



# Public Document Pack

## Cambridge City Council

### DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE

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

**Alternates:** Councillors Stuart and Owers

**Executive Councillor for Planning and Climate Change:** Councillor Ward

*Despatched: Monday, 3 September 2012*

**Date:** Tuesday, 11 September 2012

**Time:** 4.30 pm

**Venue:** Committee Room 1 & 2 - Guildhall

**Contact:** Toni Birkin

**Direct Dial:** 01223 457086

### AGENDA

#### 1 APOLOGIES

To receive any apologies for absence.

#### 2 DECLARATIONS OF INTEREST

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

#### 3 PUBLIC QUESTIONS (SEE BELOW)

#### 4 MINUTES (*Pages 1 - 6*)

To approve the minutes of the held meeting on 17<sup>th</sup> July 2012.

- 5 **CAMBRIDGE AND SOUTH CAMBRIDGESHIRE INFRASTRUCTURE DELIVERY STUDY 2012** *(Pages 7 - 32)*
  
- 6 **INTERIM PLANNING POLICY GUIDANCE (IPPG) ON THE PROTECTION OF PUBLIC HOUSES IN THE CITY OF CAMBRIDGE - REPORT ON KEY ISSUES ARISING FROM PUBLIC CONSULTATION** *(Pages 33 - 110)*
  
- 7 **DRAFT CONSULTATION RESPONSE TO SOUTH CAMBRIDGESHIRE LOCAL PLAN - ISSUES AND OPTIONS REPORT** *(Pages 111 - 136)*
  
- 8 **REPRESENTATIONS TO THE TRANSPORT STRATEGY FOR CAMBRIDGE AND SOUTH CAMBRIDGESHIRE (TSCSC)** *(Pages 137 - 192)*

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## **DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE**

17 July 2012  
4.30 - 6.00 pm

**Present:** Councillors Reid (Chair), Saunders (Vice-Chair), Blencowe, Marchant-Daisley and Tucker

Executive Councillor for Planning and Sustainable Transport: Councillor Ward

Officers: Patsy Dell (Head of Planning Services), Brendan Troy (Senior Planning Policy Officer) and Toni Birkin (Committee Manager)

Also present: John Williamson (Manager, Cambridgeshire Joint Strategic Planning Unit)

### **FOR THE INFORMATION OF THE COUNCIL**

#### **12/34/DPSSC Apologies**

Apologies were received from Councillor Herbert.

#### **12/35/DPSSC Declarations of Interest**

There were no declarations of interest

#### **12/36/DPSSC Minutes**

The minutes of the meeting of the 12<sup>th</sup> June 2012 were agreed as a correct record.

#### **12/37/DPSSC Public Questions (See Below)**

There were no public questions.

#### **12/38/DPSSC Community Infrastructure Levy for Cambridge**

**Matter for Decision:**

The Community Infrastructure Levy (CIL) powers came into force in April 2010. Essentially it allowed local authorities to levy a charge on new development in their area. The money could be used to fund a wide range of infrastructure that was needed as a result of the development. This includes new or safer road schemes, flood defences, schools, hospitals and other health facilities, park improvements, green spaces, etc.

It was agreed at Development Plan Scrutiny Sub Committee on 22/03/2011, that the Council's CIL approach would be prepared and taken forward in parallel with the Local Plan review, with the intention of adopting a CIL Charging Schedule by April 2014. The purpose of this report is to inform the Committee of the project plan and timetable for the production of a CIL.

**Decision of Executive Councillor for Planning and Sustainable Transport:**

Agreed the CIL Project Plan as set out in paragraphs 3.13 to 3.18 and Table 1 and 2 of the Officer's report.

**Reason for the Decision:**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected:**

Not applicable.

**Scrutiny Considerations:**

The Committee received a report from the Senior Planning Policy Officer regarding Community Infrastructure Levy for Cambridge.

Members asked for clarity on a number of points and the Senior Planning Policy Officer and the Head of Planning confirmed the following:

- i. Post 2014 the use of S106 arrangements to raise funds would be more limited.
- ii. Money raised using CIL would not have an expiry date.
- iii. A list of local infrastructure priorities would be drawn up.
- iv. Money from different schemes could be pooled to resource larger projects.
- v. Services provided by other bodies, such as education, would also have access to the funds raised.



- vi. It was expected that the amount raised would be more than was currently generated by S106. However, as this varied from area to area there was no projection available.
- vii. The CIL charge would be levied according to the area of internal floor space.
- viii. The County Council would have funding agreements with each of the districts.

Members discussed fringe sites and how charges would be set for cross boundary developments. Councillor Ward stated that the joint bodies currently set S106 arrangements for such sites and he expected that a similar process would be agreed for CIL's. Lessons learn in other authorities would be applied.

Members discussed the position of social housing and CIL. At the moment this was proposed to remain outside the CIL regime and would be dealt with by s. 106. A decision on whether this would fall within the CIL regime in future was expected in October. Members were concerned that the definition of social housing was unclear. Would this include housing Co-ops and Colleges which were classed as charities? Experiences from elsewhere suggested that student accommodation did not count as a charitable activity.

The Committee resolved by 4 votes to 0 to endorse the recommendations.

The Executive Councillor approved the recommendation.

**Conflicts of interest declared by the Executive Councillor (and any dispensations granted)**

Not applicable.

**12/39/DPSSC Joint Statement on the Development Strategy for Cambridgeshire and Peterborough**

**Matter for Decision:**

The report provided an update on progress since the Cambridgeshire Authorities agreed the Joint Statement on the Development Strategy for Cambridgeshire in Autumn 2010. An updated Joint Statement has been prepared for agreement to cover the period before a new non-statutory spatial framework is agreed.

**Decision of Executive Councillor for Planning and Sustainable Transport:**

Approved the updated Joint Statement on the Development Strategy for Cambridgeshire and Peterborough as set out in Appendix A, subject to amendments to paragraph 4.4 being agreed with the Chair and Spokesperson. The previous statement is attached at Appendix B of the Officer's report, for information.

**Reason for the Decision:**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected:**

Not applicable.

**Scrutiny Considerations:**

The Committee received a report from the Head of Planning regarding the Joint Statement on the Development Strategy for Cambridgeshire and Peterborough. She confirmed that was a long history of joint working with South Cambs and the County Council and that this would continue. The Joint Statement was an interim measure whilst a new high-level strategic spatial framework was developed.

Members expressed concerns about paragraph 4.4 of the report. It was suggested that this endeavoured to capture a raft of ideas, was prescriptive and could be seen to be tilting new development towards fringe site. Concerns were raised that the wording of this paragraph could be viewed as pre determination. Members were also concerned that there should be some acknowledgement of the hard work of the previous partnerships and the need for sustainable development.

John Williamson, Manager of Cambridgeshire Joint Strategic Planning Unit, joined the table and agreed to amend the working of paragraph 4.4 to reflect members concerns. However, there was a need to get the document agreed quickly and the partner authorities would also need to agree the changes. The Chair and Spokes would agree the amended wording.

Paragraph 4.2 was discussed. Members felt that this paragraph needed further explanation. A background note would be placed on file to give further information on this issue.

The Committee resolved by 4 votes to 0 to endorse the recommendations subject to the amendment to paragraph 4.4.

The Executive Councillor approved the recommendation.

**Conflicts of interest declared by the Executive Councillor (and any dispensations granted)**

Not applicable.

The meeting ended at 6.00 pm

**CHAIR**

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To: Executive Councillor for Planning and Climate Change: Councillor Tim Ward  
Report by: Head of Planning Services  
Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 11/09/2012  
Wards affected: All Wards

**Cambridge City Council and South Cambridgeshire District Council  
Infrastructure Delivery Study  
Not a key decision**

## 1. **Executive summary**

- 1.1 In March 2010 Cambridge City Council and South Cambridgeshire District Council commissioned an Infrastructure Delivery Study as part of the requirement under Planning Policy Statement 12 (PPS12) that local planning authorities, as part of the plan making process, develop a robust evidence base in relation to physical, social and green infrastructure to ensure sustainable communities are delivered. PPS12 has since been replaced by the National Planning Policy Framework (NPPF), which also requires that infrastructure planning needs to be part of plan making.
- 1.2 Peter Brett Associates and Transport Planning International have now completed that Infrastructure Delivery Study for Cambridge and South Cambridgeshire. The Infrastructure Delivery Study sets out when and where infrastructure will need to be provided, the scale of funding needed to achieve this and potential sources of funding.
- 1.3 The study has been produced in collaboration with infrastructure and community service providers in order to obtain first hand views on requirements. The output is a study that provides the Council with an evidence base to support its planning policies on infrastructure and developer contributions. This document will form a key part of the evidence base at both Local Plan and Community Infrastructure Levy examinations.
- 1.4 An executive summary of the Infrastructure Delivery Study is attached at Appendix A and the full document is provided in Appendix B, which is available online and in the Members Room.

## **2. Recommendations**

- 2.1 The report is being submitted to Development Plan Scrutiny Sub-Committee for prior consideration and comment before decision by the Executive Councillor for Planning and Climate Change.
- 2.2 The Executive Councillor is recommended to
  - 1) To endorse the Cambridge and South Cambridgeshire Infrastructure Delivery Study for use as an evidence base document for the review of the Cambridge Local Plan and the Cambridge Community Infrastructure Levy (CIL).

## **3. Background**

- 3.1 In June 2010 Baker Associates and Transport Planning International were commissioned to undertake an Infrastructure Delivery Study by Cambridge City Council and South Cambridgeshire District Council. The study was commissioned because of the requirement under Planning Policy Statement 12 (PPS12) that local planning authorities, as part of the plan making process, develop a robust evidence base in relation to physical, social and green infrastructure to ensure sustainable communities are delivered. PPS12 has since been replaced by the National Planning Policy Framework (NPPF), which also requires that infrastructure planning needs to be part of plan making. Since the start of the project Baker Associates merged with Roger Tym & Partners and Peter Brett Associates LLP and as a result the study has been completed by Peter Brett Associates and Transport International.
- 3.2 The National Planning Policy Framework (NPPF) outlines that objectively assessed infrastructure requirements are part of the soundness test for Local Plan examination. The NPPF also requires that infrastructure planning needs to be part of the strategic priorities for the Local Plan and that Local Plans include policies to deliver:
  - The provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk, coastal change management and the provision of minerals and energy (including heat); and
  - The provision of health, security, community and cultural infrastructure and other local facilities
- 3.3 The NPPF also adds emphasis on quality, capacity, strategic infrastructure and cross boundary working. Peter Brett Associates has worked with Cambridge City Council, South Cambridgeshire District Council, Cambridgeshire County Council, appropriate stakeholders

(e.g. The Wildlife Trust and Conservators of the River Cam) and service providers (e.g. Highways Agency, Anglian Water, Environment Agency, Cambridgeshire PCT) to identify existing capacity and to ensure cross boundary issues are considered (a list of stakeholders is included in Appendix 1 to the Infrastructure Delivery Study).

- 3.4 The Infrastructure Delivery Study serves a dual purpose in that it can also be used not only to support the Local Plan but also the Community Infrastructure Levy. The Community Infrastructure Levy Regulations 2010 require that any levy's rates should be based on evidence of the infrastructure needed. The charging authority can identify indicative infrastructure projects and the gap in the funding of these projects to calculate the aggregate funding gap the levy is intended to address.
- 3.5 The objectives of the Infrastructure Delivery Study are to establish the existing capacity of infrastructure provision in Cambridge and South Cambridgeshire and identify what infrastructure will be required in order to serve proposed growth.
- 3.6 The Infrastructure Delivery Study is based on the development strategy brought into effect by the current Cambridge Local Plan 2006 which set out a requirement for 12,500 homes between 1999 and 2016; 6000 within the existing urban area and 6000 in urban extensions to the city. Proposed growth, agreed at the time of commissioning, for the purposes of the Infrastructure Delivery Study refers to the Cambridgeshire authorities agreed joint position statement setting out a development strategy for Cambridgeshire in 2010. The figures set out in the joint statement, known as option 1 figures, were the figures agreed by the Cambridgeshire Authorities through the response to the review of the East of England Plan in 2009 and were included in the draft version of the East of England Plan in March 2010.
- 3.7 These figures comprised levels of provision of 14,000 dwellings for Cambridge and 21,000 dwellings for South Cambridgeshire between 2011 and 2031. These agreed growth levels included planned growth of 12,000 dwellings at Cambridge East, which will not now come forward following Marshall's announcement not to relocate from the airport site. The study has been updated to reflect this and also considers information on provision to 2031 from work on the draft Cambridge SHLAA (as at April 2011) and adding small sites and Northstowe dwelling information to 2031. It should be noted that other than where growth was committed in existing Development Plans for Cambridge and South Cambridgeshire it is still to be determined.

- 3.8 Planned provision of development and subsequent infrastructure requirements are likely to continue to evolve and change as a result of the Cambridge Local Plan and South Cambridgeshire Local Plan Review process. Consequently, this will lead to a requirement to update the Infrastructure Delivery Study before the Draft Cambridge Local Plan is published for public consultation (June/July 2013), in order to reflect the Councils latest position on planned provision of development and subsequent infrastructure requirements.
- 3.9 The infrastructure covered in the study includes physical (transport, energy, water and drainage, waste and telecommunications), social (education, health care, leisure and recreation, community and social and emergency services) and green (green space).
- 3.10 The Infrastructure Delivery Study sets out when and where infrastructure will need to be provided, the scale of funding needed to achieve this and potential sources of funding.
- 3.11 The study has been produced in collaboration with infrastructure and community service providers in order to obtain first hand views on requirements. The output is a study that provides the Council with an evidence base to support its planning policies on infrastructure and developer contributions.
- 3.12 The specific components of the study are the report and the infrastructure schedule (Appendix 4 to the report). The schedule provides a spatial breakdown of infrastructure requirements including information for category, cost, delivery, phasing, funding, responsibility and location.

### **Relationship with Local Plan Review**

- 3.13 In accordance with the NPPF the Local Plan Review Issues and Options Report includes the timely provision of infrastructure to support development in Cambridge as a strategic priority. Infrastructure is part of the soundness test at Local Plan examination, the Council will need to demonstrate at examination that the Local Plan is based on a strategy which seeks to meet objectively assessed development and infrastructure requirements. The Infrastructure Delivery Study supports the Local Plan in this and will form part of the Councils case at submission and examination of the Local Plan.
- 3.14 It is important to note that the study provides a snapshot in time using information that was available at the time of writing; however the study should be viewed as a live document that will be monitored annually and updated over time as required.



