main dwelling and alter the form and materials following the previous applications (ref. 25/03078/FUL & 25/03079/LBC). These are considered to be positive changes that reduce the impact of the proposed dwelling on the surroundings, however the proposal would continue to detrimentally impact the character and appearance of the area and the host dwelling. The proposal would insert a single storey dwelling into the existing open garden area, destroying the open nature of this space and dominating the garden.
- 14.5 The proposal would continue to extend above the existing boundary wall and so be visible from both New Square and Willow Walk despite the reduced height. This space is currently viewed as open and green, would be overtaken with a new, modern built form that would extend across the garden and dominate the open gap.
- 14.6 Whilst the reduced height and amended materiality do result in a reduction in the prominence of the building, the dwelling would continue to be visible from public views as modern dwelling stretching across the site and completely compromising the open nature of the site and the distinct separation of the dwelling. Third party comments continue to raise concerns about the impact to the street scene, and Officers agree. The

proposal would be visible above the boundary walls and add built form into a positive, open space. They also highlight the open space as unique and therefore should be protected. It is considered that part of what make the site positive and special in this setting is its unique and distinct qualities that would be diminished by the proposal.

- 14.7 The Design and Access Statement places the building in the context of the modern building at No. 48 New Square and seeks to echo the eaves level to justify the proposed dwelling. This approach does not overcome the previous concerns raised about the impact to the open garden space and does give appropriate reflection to the historic context and character of No. 49 as a unique part of the locality.
- 14.8 The application associated with the development at No. 48 demonstrates that there were material differences between No. 48 and the application site. No. 48 forms part of the terrace row, and does not have the same unique spatial qualities at No. 49. The historic maps highlight that there were historically buildings at the northern edge of the site which were later developed into a car parking. A garage also remained at the front of the site when the development was submitted. As such, the development roughly replicated the footprints where buildings have already been established on the site. In this case, the garden has not been previously occupied by building, and the open and unoccupied nature of the garden is what gives a positive impressive within the surroundings and supports the significance of the house. The development at No. 48 has been taken into account, however, there are clear differences resulting including the harm that would result.
- 14.9 The applicant has referred to a number of small-scale residential developments within garden sites elsewhere in the city, suggesting that development can be accommodated within residential gardens without resulting in harm to heritage assets. However, each application must be determined on its own merits, having regard to the specific characteristics of the site and assessed against the relevant policies of the development plan. In this instance, Officers consider that the proposal would result in harm to the significance of designated heritage assets. Consequently, the proposal must be assessed in accordance with the relevant provisions of the NPPF, including the requirement to weigh any identified heritage harm against the public benefits of the proposal.
- 14.10 A third party comment has raised concerns that the development of this site in this manner would create a precedent for development of gardens within this area. A planning decision can form a material consideration in the determination of future applications, however each application would

still have to be judged on its own merits in accordance with the development plan.

- 14.11 Public comments have also provided the development with positive feedback, suggesting the dwelling is well designed and sensitive to the historic environment. Officers acknowledge the improved design, however, continue to find harm in the siting of the dwelling in this location. Whilst the comments suggest the separation of the garden lends itself to two distinct sites, historically the garden always sat within the ownership of No. 49 New Square and was not divided. Whilst there are internal garden walls, this does not compromise the gap in the same light as the proposed dwelling.
- 14.12 Overall, the proposed development does not respond positively to the local character and landscape and would adversely impact the townscape. The proposal is contrary to policies 55, 56, 57 and 59 of the Local Plan and the NPPF (2026).

15. Trees

- 15.1 The application is accompanied by an Arboricultural Impact Assessment (AIA), this outlines that the proposal would largely maintain the trees on site, however, would require removal of T1 (grade C) to facilitate the development. The AIS also shows that crown lifting and development within root protection zone of tree T2 (grade C2/B) would take place. The AIA explains that this would result in an encroachment of 1.8% which is deemed immaterial to the tree vitality.
- 15.2 This has been considered by the Council's Tree Officer. They have no objection to the principles set out with the scheme, however, request further details on foundations, utilities and mitigation for root protection areas will be required through an Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP). It is considered that these documents could be submitted through condition if the application were to be approved.
- 15.3 Cambridge Past Present and Future raise a concern that the proposed construction could compromise trees within the site. The Tree Officer states that the AIA outlines that tree T1 would need to be removed to facilitate the development and the proposal would be sited within the root protection zone of tree T2. The Tree Officer is satisfied that appropriate mitigation for this can be presented in the AMS and TPP to be submitted through condition if permission were to be granted.

- 15.4 Subject to conditions to secure compliance with the submitted information, the proposal would accord with policies 59 and 71 of the Local Plan and the NPPF.

16. Carbon reduction and sustainable design

- 16.1 The application is supported by a Sustainability Statement and Carbon Reduction Statement.
- 16.2 This outlines that the building will seek to comply with the energy hierarchy and provide a fabric first approach to improve insulation and thermal comfort and allow passive cooling. The fabric measures include timber frame with brick outer cladding and 75% natural fibre insulation and triple glazed windows and doors. The proposal will also use renewable energy sources (air source heat pump and solar panels) and a green roof for biodiversity and surface water management.
- 16.3 It is noted that the application includes a basement, which can increase embodied carbon through the removal of soil and use of concrete. It is noted that representations have been received about the environmental impact of this. In this case, however, the applicant has attempted to offset this impact through improvements to embodied carbon at the upper level as outlined above. The applicant has set out that the basement would allow for natural cooling, and therefore is well adapted to a warming climate.
- 16.4 The applicant has set out that the building would achieve 64.1% reduction in operational carbon and 36.4% reduction in embodied carbon and 54.7% reduction in total lifecycle carbon. These figures have been adjusted to take account of the basement proposed, and represent an improvement beyond the standards required in the policy. The applicant explains that water-efficient fixtures and appliances will be installed to minimise water consumption.
- 16.5 Some public comments received support the sustainability of the new dwelling, as do Officers. The proposal would exceed policy requirements for carbon reduction, and this is supported. To ensure compliance with the policy, conditions will be added to any approval to require details of carbon reduction and water efficiency measures.

- 16.6 Another representation raises concerns about the potential environmental harm from construction vehicles. Construction traffic would temporarily increase vehicular movements within this area, however given this development is for a single dwelling only this is not considered to be substantial to result in long term environmental harm.
- 16.7 The applicants have suitably addressed the issue of sustainability and renewable energy and subject to conditions the proposal is compliant with policies 28 and 29 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD 2020.

17. Biodiversity

- 17.1 The application is accompanied by a Biodiversity Net Gain (BNG) small sites metric and summary which sets out that as the proposal would result in a habitat unit loss of 14.04%, however this includes a green roof in a private residential garden which cannot be secured as net gain due to its private nature. As such, the loss may be greater than predicted, however the Ecology Officer is satisfied with the approach for units to be purchased from an off-site provider to meet the required 10% net gain.
- 17.2 The application has been subject to formal consultation with the Council's Ecology Officer, who raises no objection to the proposal and recommends several conditions to ensure the protection of species during construction, ecological enhancement, the green roof and to secure the estimated biodiversity net gain is delivered. These are considered reasonable to secure the enhancement and net gain required and will be attached to any approval given.
- 17.3 It is noted that public comments both support ecological gain on the site and object to ecological losses. The ecological value of the site would reduce as part of the development as set out above, however the green roof and landscaping as an ecological enhancement strategy is supported.
- 17.4 In consultation with the Council's Ecology Officer, subject to an appropriate condition, officers are satisfied that the proposed development complies with policy 70 of the Local Plan, the Biodiversity SPD 2022, the requirements of the Environment Act 2021 and 06/2005 Circular advice.