## Relationship with Community Infrastructure Levy

- 3.15 It was agreed at Development Plan Scrutiny Sub Committee on 22/03/2011, that the Council's CIL approach would be prepared and taken forward in parallel with the Local Plan review and a CIL project plan was agreed at DPSSC on 17/07/2012 with the intention of adopting CIL by April 2014 (<http://www.cambridge.gov.uk/democracy/ieListDocuments.aspx?CId=184&MId=683&Ver=4> ). The process for adopting CIL involves a significant amount of evidence gathering to justify the approach taken, and several stages of public consultation. The process also involves an Examination by an independent Inspector.
- 3.16 The CIL charging schedule will be supported by two main pieces of evidence relating to infrastructure and the viability of development. The Infrastructure Delivery Study will provide the evidence for the former. For the purposes of CIL the Infrastructure Delivery Study needs to demonstrate that there is a funding 'gap' that CIL will, in part, be used to fill.
- 3.17 In relation to the viability evidence required for CIL the Council has just commissioned Dixon Searle LLP to carry out a comprehensive piece of work on Local Plan and CIL viability. As part of their work on the infrastructure study Peter Brett Associates did carry out some high level viability work. This will be reviewed and feed into more detailed analysis on viability that will be carried out by Dixon Searle LLP and may be published alongside that work at a later date.

## Key Findings

### Prioritisation

- 3.18 Guidance from the Planning Inspectorate is that infrastructure delivery studies need to take a pragmatic view towards delivery and that crucial to the delivery of planning strategies is delivery within the first 5 years. The Infrastructure Delivery Study sets out a broad framework for infrastructure delivery but with more detailed costing in the first 5-10 years where available.
- 3.19 The study has examined the indicative phasing of planned development across Cambridge and South Cambridgeshire and infrastructure requirements have been placed within time bands dependent on when they are likely to be required by new development. Following on from this the study proposes a prioritisation process to help identify projects that should form the initial focus for investment. The prioritisation process takes account of the intended spatial pattern of growth and reflects the importance of enabling physical infrastructure such as access roads and flood

prevention but also recognises that there will be competing objectives, such as community infrastructure, that will be necessary to make a development sustainable.

- 3.20 The prioritisation process identifies a ‘critical’, ‘necessary’ and ‘desirable’ infrastructure list. It should be noted that ultimately a view on what constitutes ‘critical’, ‘necessary’ and ‘desirable’ infrastructure is one which will need to be taken by the Council. It is proposed to carry out this prioritisation work prior to publication of a Draft Local Plan, as part of an update to the study. It should also be noted that ‘critical’ and ‘necessary’ infrastructure are considered essential to support development, the differing factor between them is the timing of their delivery.

### Cambridge

- 3.21 Overall the cost of Infrastructure requirements for Cambridge (excluding cross boundary sites) identified in the study are approximately £234.3 million. Taking into account public funding/bids (£16.5 million) and private funding (£31.9 million), an overall shortfall of approximately £185.8 million has been identified for 2010 – 2031.
- 3.22 Overall the critical infrastructure funding shortfall identified for Cambridge is £61.5 million and the shortfall for the first five years is £30.1 million.

### Cross Boundary

- 3.23 Overall the cost of infrastructure requirements identified on cross boundary sites is over £198 million, with a funding shortfall of £109.5 million identified.
- 3.24 Critical infrastructure to support cross boundary development costs has been identified as £9.2 million, with a £1.23 million funding shortfall in the first five years.

### Both Local Authorities

- 3.25 The additional transport costs for both local authorities includes strategic transport schemes such as improvements to the A14. Overall strategic infrastructure requirements amount to £1.29 billion, and a funding shortfall of £1.12 billion has been identified (£1.1 billion of this is attributable to the A14. The figure of £1.1 billion is based on the Major Scheme proposed by the Highways Agency in 2009, which was withdrawn in 2010. On 18/07/2012 the government announced proposals for a major road scheme including tolling along the A14 corridor in Cambridgeshire. The overall cost of this scheme is not yet known but any changes to the overall cost will be reflected in any future update to the Infrastructure Delivery Study).

## Funding

- 3.26 The IDS has considered a wide variety of potential public and private funding sources in Section 8 of the main report. The Council will have to consider these sources including prudential borrowing, user chargers and developer contributions as a means to potentially addressing the funding shortfall.
- 3.27 However, in practice financial resources will rarely meet all the identified needs for infrastructure at any given time and there will inevitably be a requirement to phase and prioritise projects across an area. The Infrastructure Delivery Study and subsequent updates should be a key document in informing the prioritisation process.
- 3.28 John Baker of Peter Brett Associates will be in attendance at Development Plan Scrutiny Sub Committee to give a more detailed presentation on the key findings of this study. An executive summary of the Infrastructure Delivery Study is attached at Appendix A and the full document is provided in Appendix B, which is available online and in the Members Room.

## **4. Implications**

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

- 4.1 There are no direct financial implications arising from this report. A potential update to the study to reflect any changes in the planned provision of development that may occur through the Local Plan process has already been included within existing budget plans.

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

- 4.2 There are no direct staffing implications from this report.

### **(c) Equal Opportunities Implications**

- 4.3 An Equalities Impact Assessment will be undertaken as part of developing the Local Plan Review and the CIL.

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

- 4.4 There are no direct environmental implications arising from this report. Once introduced the Local Plan and the CIL will assist in the delivery of high quality sustainable new developments, alongside the protection and enhancement of the built and natural environments of the city. As such it is anticipated that both the Local Plan and the CIL will have a positive climate change rating, although the precise nature of this positive impact will be dependent on the detailed proposals.

(e) **Consultation**

4.5 The Report is a technical study and has not been subject to direct public consultation. However, a wide range of key stakeholders were consulted throughout the study process with a view to identifying relevant evidence material and they are listed at Appendix 1 of the Infrastructure Delivery Study.

(f) **Community Safety**

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

**5. Appendices**

- Appendix A – Executive Summary of the Cambridge City Council and South Cambridgeshire Infrastructure Delivery Study
- Appendix B – The Cambridge City Council and South Cambridgeshire District Council Infrastructure Delivery Study – Copy available online.

**6. Inspection of papers**

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

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**Cambridge City Council and  
South Cambridgeshire District  
Council**

**Infrastructure Delivery  
Study**

**Executive Summary**

**Project Ref: a491/003**

**Doc Ref: R001/rev01**

**August 2012**

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## Document Control Sheet

**Project Name:** Infrastructure Delivery Study  
**Project Ref:** a491/003  
**Report Title:** Executive Summary  
**Doc Ref:** R001/rev01  
**Date:** August 2012

	Name	Position	Signature	Date
<b>Prepared by:</b>	Paul Jobson	Associate		07/08/2012
<b>Reviewed by:</b>	Mark Russell	Associate		07/08/2012
<b>Approved by:</b>	John Baker	Partner		07/08/2012
<b>For and on behalf of Peter Brett Associates LLP</b>				

Revision	Date	Description	Prepared	Reviewed	Approved
01	07/08/2012	Executive Summary	PJ	MR	JB

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## Appendices

No table of figures entries found.

## 1 Introduction

**1.1.1** Baker Associates and Transport Planning International were commissioned to undertake an Infrastructure Delivery Study by Cambridge City Council and South Cambridgeshire District Council. However, since the start of the project Baker Associates merged with Roger Tym & Partners and Peter Brett Associates LLP and as a result the study has been completed by Peter Brett Associates (PBA) and Transport International (TPI).

**1.1.2** The output from this work is to provide Cambridge City Council and South Cambridgeshire District Council with an evidence base to support its planning policies on infrastructure and developer contributions. This Executive Summary provides an overview on the Infrastructure Delivery Study (IDS) and sets out the overall costs and funding shortfalls from the identified infrastructure requirements to support planned provision.

## 1.2 Objectives

**1.2.1** The objective of the IDS is to:

- Highlight infrastructure capacity issues and existing capacity where possible, through the review of existing information and consultation with stakeholders;
- Identify the infrastructure impacts of additional development in generic and location specific terms for Cambridge and South Cambridgeshire;
- Illustrate the net infrastructure impact of new development and highlight significant issues;
- Provide information on the indicative cost of infrastructure;
- Identify public funding mechanisms and responsibility for delivery;
- Identify infrastructure delivery funding shortfalls. This output is considered to be the crucial element of the study, as it draws together evidence and identifies infrastructure tipping points.

**1.2.2** It is important to note that the IDS represents a snap shot in time and uses information available at the time of writing. The strength of the study has been the engagement with infrastructure and community service providers to obtain first hand views on requirements. The IDS provides a basis to enable the Councils to support the development or implementation of their Local Plans.

## 1.3 Important Caveats for the Infrastructure Delivery Study

**1.3.1** It must be noted that this study has been undertaken at a time of significant economic uncertainty and represents a snapshot in time. It is important to note that several

assumptions have been made on planned provision and the future phasing of development that all represent an element of uncertainty.

**1.3.2** The IDS provides a focus for long term strategic financial decisions that will inevitably need to be refined and realigned as the process and time unfolds. In this context, there are a number of important points which should be borne in mind:

- The IDS is not a policy document. Information included in the assessment does not override or amend agreed/adopted strategies, policies and commitments which Cambridge City Council, South Cambridgeshire District Council or other infrastructure providers currently have in place.
- Infrastructure planning is continually evolving and infrastructure providers continue to review their plans over the life of proposed timescales of both the Core Strategy and Local Plan Review. Planned provision and subsequent infrastructure requirements are likely to evolve and this will need to be monitored by both councils. The IDS sets out a broad framework for infrastructure delivery to 2031 but with more detail and detailed costings in the first 5 to 10 years where available.

## 1.4 Planned Provision

**1.4.1** **Table 1.1** overleaf sets out the proposed development for Cambridge City and South Cambridgeshire between 2010 and 2031. The first column of the table identifies projected completions for 2010-2011 because the IDS started one year before the base date of the new plans.

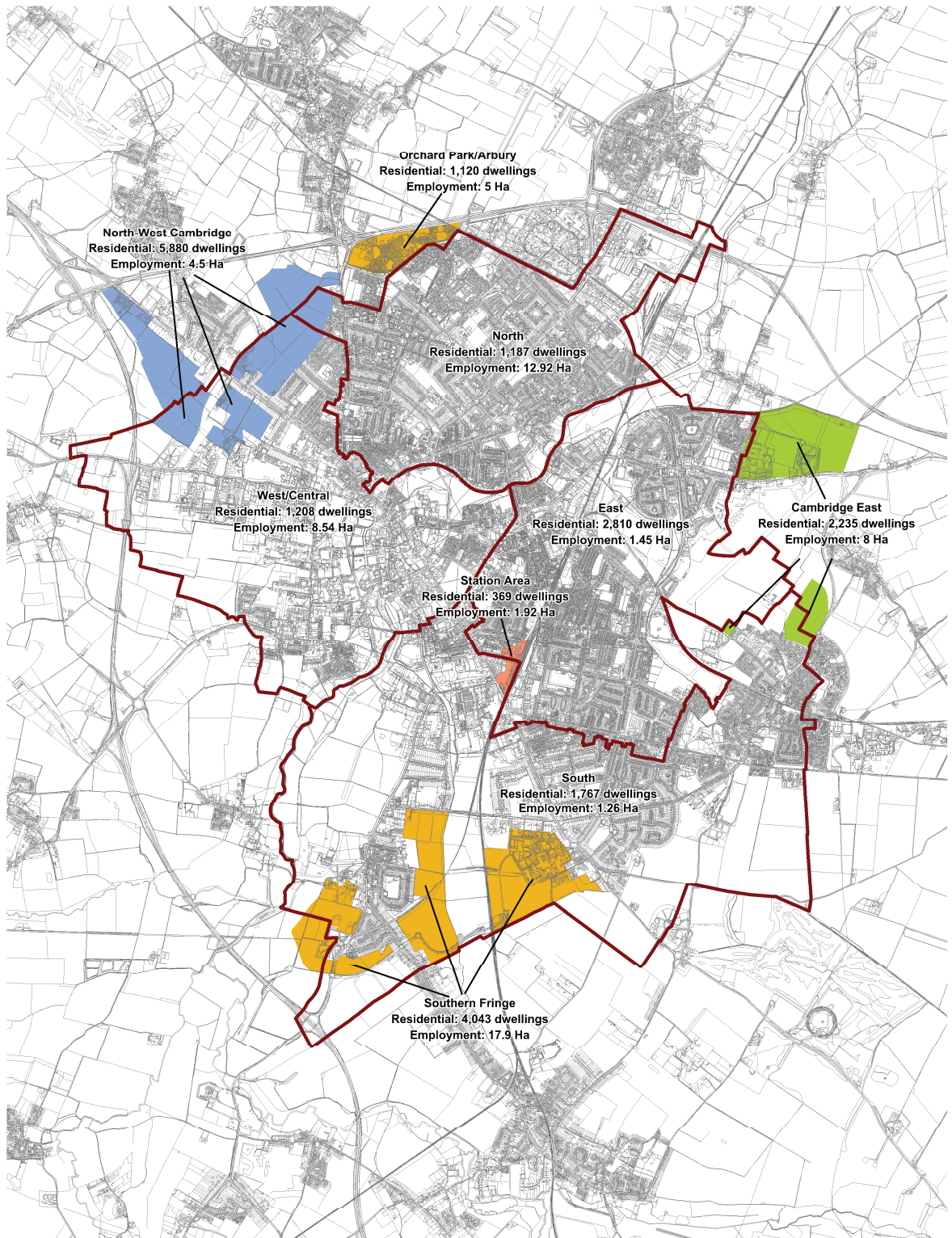
Table 1.1: Proposed Development 2010-2031

District	Projected Completions 2010-2011	Residential Requirement 2011-2031	Employment Requirement 2011-2031
Cambridge	447 dwellings	14,000 dwellings	48.49 ha
South Cambridgeshire	759 dwellings	21,000 dwellings	112.96 ha

Source: 2010 Annual Monitoring Reports (Cambridge City Council and South Cambridgeshire District Council)

**1.4.2** The distribution of planned provision used in the Infrastructure Delivery Study is subject to change depending on Council decisions made through the Local Plan preparation process. **Figures 1.1** and **1.2** overleaf illustrate the indicative distribution used for testing.