18. Water management and flood risk

- 18.1 The site is considered to have a very low risk of flooding. The Council's Sustainable Drainage Engineer has advised that subject to conditions foul and surface water can be managed by condition. To ensure these matters are suitably addressed in light of flood risk and environmental pollution, these conditions are considered reasonable.
- 18.2 Representations express concern that excavation of the lower ground floor may alter the water table and result in flooding of nearby basements. Whilst these concerns are noted, the proposal involves a limited extent of excavation associated with the lower ground floor. The Council's Drainage Officer has reviewed the proposal and raises no objection. As such, Officers are satisfied that the proposal would not result in substantial flooding risk.
- 18.3 The applicants have suitably addressed the issues of water management and flood risk, and subject to conditions the proposal is in accordance with policies 31 and 32 of the Local Plan and NPPF advice.

19. Highway safety and transport impacts

- 19.1 The application is located in a central location in the city, it has good connectivity to public transport, the surrounding pedestrian and cycle network and services and facilities. The Connectivity Tool highlighted in NPPF (2026) Policy TR3(2) gives the site a score of 85 which indicates very good connectivity. This siting is supported in accordance with NPPF Policies CC2, TR3 and TR4.
- 19.2 The application would create a new vehicular access to the rear from Willow Walk of the site to allow for one car parking space. It would also provide pedestrian access at the front of the site from Willow Walk. The application has been subject to formal consultation with Cambridgeshire County Council's Local Highways Authority, who raise no objection to the proposal subject to conditions. The recommended condition seeks to ensure that water would not drain onto the adopted highway and is reasonable for addition as to not disrupt the function of the highway.
- 19.3 The applicant has provided tracking for the driveway, and this demonstrates a car can enter and exit the driveway area without conflict with the existing on-street parking spaces on Willow Walk. Given that the driveway is for a single dwelling, vehicular and pedestrian splays are not required by the Highways Authority standards.
- 19.4 The representations received in objection have raised concerns about conflict of the vehicle with cyclists and pedestrians. Officers have

informally consulted with the Local Highways Authority on this matter, they are comfortable that due to the limited additional vehicle movements that there would not be a significant adverse impact to highway safety in this location.

19.5 Some third party comments have sought for construction access to be via New Square rather than Willow Walk given the private nature of the road. It is recognised that construction will need to be carefully managed due to the constrained nature of the site and therefore it is considered reasonable to add a condition to require a construction traffic management plan to any permission given.

19.6 Subject to conditions the proposal accords with the objectives of Policy 80 of the Local Plan and is compliant with NPPF advice.

20. Car and cycle provision

20.1 The application shows that one car parking space is to be provided on a new driveway accessed from Willow Walk, and this does not exceed the maximum parking levels set out within Appendix L. An EV charging point is to be provided within the new driveway. The Design and Access outlines that cycle parking is to be provided on site, however the details of the secure and covered storage facility have not been provided. To ensure the proposal would have adequate cycle parking a condition will be attached to this effect to any approval given.

20.2 Subject to conditions, the proposal is considered to accord with policies 36 and 81 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD.

21. Amenity

Neighbouring properties

21.1 The proposed dwelling would be located in the garden of No. 49 and adjacent to No. 48A. No. 48B and No. 48 also sit in close proximity. The Willow Walk properties are located across the private road to the north of the property.

21.2 The proposal would sit adjacent to the side elevation No. 48A, as this is a blank elevation and the dwelling would sit at a similar height to the existing building, it would not adversely impact the occupiers of this dwelling. Similarly, as the proposal is single storey, it would not adversely

impact light or privacy or result in overbearing impacts to No, 48B and No. 48.

- 21.3 The dwelling would be visible from the properties at Willow Walk as the proposal does extend above the existing boundary wall, however the proposal is low is height and has been designed with a low flat roof to reduce the apparent mass and any potential for light impacts. The application is supported by a shadow study which shows that the proposal would have negligible impacts on surrounding occupiers and would not impact light to properties close to or adjacent to the site.
- 21.4 Third party comments support the dwelling in this location and suggest that the absence of any amenity impacts is a positive.
- 21.5 Given the adjacent context, location, size, and design of the proposal it is unlikely to give rise to any significant amenity impacts in terms of overlooking, loss of daylight, enclosure or other environmental impacts. The proposal is compliant with policies 35, 50, 52, 53 and 58 of the Local Plan.