Figure 1.1: Cambridge Planned Provision Distribution



Cambridge City Development Scenarios 2010-2031

Number of new dwellings and employment hectares proposed within committee areas and urban extensions of Cambridge

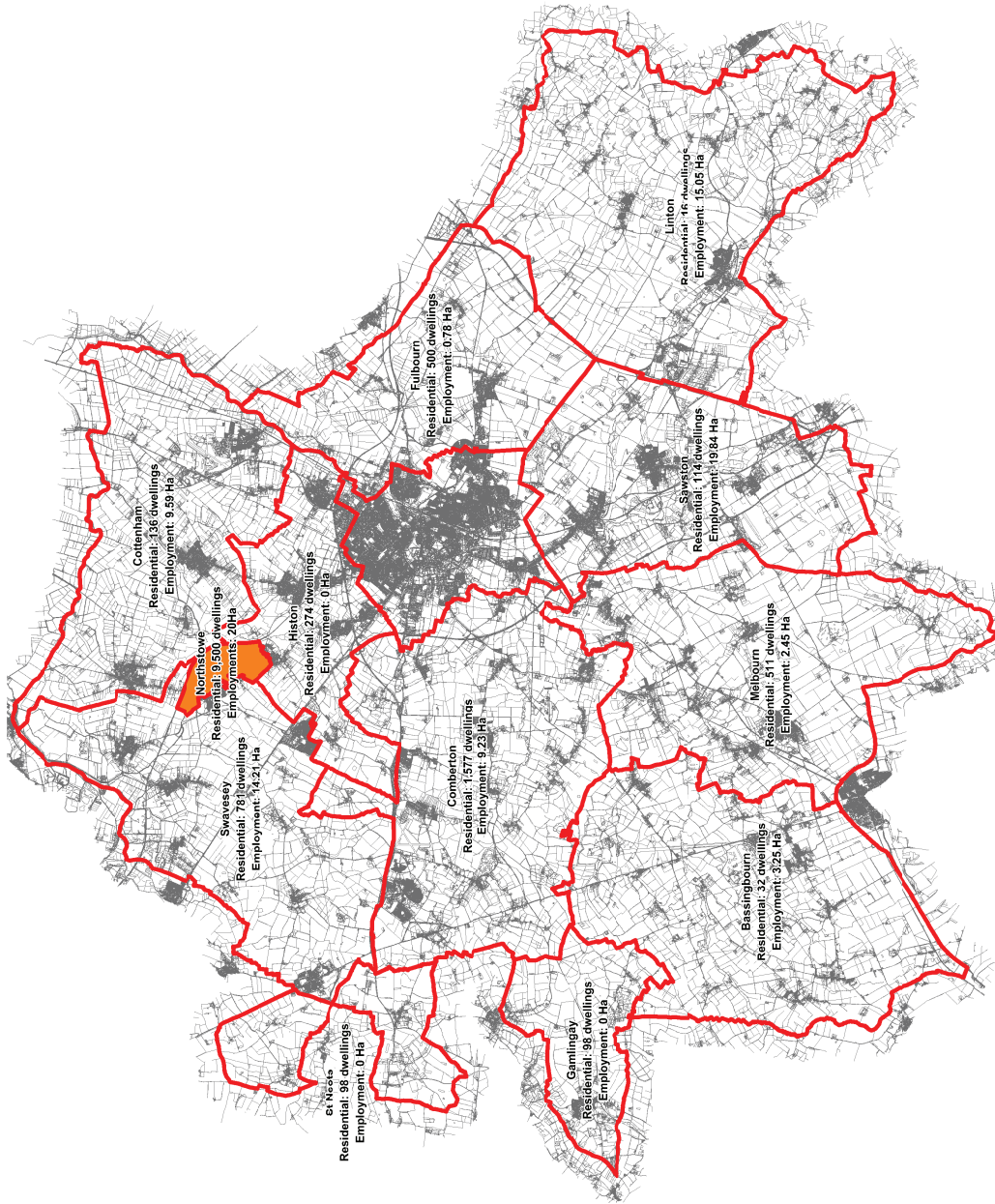
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Scale: 1:35,000

Infrastructure Delivery Study  
Executive Summary

Figure 1.2: South Cambridgeshire Planned Provision Distribution



South Cambridgeshire Development Scenarios 2010-2031

Number of new dwellings and employment hectares proposed within secondary school catchment areas across South Cambridgeshire and Northstowe

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1:160,000 @ A3

pba peterbrett

## 1.5 Scope of Infrastructure

1.5.1 The IDS has examined three infrastructure categories, physical, social and green. **Table 1.2** sets out a list specific areas and indicative facilities to help define their scope.

Table 1.2: Scope of Infrastructure

Physical Infrastructure Categories	Indicative Facility Types
Transport	Road Rail Bus Cycling Walking/public realm
Energy	Electricity Gas
Water & Drainage	Water Supply Waste Water Drainage and Flood Alleviation
Waste (non-strategic)	Household Recycling Centres Refuse and Recycling Vehicles Bring Sites Kerbside Collection Containers
Telecommunications	Broadband
Social Infrastructure Categories	Indicative Facility Types
Education	Childcare/Nurseries/Children's Centres Primary Schools Secondary Schools Further Education Special Schools
Health Care	General Practitioners Hospitals Ambulance
Leisure and Recreation	Swimming Pools Sports Halls/Centres Play Pitches
Community and Social	Libraries Community Centres and Village Halls (including Arts and Culture) Faith Facilities Cemeteries and Crematorium
Emergency Services	Police Fire
Green Infrastructure Categories	Indicative Facility Types
Green Space	Informal Open Space Children's Play Space Allotments Natural Space Public Rights of way

## Infrastructure Delivery Study

### Executive Summary

**1.5.2** Information gathered has been entered into a Microsoft Access database which provides the opportunity to monitor progress of any/all projects and proposals and also to prepare reports relevant to various aspects and/or areas. The IDS schedule includes the following information:

- Specific infrastructure requirement (what);
- Spatial location (where);
- Cost; (how much)
- Phasing in five year times bands (when);
- Lead delivery and management organisation (who);
- Sources of funding (who will pay); and
- Prioritisation (what's most important).

## 2 Findings

2.1.1 The following paragraphs and tables set out the overall findings for:

- Cambridge
- South Cambridgeshire
- Cross Boundary
- Both Local Authorities

2.1.2 The analysis highlights the overall cost of infrastructure for each Local Authority and individual sub areas by time phase. Overall funding from both the public and private sector is included to identify an overall funding shortfall for each time phase.

### 2.2 Overall Requirements – Cambridge

2.2.1 Overall the cost of infrastructure requirements for Cambridge is approximately £234.3 million. **Table 2.1** sets out the infrastructure requirements for locations within Cambridge.

Table 2.1: Infrastructure Requirements - Cambridge

	2010-2015	2015-2020	2020-2025	2025-2031	Total
Cambridge (Strategic)	7,167,000	143,200,575	34,767,100	-	185,134,675
Station Area	254,287	-	-	-	254,287
Area North	12,307,507	3,712,530	95,403	105,748	16,221,188
Area East	4,516,716	3,438,957	283,335	314,944	8,553,952
Area South	10,876,423	2,159,771	116,093	128,736	13,281,023
Area West/Central	7,010,168	3,768,967	47,711	52,874	10,879,720
<b>Cambridge Total</b>	<b>42,132,101</b>	<b>156,280,800</b>	<b>35,309,642</b>	<b>602,302</b>	<b>234,324,845</b>
Public Funding/Bids	20,000	6,500,000	10,000,000	-	16,520,000
Private Funding	4,669,345	17,646,319	9,553,975	78,600	31,948,239
<b>SHORTFALL</b>	<b>37,442,756</b>	<b>132,134,481</b>	<b>15,755,667</b>	<b>523,702</b>	<b>185,856,606</b>

2.2.2 Taking into consideration identified public funding/bids (£16.5 million) and private funding (£31.9 million) an overall shortfall of approximately £185.8 million has been identified for 2010-2031.

2.2.3 This includes funding shortfall in all time periods. The funding shortfall for 2010-2015 is £37.4 million, but increases to £132.1 million in 2016-2020. The shortfall then decreases to £15.7 million by 2021-2025 and further still to £0.5 million in 2025-2031.

2.2.4 Infrastructure planning is constantly evolving and the further into the future you look the more difficult it is to identify requirements, costs and funding mechanisms. Crucial to the delivery of the planning strategies is delivery within the first 5 years. The Planning Inspectorate has



made it clear that infrastructure delivery plans need to take a pragmatic view towards delivery.

**2.2.5** Peter Brett Associates has worked with stakeholders to identify views on what infrastructure is the highest priority. Ultimately a view on what constitutes critical infrastructure is one to be taken by the Councils.

**2.2.6** The cost of this indicative list of Critical Infrastructure is set out below in **Table 2.2**:

Table 2.2: Critical Infrastructure – Cambridge

	2010-2015	2015-2020	2020-2025	2025-2031	Total
Cambridge (Strategic)	3,550,000	5,432,000	15,692,000	-	24,674,000
Station Area	-	-	-	-	0
Area North	11,200,000	3,000,000	-	-	14,200,000
Area East	300,000	2,000,000	-	-	2,300,000
Area South	9,400,000	2,000,000	-	-	11,400,000
Area West/Central	6,000,000	3,000,000	-	-	9,000,000
<b>Cambridge Total</b>	<b>30,450,000</b>	<b>15,432,000</b>	<b>15,692,000</b>	<b>-</b>	<b>61,574,000</b>
Public Funding/Bids	-	6,500,000	10,000,000	-	16,500,000
Private Funding	300,000	6,820,920	5,634,066	-	12,754,986
<b>SHORTFALL</b>	<b>30,150,000</b>	<b>2,111,080</b>	<b>57,934</b>	<b>-</b>	<b>32,319,014</b>

**2.2.7** Overall the critical Infrastructure funding shortfall is approximately £61.5 million, with specific shortfalls in the all the time periods. Importantly the shortfall for the first 5 years is approximately £30.1 million. Infrastructure critical for delivery of planning strategies generally relates to physical infrastructure such as transport, flood prevention and utilities, including gas, electricity and water/sewerage due to their fundamental enabling nature.

## 2.3 Overall Requirements – South Cambridgeshire

**2.3.1** Overall the cost of infrastructure requirements for South Cambridgeshire is approximately £484.7 million. **Table 2.3** sets out the infrastructure requirements for locations within South Cambridgeshire.

Table 2.3: Infrastructure Requirements - South Cambridgeshire

	2010-2015	2015-2020	2020-2025	2025-2031	Total
South Cambridgeshire (Strategic)	33,812,064	33,059,700	6,500,000	63,600,000	136,971,764
Bassingbourn Area	43,597	15,529	-	-	59,126
Comberton Area	4,334,947	1,537,639	-	-	5,872,586
Cottenham Area	282,735	66,603	-	-	349,338
Fulbourn Area	2,110,327	560,858	136,032	-	2,807,217
Gamlingay Area	4,211,680	40,606	-	-	4,252,286
Histon / Impington Area	3,569,627	135,097	-	-	3,704,724
Linton Area	34,398	2,006,630	-	-	2,041,028
Melbourn Area	998,874	10,004,100	-	140,122	11,143,096
Sawston Area	246,079	4,547,236	-	-	4,793,315

	2010-2015	2015-2020	2020-2025	2025-2031	Total
Swavesey Area	1,757,529	3,752,185	-	-	5,509,714
Northstowe	686,302	141,801,496	118,796,325	45,941,648	307,225,771
<b>South Cambridgeshire Total</b>	<b>52,088,159</b>	<b>197,527,679</b>	<b>125,432,357</b>	<b>109,681,770</b>	<b>484,729,965</b>
Public Funding/Bids	12,000,000	21,250,000	6,500,000	-	39,750,000
Private Funding	10,377,505	12,228,964	4,886,058	5,239,844	32,732,371
<b>SHORTFALL</b>	<b>29,710,654</b>	<b>164,048,715</b>	<b>114,046,299</b>	<b>104,441,926</b>	<b>412,247,594</b>

**2.3.2** Table 2.3 identifies the total cost of infrastructure at approximately £484.7 million. Identified funding includes public funding/bids (£39.7 million) and private funding (£32.5 million) resulting in an overall funding shortfall of approximately £412.2 million over the 2010-2031 period.

**2.3.3** Peter Brett Associates has worked with stakeholders to identify views on what infrastructure is the highest priority across South Cambridgeshire. A view on what constitutes critical infrastructure is one to be taken by the Council, but Table 2.4 sets out what the consultants consider to be critical.

Table 2.4: Critical Infrastructure –South Cambridgeshire

	2010-2015	2015-2020	2020-2025	2025-2031	Total
South Cambridgeshire (Strategic)	35,750,000	6,500,000	6,500,000	-	48,750,000
Bassingbourn Area	-	-	-	-	-
Comberton Area	-	-	-	-	-
Cottenham Area	-	-	-	-	-
Fulbourn Area	-	-	-	-	-
Gamlingay Area	4,000,000	-	-	-	4,000,000
Histon / Impington Area	3,000,000	-	-	-	3,000,000
Linton Area	-	2,000,000	-	-	2,000,000
Melbourn Area	-	9,500,000	-	-	9,500,000
Sawston Area	-	4,500,000	-	-	4,500,000
Swavesey Area	-	3,000,000	-	-	3,000,000
Northstowe	-	9,634,000	-	-	9,634,000
<b>South Cambridgeshire Total</b>	<b>42,750,000</b>	<b>35,134,000</b>	<b>6,500,000</b>	<b>-</b>	<b>84,384,000</b>
Public Funding/Bids	12,000,000	23,450,000	6,500,000	-	41,950,000
Private Funding	8,909,507	9,550,000	-	-	18,459,507
<b>SHORTFALL</b>	<b>21,840,493</b>	<b>2,134,000</b>	<b>0</b>	<b>-</b>	<b>23,974,493</b>

**2.3.4** Table 2.4 shows that the cost of critical infrastructure across South Cambridgeshire is £84.3 million and currently there is an identified shortfall of £21.8 million all within the first five year period.

## 2.4 Overall Requirements – Cross Boundary

2.4.1 **Table 2.5** below sets out the overall requirements for Cross Boundary development at the Southern Fringe, North West Cambridge, Orchard Park and Cambridge East.

Table 2.5: Infrastructure Requirements - Cross Boundary

	2010-2015	2015-2020	2020-2025	2025-2031	Total
Orchard Park/Arbury	2,173,845	250,790	-	-	2,424,635
Cambridge East	356,315	8,424,692	31,636,384	-	40,417,391
Southern Fringe	24,369,109	46,858,126	-	-	71,227,235
North West Cambridge	13,009,771	22,866,436	48,207,578	500,000	84,583,785
<b>Cross Boundary Total</b>	<b>39,909,040</b>	<b>78,400,044</b>	<b>79,843,962</b>	<b>500,000</b>	<b>198,653,046</b>
Public Funding/Bids	3,530,000	£3,900,000			7,430,000
Private Funding	25,482,085	49,745,204	6,489,354		81,716,643
<b>SHORTFALL</b>	<b>10,896,955</b>	<b>24,754,840</b>	<b>73,354,608</b>	<b>500,000</b>	<b>109,506,403</b>

2.4.2 **Table 2.5** illustrates an overall shortfall of £109.5 million and funding shortfall in all time periods. The funding shortfall for 2010-2015 is £10.8 million, but increases to £24.7 million in 2016-2020. The shortfall then increases further to £73.3 million in 2021-2025 and then decreases to £500,000 in 2025-2031. Critical infrastructure is set out in **Table 2.6**:

Table 2.6: Critical Infrastructure – Cross Boundary

	2010-2015	2015-2020	2020-2025	2025-2031	Total
Orchard Park/Arbury	-	-	-	-	-
Cambridge East	-	-	-	-	-
Southern Fringe	1,230,000	4,500,000	-	-	5,730,000
North West Cambridge	-	3,500,000	-	-	3,500,000
<b>Cross Boundary Total</b>	<b>1,230,000</b>	<b>8,000,000</b>	<b>-</b>	<b>-</b>	<b>9,230,000</b>
Public Funding/Bids	-	3,900,000	-	-	3,900,000
Private Funding	-	4,100,000	-	-	4,100,000
<b>OVERALL SHORTFALL</b>	<b>1,230,000</b>	<b>0</b>	<b>-</b>	<b>-</b>	<b>1,230,000</b>

2.4.3 **Table 2.6** illustrates that overall critical infrastructure to support cross boundary development costs 9.23 million and there is a funding shortfall of 1.23 million in the first 5 years.