Future occupants

- 21.6 The gross internal floor space measurements for units in this application are shown in the table below:

Unit	Number of bedrooms	Number of bed spaces (persons)	Number of storeys	Policy Size requirement (m ²)	Proposed size of unit (m ²)	Difference in size (m ²)
1	2	4	2	79	118	+39

Table 3 Table showing size of residential units in comparison with the policy requirement

- 21.7 The applicant has submitted a Daylight and Sunlight Assessment which considers the daylight and sunlight provision within the new home in line with guidance outlined with the BRE Site Layout and Planning for Daylight and Sunlight Guidance (2022). This was requested by Officers in light of the basement accommodation.
- 21.8 This document demonstrates that both basement bedrooms would achieve the entire working plane within the no sky line, and therefore would comply with the 20% limit within the BRE Guidance on daylight distribution to achieve appropriate daylight levels.

- 21.9 The document outlines that the building accommodation would meet the requirements of the BRE Guidance on sunlight. The BRE Guidance sets out that each new dwelling should have at least one main living room window that faces within 90 degrees of due south, and that the main living room should received at least 25% of Annual Probable Daylight Hours (APDH). The documents outlines that the proposed living room is located on the ground floor and benefits from west and south facing windows, as well as rooflights. The applicant has not given the percentage, however from the plans submitted Officers can ascertain that the ground floor level would benefit from a reasonable level of sunlight as to no compromise amenity within the home.

Garden size

- 21.10 The proposal includes space around the dwelling for a private garden, the garden space provides space for sitting out and is considered to be sufficient for the size of the dwelling. The garden would be overlooked at an oblique angle by the existing dwelling and partially by the properties on Willow Walk. The view from the existing dwelling does not substantially compromise privacy due to the positioning and there would be the southern part of the garden which be partially screened from Willow Walk. It is considered that given the size of the garden and the availability of some private space this is an acceptable arrangement.

Accessible design

- 21.11 Part 14 of the NPPF (2026) seeks to provide inclusive development. The submitted M4(2) Compliance Statement demonstrates that the proposal would comply Building Regulations requirement part M4(2) and therefore, Officers consider that the layout and configuration enables inclusive access and future proofing.
- 21.12 The development would comply with the requirements of Part M4(2) of the Building Regulations and would therefore comply with policy 51 of the Local Plan. A condition shall be added to ensure that the proposal is built to the Part M4(2) requirements.

Construction and environmental health impacts

- 21.13 The Council's Environmental Health Team have assessed the application and recommended condition relating to construction hours, piling and air source heat pump noise. Given the close proximity to neighbouring occupiers these are considered reasonable for addition.

- 21.14 It is noted that concerns have been raised about noise and dust during construction, informatives will be added to ensure the applicant keeps temporary environmental nuisance to a minimum.

Summary

- 21.15 The proposal adequately respects the amenity of its neighbours and of future occupants. Subject to conditions, the proposal is compliant with policies 55, 56, 57, 58, 59 of the Local Plan. The associated construction and environmental impacts would be acceptable in accordance with policies CC/6, CC/7, SC/9, SC/10, SC/12 and SC/14 / policies 33, 34, 35 and 36 of the Local Plan.

22. Third party representations

- 22.1 The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response
Addressing housing need	In April 2026 the Council published the Greater Cambridge Housing Trajectory and Housing Land Supply Report which sets out that the Council can provide a 5.6 year supply of homes for the years 2026-2031. As such, no further homes are needed to meet the projected growth in the district. As such, whilst the proposal would seek to provide one additional home, it is not required to meet the housing need.
Reuse of brownfield site	The NPPF sets out that land in built-up areas such as residential gardens are excluded from the definition of brownfield land. As such, this is not considered to be a benefit of the proposal.
Construction impacts (flooding, construction)	The comments received raise concerns about the impacts of construction on the properties at Willow walk, both in terms of structural stability and flooding. The Environmental Health and Drainage Officers have not raised concerns about these matters, no evidence has been provided to demonstrate that the proposal could not be implemented safely. Any development would be subject to building regulation compliance to ensure appropriate safety levels.

Table 4 Officer response to third party representations

23. Other matters

- 23.1 The site plan demonstrates that there is sufficient space for waste receptacles within the site boundary. The Waste Officer requests further information in the form of a waste strategy, this can be required through condition for any permission granted.

24. Planning balance

- 24.1 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 24.2 Summary of harm
- 24.3 The proposal gives rise to a moderate level of harm to the setting of No.49 New Square (grade II listed), and the character and appearance of the Kite Conservation Area and a low level of harm to the setting of No. 2-17 Willow Walk (grade II listed) through the domination of the open, garden space at No. 49. The garden forms a unique part of the setting and makes a significant positive contribution to the listed building and the surrounding Conservation Area. The development of the garden in this manner would erode these qualities and undermine the significance of the heritage assets.
- 24.4 In accordance with the NPPF (2026) and the statutory duties within the Planning (LBCA) Act (1990) substantial weight should be given to the asset's conservation and special regard should be given to the desirability of preserving the listed building or its setting and special attention paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area. As such, this impact should be given significant weight in the planning balance.
- 24.5 The public benefits are limited to the provision of a single, sustainable and accessible dwelling and biodiversity compliance, which can only be given limited weight in the planning balance given that the district have sufficient housing stock and the proposal would only meet the statutory biodiversity and accessibility requirements. The sustainability improvements are noted but these are limited in scale.
- 24.6 The proposal would negatively impact the character and appearance of the area and the host dwelling. The proposal would insert a single storey

dwelling into the existing open garden area, destroying the open nature of this space and dominating the special garden area.

- 24.7 Summary of benefits
- 24.8 Policy S4 of the NPPF (2026) outlines development proposals within settlements should be approved unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision-making policies in this Framework. As such it necessary to consider the benefits of the proposal against the harm.
- 24.9 The proposal provides a single dwelling in a sustainable location; the dwelling would accord with the policy requirements on accessibility and biodiversity gain. The proposal would exceed sustainability requirements within the policy. This is given limited weight in the planning balance.
- 24.10 Conclusion
- 24.11 In this case, the benefits of the development relate to the provision of a single sustainable dwelling which would meet biodiversity and accessibility standards.
- 24.12 The proposal results in a moderate level of harm to the setting of No.49 New Square (grade II listed), the character and appearance of the Kite Conservation Area and low harm to the setting of No. 2-17 Willow Walk (grade II listed). This impact to the heritage asset is given substantial weight as outlined within the NPPF, and there are limited public benefits that would not outweigh this harm. The proposal is harmful to the character and appearance of the area and does not successfully integrate into and enhance the surroundings.
- 24.13 It is Officers view that the harm would substantially outweigh the benefits of approving the single dwelling.
- 24.14 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for refusal.

25. Recommendation

25.1 **Refuse** for the following reasons:

1. The existing site makes a distinct and positive contribution to the character and appearance of the locality due to its open and undeveloped nature. By reason of its siting, scale, height and overall form, the proposed dwelling would appear as an incongruous and overly dominant feature that would erode the site's contribution to local character and result in harm to the character and appearance of the area. The proposal is contrary to Policies 52, 55, 56, 57 and 59 of Cambridge Local Plan (2018) which seek to ensure that development responds appropriately to its context, is of a high quality, that reflects or successfully contrasts with existing building forms and materials.
2. The open and undeveloped character of the garden, together with its enclosing walls, makes a positive contribution to the significance and setting of these designated heritage assets. By reason of the introduction of built development and the partial removal of the garden walls, the proposal would erode this contribution and result in moderate harm to the significance of the setting of No. 49 New Square and the character and appearance of the Kite Conservation Area and low harm to the setting of Nos. 2-17 Willow Walk. The public benefits arising from the proposal are insufficient to outweigh the identified harm. The proposal therefore fails to preserve the setting of listed buildings and fails to preserve or enhance the character and appearance of the Conservation Area, contrary to Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy 61 of the Cambridge Local Plan (2018), and Policies HE4, HE5, HE6 and HE9 of the National Planning Policy Framework (2026).