## 2.5 Overall Requirements – Both Local Authorities

2.5.1 **Table 2.7** below set out additional infrastructure costs for both local authorities. The schemes include strategic transport improvements such as improvements to the A14.

Table 2.7: Infrastructure Requirements – Both Local Authorities

	2010-2015	2015-2020	2020-2025	2025-2031	Unknown	Total
Both Local Authorities	11,465,000	1,192,005,000	2,725,000	2,725,000	85,000,000	1,293,920,000
Public Funding/Bids	4,050,000	55,750,000	1,250,000	1,250,000	30,000,000	92,300,000
Private Funding	4,091,070	20,755,461	-	-	55,000,000	79,846,531
<b>Overall Shortfall</b>	<b>3,323,930</b>	<b>1,115,499,539</b>	<b>1,475,000</b>	<b>1,475,000</b>	<b>0</b>	<b>1,121,773,469</b>

2.5.2 **Table 2.7** shows a funding shortfall of £1.12 billion, largely due to the alternative A14 scheme. It should be noted that the unknown column represents the BDUK Superfast Broadband project which will be implemented over the whole of Cambridgeshire by 2031. In terms of critical Infrastructure for Both Local Authorities, all schemes except the BDUK broadband project are considered critical.

## 2.6 Addressing the Funding Shortfall

### Secure Increased Levels of Public Funding

2.6.1 At present limited secured public funding has been identified. It is important that now that infrastructure requirements have been identified public funding avenues are rigorously pursued. Public funding streams will be available over the 2012-2031 period and new rounds of funding and new sources of public funding will become available for assist infrastructure delivery.

2.6.2 The IDS study has considered a wide variety of funding sources in **Section 8** of the main report. Cambridge City Council and South Cambridgeshire District Council will have to consider the use of these sources, including prudential borrowing, user chargers and the new homes bonus to potentially address the funding shortfall.

### Secure and Increased Levels of Private Funding

2.6.3 Developer contributions could potentially contribute a significant amount of funding towards infrastructure delivery. Even though in the current economic climate, contributions from this source are likely to be reduced, the long term potential is considerable. The slowdown should be seen as an opportunity for the Councils to formulate a comprehensive approach to securing developer contributions via the Community Infrastructure Levy.

### Spatial Priorities and Delayed Infrastructure Phasing

2.6.4 Financial resources will rarely meet all the identified needs for infrastructure and there will inevitably be a requirement to phase and prioritise projects across an area. As a result, it is recommended that a qualitative framework and a decision-making body will need to be

defined to prioritise between settlements, sub areas and individual projects required to support development.

- 2.6.5** As collectors of developer contributions and custodians of relevant policy, it is likely that Cambridge City Council and South Cambridgeshire District Council will need to promote a corporate prioritisation process as the demand on CIL and S106 increases. A framework for prioritisation will need to operate taking account of three main elements:
- 2.6.6** Prioritisation will need to reflect the intended spatial pattern of growth and be presented so that the infrastructure requirements for each settlement and particular development areas. In this context, infrastructure related to strategic growth locations that are programmed to come forward in the first five or ten years of the plan period are likely to form the initial focus for investment.
- 2.6.7** Prioritisation between types of infrastructure (where funding is not ring fenced to certain types of investment) - clearly, a balance needs to be struck between different types of infrastructure needed to make viable places aligned to government thinking on sustainable development. There may well be tensions between competing objectives
- 2.6.8** Prioritising infrastructure within the phasing trajectory, so that infrastructure is provided slightly later than desired is considered a potential solution towards trajectory funding issues. Community infrastructure in particular could potentially be delayed to assist in the smooth delivery of development and associated strategic infrastructure. It is considered that critical and necessary infrastructure should be prioritised over desirable infrastructure in terms of funding and delivery.
- 2.6.9** It is considered that this process must involve local authority officers, infrastructure stakeholders and, ultimately, Councillors.

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To: Executive Councillor for Planning and Climate Change  
Report by: Head of Planning Services  
Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 11/9/2012  
Wards affected: All Wards

### **Interim Planning Policy Guidance (IPPG) on The Protection of Public Houses in the City of Cambridge – Report on key issues arising from Public Consultation**

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

- 1.1 The Development Plan Scrutiny Sub Committee on 12<sup>th</sup> June 2012 approved the Interim Planning Policy Guidance (IPPG) on The Protection of Public Houses in the City of Cambridge (see Appendix A) for public consultation from 15<sup>th</sup> June until 27<sup>th</sup> July 2012.
- 1.2 This report discusses the representations received during the six-week period of public consultation. Members' views are sought on a number of key issues that have been raised.

#### **2. Recommendations**

- 2.1 This report is being submitted to the Development Plan Scrutiny Sub-Committee for consideration and comment, to guide the changes to the final IPPG prior to adoption of the IPPG by the Executive Councillor for Planning and Climate Change at Environment Scrutiny Committee.
- 2.2 The Executive Councillor is recommended to agree the proposed responses to the key issues set out in Table 3.1 in this report.

#### **3. Background**

##### **Purpose of the IPPG**

- 3.1 The Council, in response to local concern regarding the loss of public houses in Cambridge, commissioned consultants to produce a Cambridge Public House Study.

- 3.2 The report's research explains how public houses are an important part of the Cambridge economy, not just for the direct and indirect jobs they provide in the pub, supplier, food and brewing industries, but in supporting the City's main industries by attracting and providing a meeting place for a wide cross section of the City's population, workers and visitors.
- 3.3 Alongside the Cambridge Public House Study, the IPPG was produced in order to set out the principles for development affecting public house sites in Cambridge until the adoption of the new Local Plan (scheduled for April 2014). The IPPG recommended guidance for proposals resulting in the loss of a public house and was prepared to take account of the following development management principles:
- The need to preserve the important social/community function of the public house;
  - The need to preserve the important economic function of the public house; and
  - The need to allow flexibility in terms of responding to economic change
- 3.4 The guidance recommends the following guidance for proposals resulting in the loss of a public house (listed in Section 4 of Appendix A).

Development will only be permitted when evidence has been provided to satisfy the following criteria:

- The public house has been marketed for 12 months as a public house free of tie and restrictive covenant and for alternative local commercial or community facility, at a price agreed with the Council following an independent professional valuation (paid for by the developer) and there has been no interest in either the free- or lease-hold either as a public house, restaurant or other use falling within the 'A' use classes or as a community facility falling with 'D1' use class; and
- All reasonable efforts have been made to preserve the facility (including all diversification options explored – and evidence supplied to illustrate this) but it has been proven that it would not be economically viable to retain the building or site for its existing or any other 'A' or 'D1' class use; and
- Adequate alternative pub provision exists, or replacement provision is made available, in an equally or more accessible location within 400 metres walking distance to provide one pub per 750 working age adults; and
- It has been otherwise demonstrated that the local community no longer needs the public house or any alternative 'A' or 'D1' class



use and its loss would not damage the availability of local commercial or community facilities that provide day-to-day needs in the local area.

- 3.5 The IPPG contains a list of public house sites to be safeguarded (in Section 5 of Appendix A) and these are listed under three broad headings according to their location and how they currently serve the community. The three heading are:
- Pub Sites providing an important Local Community Facility in Suburban Areas;
  - Pub Sites within edge of city clusters providing an important city wide economic and local community function; and
  - City centre, riverside or village pub and bar sites providing an important economic and tourist function.
- 3.6 A fourth heading included public house sites that were not included on the safeguarding list with a brief explanation for their categorisation.
- 3.7 Any proposals to convert or redevelop a former public house (on the list of safeguarded sites) since converted to a different 'A' use to a non-A use, will still be subject to the above development management principles.
- 3.8 Any proposals for a former public house (not on the list of safeguarded sites) that is subject to a planning application for conversion to a non-A use will also be subject to the above development management principles where the vitality and, or vibrancy of the local neighbourhood would be adversely affected.

### **Recent Appeal Decisions**

- 3.9 Since the IPPG was approved three appeal decisions relating to the loss of public houses in Cambridge and South Cambridgeshire have been received. These are listed below with a brief summary of their relevance to the IPPG. It should be noted that they were all dismissed and the complete appeal decisions are attached in Appendix B.
- For the Unicorn PH, 15 High Street, Cherry Hinton, involving the change of use from a public house to single dwellinghouse the Inspector noted:
    - A settlement with a growing population needs to have clear evidence that a site is no longer suitable for social/community use before a change of use is considered; and
    - There was a lack of evidence to prove no other pub operator was interested in the site and this fails to guard against the unnecessary loss of a pub; and

- There was no evidence that diversification could not retain the site for the benefit of the community.
- For the Carpenters Arms PH, 182-186 Victoria Road, involving the conversion of a public house and letting rooms to residential apartments the Inspector noted:
  - Public houses considered to be local community facilities include those that are valued by a local community;
  - There was no evidence that the public house was priced and marketed as a public house for a reasonable length of time, with an agent who specialised in the licensed trade, and therefore it has not been demonstrated that a different approach to operating the public house would not be viable; and
  - The NPPF is an important material consideration and a more recent publication therefore it is given significant weight compared to the Cambridge Local Plan; and
  - According to the NPPF, to determine whether a change of use of the building (a valued community facility) is necessary it should first be marketed as a public house. This approach would also be consistent with how applications for changes of use in relation to other local community facilities are dealt with under policy 5/11 of the Local Plan.
- The Plough (former public house), High Street, Shepreth, Royston, involving the change of use from a restaurant (in use since 2004) to a residential dwelling the Inspector noted:
  - Looking solely at the last use of the premises is rather too narrow and simplistic. Changing a pub to A3 use class through permitted development is a way of circumventing policy restrictions seeking to prevent the loss of pubs as community facilities;
  - The former pub is suitable for a pub use and the proposed development would result in the loss of a potentially viable community facility;
  - The site should be marketed at a realistic price throughout that period; and
  - The loss of a potentially valuable community facility was unacceptable.

3.10 The draft IPPG and its supporting documents remain available on the Council's website at <http://www.cambridge.gov.uk/publichouses>

## **Consultation**

3.11 After being approved for public consultation at Development Plan Scrutiny Sub-Committee on 12<sup>th</sup> June 2012, the draft IPPG for consultation was the subject of public consultation from 15<sup>th</sup> June until 27<sup>th</sup> July 2012.

- 3.12 Notification of the consultation was sent to the statutory and other consultees identified in the June 2012 DPSSC report. The consultation material and response forms were made available at the Customer Service Centre in Mandela House and were sent to public libraries. All of the consultation material was made available on the Council's website and an online consultation system was utilised to allow people to submit their comments via the Internet (hard copies of the response forms were made available to those who do not have access to the internet). In addition, a press release appeared on the Cambridge News website and an article was placed in the Cambridge Matters Summer 2012 containing information about the consultation and how people could get involved. A Members briefing was also held in July to provide a forum for particular questions regarding the IPPG. The British Beer & Pub Association, the principal organisation representing Britain's brewers and pub companies was also consulted.
- 3.13 By the end of the consultation period, a total of 42 respondents had lodged 152 separate representations: 43 in support of and 109 of objection to the draft IPPG. Officers are working through all representations and are drafting responses. Summaries of all representations have been attached for information as Appendix C to this report.
- 3.14 Almost 30% of the representations made were in support of the IPPG. The remainder were either not in support of the IPPG or requests for amendments to the IPPG. There was a broad consensus that the IPPG was needed however there were questions related to the weight that could be afforded to it in comparison to other Local Plan policies and the competing demands between community facilities, student accommodation and housing. Other representations concluded that changing social circumstances would inevitably lead to the decline in the number of public houses. Concern was raised over the onerous conditions that needed to be satisfied, including the marketing strategy and requested alternative criteria to be considered. However, support was also provided for these tests in particular for continued viability and alternative operators to be allowed to run public houses.
- 3.15 Suggestions to alter the criteria (see paragraph 3.4) included requests for both an increase and decrease to the marketing period by six months. The increase to a minimum 18 months would be less than 2 years currently asked for by Merton Council Local Plan Policy L15. Whereas a six month period was considered to provide greater flexibility and a fairer reflection of economic circumstances. It was

suggested to broaden the viability tests regarding a pub's marketing and diversification.

- 3.16 Cambridge Past, Present and Future (CPPF) and the voluntary organisation 'Campaign for Real Ale' (CAMRA) generally supported the IPPG development principles but disagreed with the flexibility of diversifying a former public house use into an alternative community facility or other 'A' class use. This point was also raised in other representations.
- 3.17 Both CPPF and CAMRA also suggested the use of Article 4<sup>1</sup> directions to prevent the unnecessary loss of a local amenity.
- 3.18 Assessing overall provision for an area over time could provide a means of measuring adequate alternative provision.
- 3.19 CAMRA supported the list of safeguarded pubs however along with CPPF indicated a number of corrections to the list and suggested the inclusion of a number of former public houses where the public house use could return (most of which are currently restaurants).
- 3.20 Concern was also raised about the justification for the proposed IPPG and the failure of the Cambridge Public House Study to have properly assessed each public house or indeed visited each pub site. Both the Cambridge Public House Study and proposed IPPG were commissioned in response to growing local concern surrounding the loss of public houses in Cambridge. The evidence gathered which involved visiting every public house site as part of the Public House Study's audit will be used to develop any emerging policy in the Local Plan Review.

### **Key Issues for Consideration**

- 3.21 The remaining representations objected to a range of different issues and these are outlined in Table 3.1 with suggested changes to the draft IPPG, for consideration and steer by Councillors. Appendix C contains summaries of all representations in plan order for reference.