26/01310/LBC – Land Adjacent To 49 New Square Cambridge Cambridgeshire CB1 1EZ

Application details

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Market

Proposal: Partial removal of the boundary wall to Willow Walk to form parking area, and to New Square to form pedestrian gate.

Applicant: Dr Carrie Herbert

Presenting officer: Charlotte Peet

Reason presented to committee: Third party representations

Member site visit date: N/A

Key issues:

1. Heritage Assets
2. Third Party Representations
3. Other Matters

Recommendation: Refuse

Report contents

Document section	Document heading
1	Executive summary
2	Site description and context
3	The proposal
4	Relevant site history
5	Policy
6	Consultations
7	Third party representations
8	Member representations
9	Local groups / petition
10	Planning background
11	Assessment
12	Heritage assets
13	Third party representations
14	Other matters
15	Planning balance
16	Recommendation

Table 1 Contents of report

1. Executive summary

- 1.1 The application seeks permission for partial removal of the boundary wall to Willow Walk to form a parking area, and to New Square to form a pedestrian gate.
- 1.2 This application follows a similar listed building application that was refused by Planning Committee on 3 December 2025 on the basis of the harm that would result to the listed buildings and the character and appearance of the Conservation Area (ref. 25/03079/LBC).
- 1.3 The application has been altered in attempt to address the reason, however the report explains that harm would still result to designated heritage assets including the character and appearance of the Kite Conservation Area, the setting of No. 49 New Square and to the setting of No. 2-17 Willow Walk. The report determines this is not outweighed by any public benefits.
- 1.4 Officers recommend that the Planning Committee refuse the application.

Table 2 Consultee summary

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	Object	12.9
Third Party Representations (32)	23 representations have been received, 21 in support, 2 in objection.	Within relevant sections of the report.
Member Representations (1)	None.	N/A
Local Interest Groups and Organisations / Petition (234)	None.	N/A

1. Site description and context

- 1.1 The application site is located centrally within the city, it fronts onto New Square protected open space and is a short walk from primary shopping routes including Fitzroy and Burleigh Street.
- 1.2 As existing the site hosts No. 49 New Square which is a single residential dwelling and surrounding garden land. The host dwelling is a three storey, grade II listed building that sits as a prominent building on the corner of New Square and Short Street.
- 1.3 It is accessed by an existing vehicular access from Willow Walk and there is pedestrian access from New Square.
- 1.4 The application falls within the Kite Conservation Area. The application is within the setting of the No. 49 New Square (grade II listed). The site is in close proximity to the Nos 1-48 New Square, Nos 2- 17 Willow Walk and Wesley Church (grade II listed).

2. The proposal

- 2.1 The application seeks permission for partial removal of the boundary wall to Willow Walk to form a parking area, and to New Square to form a pedestrian gate.

3. Relevant site history

Reference	Description	Outcome
25/03078/FUL	Single storey dwelling with garden and off-street car parking, on the land adjacent to No. 49 New Square.	Refused 5th December 2025
25/03079/LBC	Single storey dwelling with garden and off street car parking, on the land adjacent to No. 49 New Square.	Refused 5th December 2025

Table 2 Relevant site history

- 3.1 The application follows previous applications for a single dwelling in the garden of 49 New Square (ref. 25/03078/FUL and 25/03079/LBC).
- 3.2 These applications were considered at Planning Committee 03 December 2025, which resolved to refuse planning permission in accordance with the Officer recommendation due to the identified harm to heritage assets and the character of the area. The proposal has since been amended in attempt to address these reasons, the details of which are outlined in the report.

4. Policy

4.1 National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

Technical Housing Standards – Nationally Described Space Standard (2015)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

4.2 Draft Greater Cambridge Local Plan 2024-2045 (Regulation 19 Proposed Submission)

4.3 The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.

4.4 The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.

4.5 In line with Policy DM4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.

4.6 Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.

4.7 Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026

4.8 **Cambridge Local Plan (2018)**

Policy 61: Conservation and enhancement of Cambridge's historic environment

4.9 Area Guidelines

Kite Area Conservation Area Appraisal (2014)

5. Consultations

5.1 Publicity

Neighbour letters – Y

Site Notice – Y

5.2 Conservation Officer- Object

5.3 The description for this application is not correct. Listed building consent is only required for the demolition of the curtilage listed wall to create the parking area. The sheds and other structures all date from post 1948 and are not considered curtilage structures.

5.4 The section of wall to be removed along Willow Walk has been rebuilt in the 20th century however it does make a positive contribution to the remainder of the curtilage listed wall. Removing a section of wall and creating an open parking area would have a negative impact on this significance.

6. Third party representations

6.1 23 representations have been received, 21 in support, 2 in objection.

6.2 Those in objection have raised the following issues:

- Character, appearance and scale
- Construction impacts
- Highway safety
- Car parking
- Loss of biodiversity
- Sustainability
- Drainage and flooding

6.3 Those in support have given the following reasons:

- Design quality
- Landscaping
- Heritage Impacts
- Access and highway safety

- Sustainability
- Accessibility
- Biodiversity
- Precedent

6.4 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

7. Member Representations

7.1 None.

8. Local Groups / Petition

8.1 None.

9. Planning background

9.1 This application follows a formal application, and historic pre-application attempts to build a single dwelling within the garden of No. 49 New Square.

9.2 The formal applications were considered at Planning Committee 03 December 2025 (ref. 25/03078/FUL & 25/03079/LBC), and it was resolved to refuse the applications following Officer recommendation due to the impact to the listed buildings and character and appearance of the Conservation Area and character.

9.3 This application follows these applications and seeks to address these reasons.

10. Assessment

10.1 From the consultation responses and representations received and from an inspection of the site and the surroundings, the key issues are:

- Heritage assets
- Third party representations
- Other matters
- Planning balance
- Recommendation

11. Heritage assets

- 11.1 The application falls within the Kite Conservation Area. The application is within the setting of the No. 49 New Square (grade II listed). The site is in close proximity to the Nos 1-48 New Square, Nos 2- 17 Willow Walk and Wesley Church (grade II listed).
- 11.2 The application seeks permission for the partial removal of the boundary wall to Willow Walk to form a parking area, and to New Square to form pedestrian gate.
- 11.3 The application follows a similar listed building application that was refused by Planning Committee on 3 December 2025 on the basis of the harm that would result to the listed buildings and the character and appearance of the Conservation Area (ref. 25/03079/LBC). This forms a material consideration in the determination of the current application. For consistency, it is necessary to consider whether the amendments proposed have overcome the concerns that led to the previous refusal.
- 11.4 The current application has been amended from the previous scheme so that a smaller extent of the internal garden walls would be demolished. In this iteration, the wall running north to south would be retained, with the proposal seeking the removal of a section of wall at the northern boundary of the site.
- 11.5 It is noted that the application has received both supportive comments and objections, the view on heritage impacts are split among these as to whether there would be harm from the proposal or if it would represent a suitable development within the setting of the listed buildings and the Kite Conservation Area.
- 11.6 The information submitted with the application explains that this section of the boundary wall is modern and was rebuilt within the early 2000s.
- 11.7 Part (d) of Policy 61 and Policy HE5 of the NPPF require sufficient information to be submitted to enable an assessment of the significance of a heritage asset and the potential impacts of development upon that significance. In response to concerns raised by the Conservation Officer, additional heritage information was submitted during the course of the application. Given the sensitivity of the site and the heritage concerns identified in respect of the previous proposal, it is unfortunate that this assessment was not provided at the outset. Whilst the additional information acknowledges that the walls enclose and screen the garden

and confirms that this section of wall is modern, it does not adequately assess the impact of its partial removal.