**Table 3.1**

<b>Issue</b>	<b>The issue of public house viability and the use of marketing to test this condition were raised. A number of representations regarded marketing as</b>
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<sup>1</sup> An Article 4 direction allows Local Planning Authorities to withdraw the 'permitted development' rights that would otherwise apply by virtue of the Town and Country Planning (General Permitted Development) Order 1995 as amended. An article 4 direction will not prevent the development to which it applies, but instead requires that planning permission is first obtained from the LPA for that development.

	unnecessary especially where the public house had proved not to be a viable business. Recent appeal decisions (see paragraph 3.9) support the use of marketing to evidence their viability.
<b>Requested Change to Plan</b>	Add reference to the use of marketing in recent applicable appeal decisions in the IPPG to support this requirement.
<b>Issue</b>	<b>Need to clarify how the IPPG fits with the NPPF.</b> The IPPG is not intended to conflict with the NPPF and therefore further explanation is needed to explain how the IPPG works within the NPPF, with particular reference to paragraphs cited in the representations.
<b>Requested Change to Plan</b>	Amend relevant sections of the IPPG, including references to recent applicable appeal decisions and clarifying the relationship between Local Plan Policy 5/11 and its relationship with the NPPF (including paragraphs 14, 21 and 153) and public houses as a community facility and emerging policy.
<b>Issue</b>	<b>Lack of reference to how pubs help form the character of Cambridge other than a general reference.</b>
<b>Requested Change to Plan</b>	Add explanation of how pubs in the City make a positive contribution to the character and appearance of Cambridge, for example: How the various public houses along the River Cam help retain and enhance the quality of the river's setting and appearance; and How pubs allow both local people and visitors, alike to enjoy the City's character, including their historical importance.
<b>Concern</b>	<b>English Heritage raised a specific concern regarding the deliberate neglect of public houses with reference to the NPPF, paragraph 130</b>
<b>Requested Change to Plan</b>	Insert appropriate comment into the IPPG reflecting the advice of English Heritage for decision making to ignore a pubs deteriorated state in any decision concerning its future or demolition where there is evidence of deliberate neglect or damage.
<b>Issue</b>	<b>Lack of explanation of how new public houses are supported by the IPPG</b>
<b>Requested Change to Plan</b>	Add brief explanation of how new public houses are treated by the current Local Plan saved policies in

<b>Plan</b>	particular Local Plan Policy 5/12.
<b>Issue</b>	<b>Confusion regarding the requirement to provide one pub per 750 working age adults (in criterion 4(c)).</b> The 750 working age adults threshold reflected the Public House Study's assessment of the minimum size of a local catchment area that could support a community public house in Cambridge.
<b>Requested Change to Plan</b>	Simplify criterion 4(c) by removing the capacity requirement of the criterion, which stipulates any replacement public house has a capacity to serve a local market of at least 750 working age adults. GVA consultants advise that any new public house would normally have a capacity to serve a local market in excess of 750 working age adults to ensure its viability.
<b>Issue</b>	<b>400mtr catchment areas are too restrictive and unjustified.</b> Concern was raised about the adoption of this catchment distance.
<b>Requested Change to Plan</b>	Elaborate on the 400mtr catchment area including published references, appeal decisions regarding catchment areas and how these relate to Cambridge.
<b>Issue</b>	<b>Difficulty with the application of the IPPG on a former public house site not on the list of safeguarded public house sites (see para 3.9 above).</b>
<b>Requested Change to Plan</b>	Under the Use Class Order, public houses and other A4 uses can change to higher order use class (A3, A2 or A1) without needing planning permission. Although, planning permission could be required for building alterations. Taking the case of a restaurant in a former public house building, if the public house already served food it may already have had a kitchen with extractor fans etc. in order to provide food. Overtime, it would be permissible for the pub to turn into a restaurant without formerly requiring planning permission. It is therefore difficult to determine when a public house changed into a restaurant unless some form of audit took place or specific planning permission was granted indicating a different use was now in operation. Anecdotal evidence may suggest when a pub became a restaurant however this could not be relied upon as a means of

	determining its date of conversion. This means it is difficult to establish when a public house stopped being a public house and changed use legitimately into a different use without planning permission. It would therefore be reasonable to only apply the proposed guidance to those public house sites on the safeguarding list that were audited.
<b>Issue</b>	<b>Should public house sites that have unimplemented planning permission be included in the list of pub sites to be safeguarded?</b>
<b>Requested Change to Plan</b>	Yes. While the loss of the pub site may not have been an issue at the time of the planning decision, the loss of a pub or a <u>potential pub</u> is now a concern. Therefore the IPPG should be applicable in any new planning application that involves the loss of a pub site (audited) despite it already having been granted planning permission for alternative use. Any existing approved planning permission would not be affected by the guidance.
<b>Issue</b>	<b>The IPPG does not make any specific reference to the protection / retention of pub gardens/car parks</b>
<b>Requested Change to Plan</b>	The IPPG needs to retain sufficient flexibility to allow public house sites to adapt to changing consumer trends and permit some form of diversification to retain the public house use on site. However, it is also important that the amenity area of the public house site is protected. This would therefore be emphasised in the IPPG with the inclusion of a reference to the application of Local Plan Policy 3/10 'Sub-division of garden plots' to proposals affecting public house outdoor space such as the pub garden and car park area.

3.22 Appendix D contains a proposed revised IPPG Section 5 'List of safeguarded existing and former pub sites' chapter, taking account of the representations submitted and the proposed changes listed in Table 3.1 above.

### Next Steps

3.23 Following Development Plan Scrutiny Sub Committee, officers will use the steer provided by Councillors and the representations received to develop the final version of the IPPG and this will be reported to the Environment Scrutiny Committee Council Meeting on 9 October 2012 for adoption. The report to Environment Scrutiny Committee will

comprise a 'tracked changes' version of the IPPG for adoption and a breakdown of the summaries of representations and the Council's responses.

3.24 The policy issues surrounding the loss and protection of public houses will continue to be addressed through the Local Plan Review.

## **4. Implications**

### **Financial Implications**

4.1 There are no significant direct staffing or procurement issues arising from this report. Staffing resources are already committed through the budget and service plan process.

### **Staffing Implications**

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

### **Equal Opportunities Implications**

4.3 Policies for the protection of and development of new public houses will need to be developed with equality implications in mind.

### **Environmental Implications**

4.4 The guidance contained within the IPPG follows the principles of sustainable development as set out in the NPPF.

### **Consultation**

4.5 The IPPG consultation was consistent with the Councils Code of best practice on consultation and community engagement.

### **Community Safety**

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

## **5. Background papers**

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

- Cambridge Local Plan  
<http://www.cambridge.gov.uk/public/docs/Local Plan 2006.pdf>
- Cambridge Public House Study



## 6. Appendices

### Appendices

- Appendix A Interim Planning Policy Guidance (consultation draft)
- Appendix B Appeal Statements for
  - The Unicorn, Cherry Hinton, Appeal Ref: APP/Q0505/A/11/2167572
  - The Carpenters Arms Public House, Appeal Ref: APP/Q0505/A/12/2168512
  - The Plough, High Street, Shepreth, Royston, Appeal Ref: APP/W0530/A/11/2167619
- Appendix C Schedule of Consultation Representations
- Appendix D Revised IPPG Section 5 'List of safeguarded existing and former pub sites' chapter

## 7. Inspection of papers

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

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# **Interim Planning Policy Guidance on The Protection of Public Houses in the City of Cambridge**

**Public Consultation Draft**

**May 2012**

**Cambridge City Council**

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# 1. INTRODUCTION

## Scope and Purpose of this Guidance

- 1.1 In recent years more than twenty pubs in Cambridge have been lost to alternative uses, most commonly for residential development or conversion to restaurants or have simply closed and are currently vacant. A number of factors can be cited and attributed to the decline in public houses. These include competition from supermarket discounting of alcohol, changes to people's drinking habits, a ban on smoking in public areas, pressure to realise higher value housing development and the ability of public houses to change use to restaurants without the need for planning permission.
- 1.2 Many public houses occupy large plots and have capacity for several dwellings to be built on site or for conversion to apartments, making them attractive residential development investments. In a declining market, some breweries and pub companies have sought to take poor performing pubs out of the pub market (providing a better market for the remaining pubs in their portfolio) and realise their alternative use value. However, some closed public houses may still be commercially viable if managed by a different pub company or under a different system (e.g. as free houses).
- 1.3 Public houses can play a crucial social role in supporting local community interaction and activities to help maintain sustainable neighbourhoods; an economic role in contributing to the vibrancy and vitality shopping and commercial areas; and an environmental role in their intrinsic value to the cultural and historic heritage of local areas. This is reflected by the recent National Planning Policy Framework (NPPF), which encourages a positive approach towards the delivery and "use of community facilities (such as local shops, meeting places, ... public houses and places of worship) ... to enhance the sustainability of communities and residential environments;" (NPPF, Para 70).
- 1.4 This Interim Planning Policy Guidance (IPPG) addresses the current concerns raised by local community groups to guide the protection of public houses in Cambridge. The IPPG therefore provides a supplement to the 'saved' policies in the Cambridge Local Plan (2006). The IPPG will be a material consideration in determining any planning applications for existing public houses in the City of Cambridge district.

## Status of the IPPG

- 1.5 The plan led system would normally require a revised statutory planning policy to be prepared where a new approach to development is proposed. However, in the context of current development trends and local public concerns, the Council have agreed that the most appropriate policy approach is to develop IPPG and for this to broadly follow the same process to that of developing a Supplementary Planning Document or SPD (see section below). It is intended that the policy approach in this IPPG (and the accompanying evidence base) is incorporated into the Councils' forthcoming Local Plan Review at the earliest opportunity in order to provide a robust policy to protect public houses in the future.
- 1.6 This interim guidance will provide a policy framework prior to adoption of the new Local Plan to clarify the circumstances when it is acceptable for a public house to be lost to alternative uses and when it is not acceptable. The guidance will also be used

to help determine planning applications relating to the loss of a current or former public house to alternative uses.

### **Process of Preparation**

- 1.7 In order to give the IPPG as much weight as possible as a material consideration in the determination of planning applications, its preparation has been similar to that for an SPD. A wide and detailed evidence base has been put together. Consultants were commissioned to carry out research, produce a report ("Cambridge Public House Study" by GVA Humberts Leisure, April 2012) and draft the IPPG.
- 1.8 The report included: (1) an analysis of national market trends, (2) a benchmarking analysis, (3) a local market assessment including an audit of existing Cambridge City pubs (including the creation of a GIS layer), (4) a review of planning policy and decisions (including an analysis of those pubs lost to alternative uses/closure in recent years), and (5) an options appraisal of various policy approaches.
- 1.9 Consultation is taking place on this draft IPPG and the background report following the Development Plan Scrutiny Sub-Committee on the 12 June, at which this draft IPPG was approved for consultation purposes. The consultation process commences on the 15 June and last for 6 weeks.
- 1.10 The representations received will then be used to help guide the development of the IPPG and will be reported along with the final version of the IPPG to the Environment Scrutiny Committee Council Meeting on 9 October 2012.
- 1.11 The IPPG will become a material consideration in the determination of planning applications from that date.

## **2. CONTEXT**

### **Area Covered by the IPPG**

- 2.1 This IPPG is applicable to all land within the administrative area of Cambridge City Council.

### **Planning Policy Context**

#### ***National***

- 2.2 The NPPF was published on 27 March 2012 and resulted in the cancellation of the national planning policy guidance notes and statements (with the exception of certain practice guides).
- 2.3 The NPPF sets the achievement of sustainable development as its key focus. Sustainable development encompasses economic, social and environmental factors. Public houses contribute to and support all three of these factors and as such they have an essential role to play in the building and maintaining of a strong, responsive and competitive local economy. Without its pubs, Cambridge will not be able to attract the students, academics, young workers and tourists that its economy and future growth depend upon. Moreover, pubs help to support social and cultural well-being by providing a place for social interaction within a community. Many pubs are

also integral to the physical and cultural heritage of the city. A thriving local pub sector is therefore important to achieving sustainable development.

2.4 The NPPF provides a wealth of general support for economic development, development that promotes social inclusion & cohesion and community facilities. In particular, paragraph 70 deals with community facilities and services including public houses. It recommends that planning policies and decisions should:

- *“plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;*
- *guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs;*
- *ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and*
- *ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.”*

2.5 National planning policy advises that community facilities including public houses enhance the sustainability of local communities and should be safeguarded and retained for the benefit of the community while allowing them to develop and modernise in a sustainable way.

2.6 In addition, paragraph 28 whilst targeted at rural areas is relevant to the outlying areas of Cambridge such as Trumpington and Cherry Hinton. It states that:

*“Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. To promote a strong rural economy, local and neighbourhood plans should:*

- (4) promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.”*

2.7 With regard to maintaining flexibility to respond to changes in economic circumstances, paragraph 21 of the NPPF states that:

*“Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should: (3) support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances”.*

- 2.8 Notwithstanding the terms of the IPPG, public houses will retain a significant degree of economic flexibility with their ability to change to any of Use Classes A1, A2 or A3 without planning consent.

### **Local**

- 2.9 Existing policy relating to pubs and community facilities is set out in the Cambridge Local Plan (2006) (policies saved in July 2009) - Saved Policy 6/6 (Change of Use in the City Centre), Saved Policy 6/7 (Shopping Development and Change of Use in District and Local Centre's), Saved Policy 6/10 (Food & Drink Outlets) and Saved Policy 5/11 (Community Facilities: Protection of Existing Facilities). None of the first three policies seek to prevent the redevelopment or change of use of public houses. Furthermore, Policy 5/11 relates only to traditionally defined community facilities and does not include public houses within its remit.

### **Need for the IPPG**

- 2.10 At the time of writing, there are approximately 86 public houses still open and trading in Cambridge and with more than 20 public houses having disappeared in the past five years; more if those that have become restaurants are included.
- 2.11 The closure of public houses in recent years has become a local concern. Many have subsequently been demolished and rebuilt into residential flats or student accommodation; others have been converted into residential dwellings while retaining their existing structure. A number have changed into restaurants and have lost their appearance and usage as a public house. Some have just been closed.
- 2.12 Nevertheless there is still a market for public houses given the right management and sales offer. The Carlton Arms, Cambridge Blue, Devonshire Arms and Maypole are examples of some of the successful public houses in Cambridge that offer a wide range of real ales. The Old Spring, d'Arrys Cookhouse, and St John's Chop House, are examples of pubs which have increased turnover by developing as 'gastro-pubs' with a high quality food offer and many other pubs have sought to introduce a stronger food offer, with many breweries demonstrating increased like for like sales during the recession largely based on a growth in food sales. Other pubs, such as the Emperor have successfully increase sales by putting on a variety of entertainment including comedy evenings and bands/music groups playing live in the evening. Others host dance classes, quiz nights and a meeting area for local community groups. All these activities provide opportunities for social interaction and promote social cohesion.
- 2.13 The current adopted planning policy context for Cambridge is silent regarding the redevelopment or change of use of current or former public houses. Indeed, the only policy relating to protection of community facilities is only available for those uses within the D1 Use Class (with the exception of University Teaching Accommodation) and also for certain uses within the C2 Class (hospitals, residential schools, colleges and training centres).
- 2.14 The Council has thus far in their reasons for refusal and appeal statements made reference to the draft NPPF<sup>1</sup> and Planning Policy Statement 4 "Planning for Sustainable Economic Growth"<sup>2</sup>. The Council's position improved slightly with the

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<sup>1</sup> Final version published on 27 March 2012

<sup>2</sup> Cancelled on 27 March 2012 due to publication of the NPPF



publication of the NPPF but there remains a clear need for local planning guidance that has been prepared with specific regard to the needs of Cambridge.

### **3. THE IMPORTANCE OF THE PUBLIC HOUSE**

3.1 The public house is more than just a retail business. It plays an important role at the heart of many local communities, providing a hub through which social networks can be maintained and extended.

3.2 According to "Pubs and Places", 2<sup>nd</sup> Edition (IPPR, Jan 2012), pubs are important for a number of reasons, including:

- They act as hubs for the development of social networks between local people;
- They contribute to the local economy and provide jobs both directly (at the pub) and indirectly (e.g. at a brewery);
- Pubs promote community cohesion by facilitating interactions between people from different backgrounds at the local level;
- Pubs provide facilities/space for recreation and leisure activities including amongst others: pub quizzes, darts competitions, pool leagues, political discussion, meetings of local interest groups and community events;
- Pubs often promote and/or provide certain additional public services; and
- Pubs are culturally important institutions and are considered to offer certain things that are becoming rare in a society being shaped by global commercial pressures.

3.3 Recent research undertaken by CAMRA as described in a press release<sup>3</sup> announcing the first ever Community Pubs Month shows that pubs play an integral role throughout the lives of local communities. The research shows that just under 9 in 10 young pub going adults visit their local pub to meet friends and socialise. Furthermore, about a quarter of all currently married couples met their partner at a pub. Further research shows that over 1 in 3 adults use their pub for events such 'community events' such as weddings, christenings and funerals.

3.4 Moreover, pubs are an important part of the Cambridge economy, not just for the direct and indirect jobs they provide in the pub, supplier, food and brewing industries, but in supporting the City's main industries by attracting and providing a meeting place for the brightest students, academics, scientists and entrepreneurs, and in attracting young office workers, shoppers and tourists.

### **4. DEVELOPMENT MANAGEMENT PRINCIPLES**

4.1 This guidance has been prepared to take account of three main principles:

- a) The need to preserve the important social/community function of the public house;
- b) The need to preserve the important economic function of the public house; and

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<sup>3</sup> 02 April 2012 - [http://www.camra.org.uk/article.php?group\\_id=5675](http://www.camra.org.uk/article.php?group_id=5675)

- c) The need to allow flexibility in terms of responding to economic change.

### **Proposals affecting properties currently or previously used as a Class A4 public house**

- 4.2 This section of the IPPG sets out the principles for development affecting public house sites in Cambridge. Applicants should justify their proposals for change of use/conversion/redevelopment (where planning permission is required) against the principles and criteria in this section.
- 4.3 Following an audit of Cambridge's pubs, these have been assessed as meeting a local suburban community need, or a broader city wide and local community need within an important cluster of related pub types, or a city/village centre economic and tourist need. These are listed in Section 5 of this IPPG.
- 4.4 The following criteria should be used in the assessment of the application for development proposals affecting the loss of a public house (as listed in Section 5).
- 4.5 Development will only be permitted where evidence has been provided to satisfy the following criteria:
  - (a) The pub has been marketed for 12 months as a public house free of tie and restrictive covenant and for alternative local commercial or community facility, at a price agreed with the Council following an independent professional valuation (paid for by the developer) and there has been no interest in either the free- or lease-hold either as a public house, restaurant or other use falling within the 'A' use classes or as a community facility falling with 'D1' use class; and
  - (b) All reasonable efforts<sup>4</sup> have been made to preserve the facility (including all diversification options explored – and evidence supplied to illustrate this) but it has been proven that it would not be economically viable to retain the building or site for its existing or any other 'A' or 'D1' class use; and
  - (c) Adequate alternative pub provision exists, or replacement provision is made available, in an equally or more accessible location within 400 metres walking distance<sup>5</sup> to provide one pub per 750 working age adults; and
  - (d) It has been otherwise demonstrated<sup>6</sup> that the local community no longer needs the public house or any alternative 'A' or 'D1' class use and its loss would not damage the availability of local commercial or community facilities that provide day-to-day needs in the local area.
- 4.6 In order to demonstrate that the site has been adequately marketed in accordance with criteria (a) the marketing exercise should be carried out in accordance with the guidance given in Annex A to this IPPG.

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<sup>4</sup> See Annex B

<sup>5</sup> The Cambridge Public House Study contains a constraints map illustrating the 400 metres catchment areas

<sup>6</sup> See Annex C

- 4.7 In order to demonstrate that the operation is no longer economically financially viable in accordance with (b) the Council will expect to see full financial evidence to substantiate the claim in accordance with Annex B to this IPPG.
- 4.8 In order to demonstrate that there will be adequate alternative provision of commercial community facilities to serve the needs of the local population in accordance with criteria (c) and (d) the applicant will need to address the guidance in Annex C of this IPPG.

**Proposals affecting other Class A uses which were previously in a Class A4 pub use**

- 4.9 Cambridge City Council recognises that it is possible to use permitted development rights contained in the Use Classes Order to change the use of a pub to a restaurant/café (Class A3), financial or professional services office (Class A2) or retail shop (Class A1).
- 4.10 In the last ten or so years, 6 pubs have been lost to restaurant uses. The council considers it is important to allow the flexibility for pubs to pass in and out of pub use according to market conditions; although, no permission is required to change use from a pub to a restaurant, A2 office or shop, permission is still required to change back to a public house.
- 4.11 Therefore, the above criteria allow flexibility in the re-use of pubs for alternative commercial community leisure, retail and business uses falling within 'A' use classes as market circumstances dictate or as a community facility<sup>7</sup>. In addition, the City Council will consider applications on their merits for the reinstatement of a former public house use from an A1, A2, A3, A5, or D1 use (subject to highway and amenity considerations and normal conditions).
- 4.12 Any proposals to convert or redevelop a former public house (as listed in Section 5 of this IPPG) since converted to a different 'A' use to a non-A use, will still be subject to the above development management principles.
- 4.13 Any proposals for a former public house (not listed in Section 5) that is subject to a planning application for conversion to a non-A use will also be subject to the above development management principles where the vitality and, or vibrancy of the local neighbourhood would be adversely affected.

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<sup>7</sup> defined under Policy 5/11 Community Facilities: Protection of Existing Facilities

## 5. LIST OF SAFEGUARDED EXISTING AND FORMER PUB SITES

5.1 The following is a list of all of those existing and former public house sites to which the IPPG relates.

### **Pub Sites providing an important Local Community Facility in Suburban Areas**

Red Bull	11 Barton Road
Six Bells	11 Covent Garden
Dobblers Inn	184 Sturton Street
Earl of Beaconsfield	133 Mill Road
The Corner House	231 Newmarket Road
Green Dragon	5 Water Street
Portland Arms	129 Chesterton Road
The Tivoli	16 Chesterton Road
Robin Hood	1 Fulbourn Road
The Rock	200 Cherry Hinton Road
Milton Arms	205 Milton Road
Jenny Wren	80 Campkin Road
Carlton Arms	Carlton Way
The Med	Perne Road
Seven Stars	249 Newmarket Road
The Tally Ho	77 High Street
The Ship	Northfield Avenue
Golden Hind	355 Milton Road
Panton Arms	43 Panton Street
The Alma	26 Russell Court
The Brook	25 Brookfields
The Ranch	100 Histon Road
The Unicorn	15 High Street, Cherry Hinton
Royal Standard	292 Mill Road
Haymakers	54 High Street, Chesterton
Queen Edith	Wulfstan Way
Golden Pheasant	169 High Street, Chesterton
Five Bells	126 – 128 Newmarket Road

### **Pub Sites within edge of city clusters providing an important city wide economic and local community function**

Maypole	20A Portugal Place
County Arms	43 Castle Street
The Emperor	21 Hills Road
Castle Inn	36-38 Castle Street
St Radegund	129 King Street
Baron of Beef	19 Bridge Street
Champion of the Thames	68 King Street
King Street Run	88 King Street
The Flying Pig	106 Hills Road
Osbourne Arms	108 Hills Road
Burleigh Arms	9-11 Newmarket Road
Bird in Hand	73 Newmarket Road
The Bakers	176 East Road
The Snug	170 East Road
The First & Last	18 Melbourne Place
The Empress	72 Thoday Street
Live & Let Live	40 Mawson Road
Sir Issac Newton	84 Castle Street
The White Swan	109 Mill Road

Hopbine	11-12 Fair Street
The Old Spring	1 Ferry Path
The Gelhart	1 Ainsworth Street
Devonshire Arms	1 Devonshire Road
Cambridge Blue	85-87 Gwydir Street
Kingston Arms	33 Kingston Street
Tram Depot	5 Dover Street
Alexandra Arms	22-24 Gwydir Street
The Punter	3 Pound Hill
The Mitre	17-18 Bridge Street
Elm Tree	Orchard Street
Salisbury Arms	76 Tenison Road
Waterman	32 Chesterton Road
The Grapes	Northfield Avenue
Panton Arms	43 Panton Street
The Alma	26 Russell Court
The Brook	25 Brookfields
The Ranch	100 Histon Road
The Free Press	7 Prospect Row
Zebra	80 Maids Causeway
Carpenters Arms	182 Victoria Road
St Johns Chophouse	21-24 Northampton Street
Meghana (former Blackamoors Head)	205 Victoria Road
Tang (former Ancient Druids)	Napier Street

**City centre, riverside or village pub and bar sites providing an important economic and tourist function**

The Bath House	3 Benedict Street
The Mill	14 Mill Lane
Baroosh	8 Market Passage
Earl of Derby	129 Hills Road
Prince Regent	19 Regent Street
The Fountain	12 Regent Street
The Snug	67 Lensfield Road
All Bar One	36 St Andrews Street
Boathouse	14 Chesterton Road
The Cow	Corn Exchange Street
Eagle	Benedict Street
The Castle	37 St Andrews Street
The Jolly Scholar	1 King Street
The Regal	38-39 St Andrews Street
The Anchor	Silver Street
Great Northern	1-3 Station Road
Fort St George	Victoria Avenue
The Avery	69-73 Regent Street
The Granta	14 Newnham Terrace
Pickerill Inn	30 Magdalene Street
Revolution Bar	3-8 Downing Street
Slug & Lettuce	34-35 Green Street
d'Arry's Cookhouse	2-4 King Street
Japas (former Cross Keys)	9 Saxon Street
Henry's	Quayside
Old Orleans	Mill Lane
The Unicorn	22 Church Lane, Trumpington
Red Lion	20 Mill End Road
Green Man	55 High Street
Travellers Rest	Huntington Road

### **Pubs not included within the above and why**

Penny Ferry	110 Water Street	- appeal allowed for redevelopment
Greyhound	93 Coldhams Lane	- severed from local catchment
Rosemary Branch	503 Coldhams Lane	- small local catchment
Fleur de Lys	73 Humberstone Road	- permission for redevelopment
Hat & Feathers	35 Barton Road	- redeveloped
Jubilee	73 Catharine Street	- redeveloped
Cow & Calf	Pound Hill	- redeveloped
Duke of Argyle	90 Argyle Street	- redeveloped
Five Bells	143 High Street, Cherry Hinton	- permission for redevelopment
The Grove	Arbury Court	- permission for community centre and place of worship
Rose & Crown	110 Newmarket Road	- permission for change of use to offices/residential and financial professional services

## 6. GLOSSARY

**District Centres** - will usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library.

**Local Centres** - include a range of small shops of a local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and laundrette.

**Use Classes** - The Town and Country Planning (Use Classes) Order 1987 (as amended 2005) established Use Classes, which is a system of categories of different types of uses.

**Use Class A1** - Shops where the sale, display or service is to visiting members of the public (shops, hairdressers).

**Use Class A2** - Financial and professional services where the services are provided principally to visiting members of the public (banks, estate agents).

**Use Class A3** - Restaurants & cafés - places where the primary purpose is the sale and consumption of food and light refreshment on the premises.

**Use Class A4** - Public houses, wine bars or other drinking establishments - premises where the primary purpose is the sale and consumption of alcoholic drinks on the premises.

**Use Class A5** - Take-aways - premises where the primary purpose is the sale of hot food to take-away.

**Use Class C2** - Hospitals, Nursing Homes or Residential Schools, Colleges or Training Centres where they provide residential accommodation and care to people in need of care (other than those within C3 Dwelling Houses).

**Use Class D1** - Non-Residential Institutions - Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries (other than for sale or hire), museums, libraries, halls, places of worship, church halls, law court. Non residential education and training centres.

**Use Class D2** - Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations (except for motor sports, or where firearms are used).

**Sui Generis** - Where uses do not fall within the four main use classes. Examples include Theatres, Nightclubs and Casinos.

**NPPF** – The National Planning Policy Framework (as published 27 March 2012)

## **7. EVIDENCE BASE & DEVELOPMENT OF IPPG**

Cambridge Public House Survey & Interim Planning Policy Guidance (GVA Humberts Leisure, May 2012)

Mintel Impact of the Recession on Consumers Leisure Habits May 2010

UK Trade and Investment 21 June 2011

Zolfo Cooper Leisure Wallet Report Winter 2011/2012

Financial Times 6 February 2012

University of Warwick, Profile of Black and Minority Ethnic Groups in the UK

Oxford Economics, Beer and Pubs – Local Data (published 24<sup>th</sup> February 2012)

Office for National Statistics, 2010 mid-year working age population estimates (16 to 64 years).

Norwich City Council Draft Development Management Policies Document

Peterborough City Council adopted Core Strategy Document

London Borough of Merton Unitary Development Plan October 2003

London Borough of Merton Draft Policies and Sites Development Management Document

West Berkshire Council – Supplementary Planning Guidance “No.19 Public Houses”

Ribble Valley Borough Council – Supplementary Planning Guidance “The Retention of Public Houses in Rural Areas”

Huntingdonshire District Council – Supplementary Planning Guidance “Retention of Shops, Post Offices and Public Houses in Villages”

Mid Suffolk District Council – Supplementary Planning Guidance “Retention of Shops, Post Offices and Public Houses in Villages”

Institute for Public Policy Research “Pubs and Places” (2<sup>nd</sup> Edition), January 2012

Dft & DCLG Manual for Streets, 2007

Various Planning Appeal Decisions

## **8. BACKGROUND DOCUMENTS**

Cambridge Local Plan, Cambridge City Council, 2006

National Planning Policy Framework, March 2012)



## ANNEX A – MARKETING STRATEGIES

With respect to the Policy contained within this IPPG, developers should note the following in terms of marketing a current or former public house listed in section 6:

- Details shall be provided of the company/person who carried out the marketing exercise.
- The Marketing process should last for 12 months, unless a focussed marketing strategy has been pre-agreed in writing with the local planning authority, in which case only 6 months is required.
- The asking price<sup>8</sup> should be pre-agreed in writing with the local planning authority following independent valuation (funded by the developer) by a professional RICS valuer with expertise in the licensed leisure sector and who is not engaged to market the property.
- The marketing exercise should be sufficiently thorough and utilise all available forms of advertising media and therefore include as a minimum:
  - A For Sale/For Rent Signboard;
  - Adverts<sup>9</sup> in the Local Press;
  - Adverts<sup>9</sup> in appropriate trade magazines/journals;
  - Adverts<sup>9</sup> on appropriate trade websites;
  - Adverts<sup>9</sup> through both national and local estate agents (including their websites); and
  - A targeted mail shot or email to an agreed list of potential purchasers.