- 11.8 Officers consider that this section of wall, and the enclosure it provides to the garden, continues to make a positive contribution to the significance of the curtilage-listed wall and the setting of the listed building. The view from Short Street along Willow Walk is recognised as a positive feature of the Conservation Area. The terrace houses provide a formal edge to the street, whilst the boundary walls opposite reinforce the sense of enclosure and contribute positively to the character of the area.
- 11.9 The proposal would truncate the rear garden wall along the boundary with Willow Walk, removing the modern section to facilitate a new car parking space associated with the proposed dwelling being considered under application ref. 26/01309/FUL. The Conservation Officer has been consulted and objects to the proposal on the basis that the removal of part of the wall and the creation of an open parking area would adversely affect the significance of the heritage assets.
- 11.10 Whilst this section of wall is modern, it is physically attached to the property and contributes to the character, enclosure and setting of the site. Consequently, it makes a positive contribution to the significance of the wider curtilage-listed wall. The enclosed garden and formal wall also makes a positive contribution to the setting of the properties on Willow Walk and the character of the Conservation Area. The partial removal of this section would therefore harm the setting and significance of the listed building, the character and appearance of the Conservation Area, and the setting of Nos. 2-17 Willow Walk. The identified harm is considered to amount to a low level of harm to designated heritage assets.
- 11.11 Policy HE6 (1) of the NPPF (2026) sets out that substantial weight should be given to the asset's conservation and that any harm should require clear and convincing justification. Policy HE6 (3-4) sets out that a development proposal that will lead to any harm to a designated heritage asset will be a matter of considerable importance and weight and where harm would result the effect on the asset and its significance should be weighed against any public benefits resulting from the proposal. Policy HE9(1)(a) sets out that development proposals should retain and conserve buildings and other features which make a positive contribution to the character or appearance of the conservation area where possible.
- 11.12 In terms of public benefits, the submitted information sets out that the provision of a subservient dwelling should outweigh the harm. Third party comments add to this and suggest that the sustainable and accessible

nature of the dwelling as well as the biodiversity improvement should be considered a benefit. The proposed dwelling does not form part of this application and instead is considered as part of the associated full application (ref. 26/01309/FUL).

- 11.13 This application relates to the partial truncation of the garden wall to facilitate a car parking space. The additional car parking space does not result in any public benefits.
- 11.14 Given the statutory duty, under Sections 66 and 72 of the Planning (LBCA) Act 1990 and the weight to be given to an assets conservation in the NPPF, the low level of harm to the character and appearance of the Kite Conservation Area, the setting of No. 49 New Square and the setting of No. 2-17 Willow Walk is not outweighed by this.
- 11.15 It is considered that the proposal would harm the character and appearance of the Conservation Area and the setting of listed buildings without justification. The proposal is therefore contrary to the provisions of the Planning (LBCA) Act 1990, the NPPF and policy 61 of the Local Plan.

12. Third party representations

- 12.1 The representations received largely relate to matters which fall outside the scope of the listed building application. The planning application report addresses materials considerations and the topics raised are largely covered within this report (ref. 26/01309/FUL).

13. Planning balance

- 13.1 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 13.2 Summary of harm
- 13.3 The partial removal of the wall would result in a low level harm to the setting and significance of No. 49 New Square, the character and appearance of the Conservation Area, and the setting of Nos. 2-17 Willow Walk. There are no public benefits that would result from the proposal, and therefore the harm is not outweighed.
- 13.4 Summary of benefits

- 13.5 The proposal facilitates a new car parking space, however this is not considered to be a public benefit of the scheme but rather private and therefore is given no weight in the planning balance.
- 13.6 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for refusal.

14. Recommendation

- 14.1 **Refuse** for the following reasons:
1. The proposed partial removal of the garden wall would result in the loss of a feature that makes a positive contribution to the significance and setting of No. 49 New Square (Grade II listed), the setting of Nos. 2-17 Willow Walk (Grade II listed) and the character and appearance of the Kite Conservation Area. The proposal would therefore cause a low level of harm to the significance of designated heritage assets. The identified harm is not considered to be outweighed by the public benefits of the proposal. The development would therefore fail to preserve the setting of listed buildings or preserve or enhance the character and appearance of the Conservation Area, contrary to Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy 61 of the Cambridge Local Plan (2018), and Policies HE4, HE5, HE6 and HE9 of the National Planning Policy Framework (2026).

This page is intentionally left blank