Copies of all sales literature (and in the case of a signboard, dated photographs) will be required.

- Both freehold and leasehold options should be made available without a 'tie' requiring the purchase of drinks through the vendor and without restrictive covenants that would otherwise prevent re-use as a public house such that other pub operators, breweries, local businesses or community groups wishing to take over the premises and trade it as a pub are not excluded.
- Copies of all details of approaches and offers should be provided together with full reasons as to why any offer has not been accepted.

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<sup>8</sup> The asking price(s) should be based on the valuation of the site as a trading pub without tie. Although the pub site should be marketed as a site for a pub, or alternative A and D1 class uses, it is considered unreasonable to ask for a valuation to agree a price for such a wide range of uses.

<sup>9</sup> Adverts should contain a similar amount of detail as a property listing in an estate agents

- As part of the community consultation exercise (refer to Annex C), the public are to be informed about the marketing strategy and allowed the opportunity to put together their own bid.
- Any attempts to sell the business at a price which reflects its current use should relate to the business in its entirety, and not to parts of it, for example the buildings without the accompanying garden or car park.

## ANNEX B - VIABILITY APPRAISALS

With respect to the Policy contained within this IPPG, developers should note the following in terms of the provision of data to help the local authority determine whether the public house is no longer economically viable as a commercial community facility:

- A commercial viability study should accompany any application for redevelopment or change of use.
- As a part of this study, evidence is required in the form of at least the last three trading years of audited accounts.
- All reasonable efforts have been made to preserve the public house (including all diversification options explored) and evidence supplied to illustrate that it would not be economically viable to retain the building or site for its existing or any other 'A' use class. Examples of the initiatives or proposals that could be explored are as follows:
  - Adding a kitchen and serving food, or improving the existing food offer;
  - Making the pub, garden, food offer more 'family-friendly';
  - Providing events and entertainment such as quiz nights, amplified or non-amplified live music, comedy/cabaret nights;
  - Hiring rooms out or otherwise providing a venue for local meetings, community groups, businesses, youth groups, children's day nurseries;
  - Provision of bed & breakfast or other guest accommodation;
  - The setting up of micro-brewery;
  - Sharing the premises with other businesses;
  - Providing a local shop in part or all of the premises; and
  - Altering opening hours;
  - Offering take-away food and off-licence services.

Note that this list is not exhaustive and not all ideas will apply to every public house. Diversification should initially focus on ways to retain the public house use before changing the site to alternative 'A' uses.

- Details should also be provided of any changes to the public house in the period that corresponds with the trading information plus 1 year beforehand (so 4 years in total) that may have impacted on the business. For example:
  - Did the opening hours alter so that the pub opened less often or less frequently?

- Were any facilities (e.g. kitchen, darts board, pool table etc) removed or regular events (e.g. quiz) cancelled?
- Was space for meetings redeveloped or were any local groups told they could no longer use the space?

Note that this list is not exhaustive and the local planning authority may seek evidence through standard community consultation procedures.

- The local planning authority will require evidence that demonstrates that the public house has been operated positively i.e. that it has not been run poorly in order to smooth the way for redevelopment. Applicants should be aware that local people/customers will provide anecdotal evidence in response to neighbourhood consultations on any planning application submission.

## ANNEX C - COMMUNITY CATCHMENTS AND CONSULTATION

With respect to the guidance contained within this IPPG, and for local community pubs in particular, applicants should note the following in terms of carrying out community consultation:

- A consultation exercise of all residents and businesses (in order to take account of employees who might visit the pub) within a 400m radius of the public house site shall be carried out in two stages:
  - Firstly, in advance of the marketing period as set out in the IPPG and in Annex A, the local community (residents/businesses within 400m as per above) shall be afforded the opportunity in writing to comment on the proposed marketing strategy and pre-agreed asking prices<sup>10</sup>. Their comments shall be forwarded to the local planning authority for the pre-agreement set out in Annex A; and
  - Secondly, at least 6 months before the planning application, residents and businesses within the 400m radius shall be notified again in writing and asked for their opinions on the loss of the existing or former public house facility. The results of this exercise shall be submitted to the local planning authority as part of the application submission.
- Developers are required to carry out an assessment of the needs of the local community for community facilities to show that the existing or former public house is no longer needed and that alternative provision is available in the area.
- The Council may also consider adding certain public houses to the Community Assets Register if the community support for their retention is significant.

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<sup>10</sup> Criterion 3 of Annex A

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# Appeal Decision

Hearing held on 18 April 2012  
Site visit made on the same day

**by Isobel McCretton BA(Hons) MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 19 June 2012**

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**Appeal Ref: APP/Q0505/A/11/2167572**

**The Unicorn, 15 High Street, Cherry Hinton, Cambridge CB1 9HX**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - The appeal is made by Greene King Retailing Ltd against the decision of Cambridge City Council.
  - The application Ref. 11/1105/FUL, dated 14 September 2011, was refused by notice dated 14 December 2011.
  - The development proposed is change of use from public house to single dwellinghouse with access onto High Street.
- 

## Decision

1. The appeal is dismissed.

## Main Issue

2. The main issue is the effect of the loss of the public house on the provision of local community facilities in the area.

## Reasons

3. The appeal site is located on the western side of High Street on an 'island' between High Street and Mill End Road. The appeal site comprises a 2-storey public house with an open plan main bar and central bar counter, and a single storey, flat-roofed extension containing a dining area, toilets, kitchen and store. The first floor is given over to ancillary residential accommodation which provides a 3-bedroom flat for the licensee. Outside there is a trade garden area surrounded by a brick wall, much of which is dominated by a mature ash tree located on the boundary with Mill End Road. To the north of the building is tarmacked area used for parking.
4. It is proposed to convert the property into a 4 bedroom dwelling. Part of the single storey extension would be demolished and the outside space would provide a garden/terrace, parking and turning area (accessed via a new crossover), cycle and bin store. The existing parking area would be enclosed by railings and planted. The Council takes no issue with the details of the design and layout and I have no reason to disagree.
5. Before its closure The Unicorn was operated as a tenanted public house under the support of the appellants. The appellants have made a considerable investment in recent years in both capital sums to refurbish the premises and in supporting licensees (e.g. with reduced/no rent), but successive tenants

- have failed to be able to make the business work. The pub ceased trading on 30 June 2011. The appellants cite factors such as changing drinking habits, heavily discounted alcohol in supermarkets, competing pressures on the leisure pound, increases in duty, increased costs of providing satellite TV and live sports, the smoking ban, and competition from other pub businesses as combining to undermine the viability of this and similar pubs.
6. The appellants own the other two pubs in the village: The Red Lion adjacent to the appeal site and The Robin Hood within walking distance on the edge of the village. They are both larger and offer much bigger dining, parking and garden/play space. The Robin Hood trades successfully under the 'Eating Inn' brand. The Robin Hood had experienced a significant decline in trade up to 2011 but saw better trade after the closure of the appeal premises. It has recently reopened after capital investment.
  7. The Council's reason for refusal was based on the advice in PPS4<sup>1</sup>. However this document was superseded in March 2012, shortly before the Hearing, by the National Planning Policy Framework (The Framework). Among other things, The Framework sets out that planning policies and decisions should plan positively for the provision and use of community facilities (including public houses) to enhance the sustainability of communities and residential environments; guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs; and ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable and retained for the benefit of the community.
  8. The premises have not been marketed. The appellants argue that there is no policy requirement, either in the Local Plan or The Framework to do so, and that their efforts in recent years to support a succession of licensees have shown that the business is not a viable proposition. At the Hearing the Council acknowledged that, in response to concerns about number of pub closures in the area, it is carrying out background work to produce the evidence base for supplementary planning guidance as a basis for decision making on this issue, as was required by PPS4. As yet though, there is no such adopted policy.
  9. It is evident that a number of pubs in the District have suffered from the changes in the business which led to the closure of The Unicorn. However there has been no opportunity for this concern to be run by another company or as a non-tied operation. For instance, at the Hearing the representative from the local CAMRA branch suggested that these were the type of premises sought by microbreweries which are becoming increasingly popular. It is also a different type of establishment from the more dining/family oriented Red Lion and Robin Hood and, under different ownership, has the potential to offer local residents a wider choice of drinking establishment. Alternatively, I note that an assessment of the local centre<sup>2</sup> highlighted the fact that the village could benefit from some restaurant or café provision.
  10. The appellants argue that the fact that there were few objections to the proposed change of use indicates that the pub is not a valued facility or one which meets local residents' day to day needs. Nevertheless, the pub had been closed for several months before the application was made. The Framework is

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<sup>1</sup> Planning Policy Statement 4: Planning For Sustainable Economic Growth (2009) (PPS4).

<sup>2</sup> Cambridge Sub-Region Retail Study



concerned to 'deliver the social, recreational and cultural facilities and services the community needs' and 'to enhance the sustainability of communities and residential environments'. This is a settlement with a growing population and I consider that there needs to be clear evidence that the site is no longer suitable for social/community use before a change of use such as that proposed is considered.

11. The appeal property is in a prominent location on the High Street and, unlike The Robin Hood, is within the defined local centre. The lack of firm evidence that the premises are of no interest to any other operator is such that I consider that this would fail to guard against the unnecessary loss of the pub. Moreover there is nothing against which to judge whether it could be developed and modernised in a way which is sustainable and retained for the benefit of the community. In the absence of such information I consider that the requirements of The Framework are not met.
12. I conclude that the proposed development would result in the loss of a community facility for which there is no clearly substantiated evidence that there is no longer a need, contrary to the objectives of The Framework.

### **Conclusion**

13. For the reasons given above I conclude that the appeal should be dismissed.

*Isobel McCretton*

INSPECTOR

## **APPEARANCES**

### FOR THE APPELLANT:

Aaron Smith BA(Hons) DipTP, MRTPI      Caldecotte Consultants

Richard Crewe-Read      Corporate Estate Manager, Greene King plc

### FOR THE LOCAL PLANNING AUTHORITY:

John Evans      Senior Planning Officer

Bruce Waller      Senior Planning Officer (Planning Policy)

### INTERESTED PERSONS:

Carolin Göhler      CEO Cambridge Past, Present and Future

Paul Ainsworth      CAMRA Cambridge and District Branch

Cllr Mark Ashton      City Councillor, Cherry Hinton

### DOCUMENTS SUBMITTED AT THE HEARING:

Document 1      Copies of Licences for The Unicorn and The Red Lion submitted by the appellant

Document 2      Suggested tree protection condition submitted by the Council

### DRAWINGS:

A1-8      Drawings submitted with the planning application (5442/00, 5442/03, 5442/04, 5442/05A, 5442/06A, 10265ea-01, 10265ea-02, 10265ea-03A)



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# Appeal Decision

Hearing held on 10 May 2012

Site visit made on 10 May 2012

**by Ian Radcliffe BSC (Hons) MCIEH DMS**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 9 July 2012**

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**Appeal Ref: APP/Q0505/A/12/2168512**

**The Carpenters Arms Public House, 182-186 Victoria Road, Cambridge CB4 3DZ**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - The appeal is made by Mr Carr against the decision of Cambridge City Council.
  - The application Ref 11/1066/FUL, dated 9 September 2011, was refused by notice dated 25 November 2011.
  - The development proposed is the conversion of the Public House and letting rooms to residential apartments.
- 

## Decision

1. The appeal is dismissed.

## Main Issues

2. The main issues in this appeal are
  - whether the proposal would result in the loss of a local facility important in sustaining the social life of the community; and, if it would, whether such a facility would be viable to operate; and,
  - the effect of the proposal on on-street parking provision.

## Reasons

### *Principle of development*

3. The Cambridge Local Plan (LP) was adopted in 2006. Policies 3/1 and 5/2 support the conversion of non residential buildings into self contained dwellings in order to make efficient use of land and assist in meeting the housing targets for the city.
4. The National Planning Policy Framework (the Framework) has recently come into force. The Framework at paragraph 70 advises that planning decisions should enhance the sustainability of communities by planning positively for community facilities, such as public houses, and guard against their unnecessary loss. However, LP policy 5/11, which seeks to prevent the loss of community facilities, fails to identify public houses as such a facility. The LP is therefore in conflict with the Framework. However, as the Framework is an important material consideration and a more recent publication than the LP, I attach significant weight to it. I shall therefore treat public houses as a community facility.

### *Value of the public house to the local community*

5. The Carpenters Arms is a 19<sup>th</sup> Century public house in a residential urban area of a similar era to the north of the city centre. Development is characterised

by terraced housing, some of which is in multiple occupation. This has resulted in a high density of development and comparatively high number of people living in a small area. The corner position of the public house means that it is in a prominent position within this close knit residential part of the city.

6. For a public house to provide a service to a local urban area it should be within a reasonable walking distance for the range of customers who are likely to use it. In my estimation, and based upon the guidance contained within the Urban Design Compendium, a public house could reasonably serve an area within a 5 to 10 minute walk (400m to 800m). On this basis there are 2 public houses to the west of the appeal site on Histon Road and 4 public houses to the east around the junction of Victoria, Chesterton and Milton Roads within a reasonable walking distance. Nevertheless, by virtue of their larger size or location close to the city centre and its tourist attractions these establishments do not have the same character as the Carpenters Arms, which by virtue of its location, minimal off road parking and modest size is aimed at serving the local community. Whilst the loss of this public house would therefore not reduce the local community's ability to meet its day to day needs it would result in the loss of a facility of value to it.

#### *Viability*

7. The Carpenters Arms has been a local facility of service to the community for well over 100 years until it closed relatively recently. When the public house was trading it was tenanted. The appellant stated that the last 3 landlords of the public house over the last decade or so were unable to operate the business at a profit. This supports the view that whilst it has been a valued local facility it has struggled in recent years.
8. I saw evidence in terms of a new bar that some investment in the building had been made by the former owners Punch Taverns. Nevertheless, landlords of tenanted public houses, unlike freehold landlords, are restricted in terms of the range of beers that can be sold and have less incentive to invest in a building they do not own. This may well have affected the attractiveness and thus the popularity of this community facility.
9. The public house was placed on the open market in 2011 when the appellant purchased it. However, as there was no evidence that it was priced and marketed as a public house for a reasonable length of time, with an agent who specialised in the licensed trade, it has not been demonstrated that a different approach to operating the public house would not be viable.
10. In my assessment, based upon the policies of the Framework, in order to discover whether a change of use of the building, which has been a valued community facility, is necessary it should first be marketed as a public house. This approach would also be consistent with how applications for changes of use in relation to other local community facilities are dealt with under policy 5/11 of the Local Plan. The proposal would therefore be contrary to the objectives of the Framework and the general thrust of policy 5/11 of the Local Plan.

#### *Parking*

11. The building is located just to the north of the Residential Parking Zone. On road parking restrictions prevent any parking on Victoria Road, or French's Road in the vicinity of the building. Given this consideration, as well as the small car park associated with the public house and its local character, relatively few customers would have driven to the public house. As a

- consequence, the proposed change of use would free up little, if any, on-road parking.
12. The proposed conversion into 7 flats with only 1 car parking space reserved for a disabled resident would increase the pressure for on-road parking. The boundary treatment to the front garden on Victoria Road would also prevent the continued use of the space to the front of No 180 for the off-road parking of a car. Understandably the owner of No 180 is aggrieved at this but, as a matter of civil law, this is not a material planning consideration. Subject to the enforcement of on-street parking controls in the area however the additional demand for on-road parking would not harm highway safety.
  13. The appeal site is also in a sustainable location where many day-to-day facilities can be accessed on foot, by bicycle or using public transport. As a consequence, many future residents may choose not to own a car. The increased pressure on on-road parking resulting from future occupants who decide to have a car would be inconvenient to local residents, but would serve to make alternative, more sustainable, modes of transport more attractive than a car.
  14. Taking all these matters into account, the level of on-site parking to be provided would result in acceptable levels of on-road parking which would not harm highway safety. The proposal would therefore comply with the objectives of policies 5/2 and 3/10 of the Local Plan which seek adequate parking provision.

#### **Other matters**

15. The conversion would result in the creation of 6 units of accommodation with one bedroom and one unit with 2 bedrooms. Given the size of the one bedroom units it is quite possible that they would be occupied by couples. The two bedroom unit would have sufficient sleeping space for a couple and a child. A total of up to 15 people in 7 households could therefore reasonably be expected to live in the converted building. The private amenity space provision for the development would be a communal terrace of 22 sqm and an area between the parking space and refuse bins / cycle storage. In my assessment, this would be an inadequate level of provision and would result in unpleasant living conditions for future occupiers. This finding adds weight to my concerns regarding the adverse effects of the proposal.

#### **Conclusion**

16. For the reasons set out above, and having regard to all other matters raised, I conclude that the appeal should be dismissed.

*Ian Radcliffe*

Inspector

## **APPEARANCES**

### FOR THE APPELLANT:

Mr Kratz  
BA(Hons) Solicitor LMRTPI

Birketts LLP

Mr Carr

Appellant

### FOR THE LOCAL PLANNING AUTHORITY:

Miss Linford MRTPI  
Senior Planning Officer

Cambridge City Council

Mr Waller  
Senior Policy Officer

Cambridge City Council

Councillor Mike Todd-Jones

Cambridge City Council

### INTERESTED PERSONS:

Mr Cook

Cambridge & District Campaign for Real Ale

Dr Hunter

Freehold owner of 180 Victoria Road

## **DOCUMENTS SUBMITTED AT THE HEARING**

- 1 Notification letter detailing the time, date and location of the hearing, together with a list of persons notified.
- 2 Policy 5/11 'Protection of Existing Facilities' of the Cambridge Local Plan 2006.
- 3 Newspaper cutting 'Arbury pub could be turned into flats' Cambridge News, 22 September 2011.

## **PLANS SUBMITTED AT THE HEARING**

- A Schematic map of public houses in Cambridge ([www.cambridge-pubs.co.uk](http://www.cambridge-pubs.co.uk)).
- B Copy of Cycle / Bin Store drawing ref C/2332/11/PL-03 Rev A considered by the Council when it determined the application, but missing from the appeal file.



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# Appeal Decision

Hearing held on 11 April 2012

Site visit made on 11 April 2012

**by L Rodgers BEng (Hons) CEng MICE MBA**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 16 May 2012**

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**Appeal Ref: APP/W0530/A/11/2167619**

**The Plough, High Street, Shepreth, Royston SG8 6PP**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - The appeal is made by MPM Properties (Royston) Ltd against the decision of South Cambridgeshire District Council.
  - The application Ref S/0828/11, dated 15 April 2011, was refused by notice dated 6 September 2011.
  - The development proposed is described as a change of use from a restaurant (Use Class A3) to a residential dwelling (Use Class C3) together with landscape works to the site frontage.
- 

## Decision

1. The appeal is dismissed.

## Main Issue

2. The effect of the proposed development on the provision of community services and facilities in the area.

## Procedural matters

3. At the hearing the Appellant submitted a true copy of a Planning Obligation made pursuant to s106 of the Town and Country Planning Act 1990. This is a material consideration that I shall take into account in my determination.
4. The National Planning Policy Framework (NPPF) was published on the 27 March 2012. This was after submission of the appeal but before the hearing - at which the parties were given the opportunity to comment as to its effect on their cases. In determining the appeal I have had regard to the comments made at the hearing as well as to the NPPF itself.

## Reasons

### *Background*

5. The Plough is a detached, brick building with a large garden and extensive parking. It is centrally situated within the village of Shepreth and the building itself lies within the Shepreth Conservation Area. The Plough has historically been used as a public house (Use Class A4) and more recently as a bar/restaurant (use Class A3). However, the property is currently not in use as a restaurant and the proposal seeks to convert the premises into a single residential dwelling.

6. Policy SF/1 of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007 (DPD) aims to protect village services and facilities where their loss would cause an unacceptable reduction in the level of community or service provision in the locality. Village services are said to include shops, post offices, community meeting places and village pubs - although the list is clearly not exhaustive.
7. The policy requires a number of matters to be considered in determining the significance of any loss including the established use, its existing and potential contribution to the social amenity of the local population, the presence of other village services and facilities and the future economic viability of the use including, where appropriate, financial and marketing information.

*The established use of the premises*

8. Although The Plough had been used as a public house it was converted into a restaurant and bar immediately following its purchase by October Restaurants in 2004; photographs submitted by the Appellant show that substantial changes were made to both the internal layout and decor.
9. The Council accepts that the established use is that of a restaurant in Use Class A3 and confirmed at the hearing that planning permission would be required to revert to an A4 pub use. Whilst local residents state that they were able to use the bar without dining in the restaurant, a matter not disputed by the Appellant, the physical changes shown in the photographs and my observations on site strongly suggest that the bar use was ancillary to that of the restaurant.
10. The bar/restaurant use ceased on the 25 December 2010 and, according to the Appellant, The Plough went into liquidation on the 10 February 2011. Since that time the liquidators have removed the restaurant's fixtures and fittings - including the kitchen equipment. It is therefore abundantly clear that the premises have not been used as a restaurant for more than a year and, notwithstanding that the bar could be used independently of the restaurant, the premises have not functioned in the manner normally expected of a public house for something in excess of seven years.
11. The Appellant points out that the lawful use of the premises is as a restaurant (Use Class A3) and moreover that, when in business, The Plough was regarded as a 'high end' restaurant. The Appellant further argues that such premises have a large catchment area and are unlikely to survive solely on custom from the local populace. As such, The Plough should not be regarded as a village service or facility to be considered under Policy SF/1. Indeed, the Appellant suggests that The Plough should be regarded as a facility within a village rather than a village facility.
12. I have some sympathy with the Appellant's view and it is highly unlikely that The Plough, as a 'high end' restaurant (local residents confirming that prices reflected this description), functioned as a social hub for the village in the way that might normally be expected of a traditional pub.
13. Nevertheless, looking solely at the last use of the premises seems to me to be taking a view which is rather too narrow and simplistic. Indeed, as a number of residents pointed out, if the last use was taken as the sole determinative criterion, changing a pub to Use Class to A3 through permitted development would be a way of circumventing policy restrictions seeking to prevent the loss



of pubs as community facilities. Policy SF/1 itself notes that in addition to considering the established use of the premises, regard must also be had to its potential contribution to the social amenity of the local population.

14. Given that The Plough was once a pub, and notwithstanding the need for planning permission and the appropriate investment, there must at least be the potential for The Plough to be returned to that use. I shall therefore move on to consider the other matters identified in Policy SF/1.

#### *Village services and facilities*

15. Policy SF/1 notes that consideration will be given to the presence of other village services which provide an alternative with convenient access by good local public transport services, or by cycling or walking. Although Shepreth does have a number of other services and facilities these are clearly limited. The recently opened coffee shop and the local community hall provide some sort of community focus, but the only facility which can be regarded as providing a realistic alternative to the potential use of The Plough as a public house is the 'Green Man' pub.
16. The Green Man is described as being in the Parish of Shepreth. However, I saw on my visit that it is a considerable distance from the village centre (around 1.6km). It also lies on the opposite side of the A10 from the village centre, the A10 being described by the Council as a 'busy and fast trunk road' - a description with which I concur. Having regard to its location and its public transport links, I am of the view that the Green Man is unlikely to appeal to villagers, other than perhaps those prepared to travel by car. As such its location would act against it becoming a social hub for the village and in my view it would not provide a comparable alternative to a pub sited in the village centre.
17. Shepreth is described in the South Cambridgeshire Local Development Framework Core Strategy (CS) as an 'Infill Village' and the Council notes that "Infill villages are amongst the smallest in South Cambridgeshire, have a poor range of services and facilities and it is often necessary for local residents to travel outside of the village for their daily needs". As such it seems to me that the loss of a potential facility would be acutely felt.

#### *Viability*

18. The Appellant has submitted information to show that the former restaurant business operating from The Plough did not prove to be viable, a matter underlined by the fact that the business closed and went into liquidation. The Appellant has also put forward a letter sent to the liquidator of October Restaurants Ltd by the Royal Bank of Scotland Plc's debt recovery department in which it is stated that re-opening of the pub in the current economic climate would not be supported as it is not seen as being financially viable.
19. In contrast, the Council has made submissions suggesting that the site is viable in its current land use. In the Council's view The Plough is capable not only of sustaining a level of net profit adequate to provide an owner operator with appropriate remuneration, but also to fund loan interest and capital repayments for site purchase and essential investment.
20. The Council's assessment is based on a number of assumptions and as such must be subject to some risk. Although some of the factors underlying the

Council's assessment are reasonably easy to account for, such as the condition of the building, matters such as the historic trading record as a pub/restaurant are less reliable as predictors of future performance – particularly taking into account the fact that the premises have not traded as a pub for some time and the changes that have since occurred to the economic climate.

21. Nevertheless, the Appellant accepted at the hearing that despite the failure of the former business it ought to be possible to run some sort of viable pub/restaurant business from the premises. The Plough is reasonably well located and with its garden and car park has appropriate facilities. Despite the need to re-equip the kitchens I see no reason to demur from the view that a viable business could be created.

### *Marketing*

22. The premises were first put onto the market as a restaurant and bar in May 2007 by Christie & Co. The initial asking price was for 'offers in excess of' £675k freehold and during the course of 2007 the premises were marketed through listing on the agent's web site as well as through the circulation of sales particulars and a campaign in the trade press. In November 2008 the asking price was reduced to £590k.
23. A letter from the agents in February 2011 stated that since 2007 the property had been fully exposed to the open market by inclusion on their website and in regular e-mail and mail shots to their database of potential buyers. They also confirmed that the ".....quoted asking price remains £590k freehold".
24. During 4 years of marketing, only three formal offers were received. The first, accepted in October 2007, was for the then asking price of £675k - although the prospective purchaser subsequently pulled out. Following the price reduction in 2008, two further offers were received. One, at £500k, was rejected as being too low as it was insufficient to clear the mortgage on the property but in May 2009 an offer of £570k was accepted – although, again, the prospective purchaser later pulled out.
25. Local residents representing the 'Shepreth Ploughshare' state that it appears as though The Plough was removed from sale in February 2011. The Council also points out that the property was no longer being advertised on Christie & Co's website at the time of its determination and the Appellant confirmed at the hearing that there had been no marketing by Christie & Co in the last year. I understand that this was because the property had been sold to the Appellant 'subject to contract' – the arrangements including an obligation on the Appellant to pursue residential development on the site.
26. Policy SF/1 requires that consideration be given to the results of any efforts to market the premises for a minimum of 12 months at a realistic price. In the Council's view the initial asking price was somewhat ambitious and is likely to have discouraged serious applicants. Whilst the subsequent reduction to £590k was considered a reasonable course of action at the time, the Council nevertheless still considered the asking price to be ambitious – although not so ambitious that it would necessarily discourage interested parties. However, the Council also considers it surprising that no further reductions were made in light of the subsequent economic decline, suggesting that a reasonable expectation of price in 2010 would have been closer to £400k.

27. The Appellant's stance is that the prices sought were realistic given that several formal offers were received. It is also suggested that the basis on which the Council had assessed what it considered a reasonable price expectation was highly dependent on a national average multiple of Fair Maintainable Trade – the Appellant suggesting that regional differences were highly significant and that using the figure for East Anglia would produce a price which would not be far out of line with that being sought.
28. Given that some offers were received for The Plough, it seems that at certain stages of its marketing the asking price was seen by some potential purchasers as being reasonable. However, none of the three offers received proceeded to sale and one was considerably below the then asking price. In my view, the fact that some 4 years of marketing only resulted in two offers close to the asking price must at least raise questions as to whether the property and its asking price were appropriately matched.
29. Indeed, despite a number of viewings since July 2009 no further formal offers were received. Whilst I accept the Appellant's point that the asking price should be reflective of local conditions and that the Council's suggested price of £400k may be too low, bearing in mind the economic climate and the lack of any offers, a further reduction in price between November 2008 and February 2011 might have been expected. The fact that a lower price might not be sufficient to clear the vendor's mortgage commitments may mean that he is unwilling to offer the property for sale at that price - but it does not mean that such lower price is unrealistic in the context of the market.
30. Whilst I am therefore content that the property has been offered to the market for a period well in excess of the minimum 12 months sought by Policy SF/1, I am less convinced that the offer price was realistic throughout that period. In my view the marketing of the property cannot be without some criticism and there is at least limited conflict with Policy SF/1.

#### *Conservation Area*

31. The Plough lies within the Shepreth Conservation Area and the statutory test requires that special attention be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.
32. In physical terms the effect of the proposed development would, through landscaping of the existing frontage, enhance the appearance of the area. In respect of its character, the Council notes that "Arguably however, the loss of a village facility would affect the social character of this part of the Conservation Area and this would be to the detriment of the area".
33. However, as noted earlier it is debateable as to whether a restaurant provides a village facility. The surrounding development is described by the Council as being predominantly residential of a mix of age and form and in these circumstances it is my view that a change of use from a restaurant to a residential dwelling would, in overall terms, have a neutral effect on the character of the area. I therefore find no conflict with the statutory test.

#### **Other matters**

34. In addition to the letters from local residents objecting to the application and the appeal, as well as the accompanying petition, it was made clear at the hearing that there is considerable local opposition to the proposal. Indeed, I

note that a number of local residents have formed a group known as 'Shepreth Ploughshare' with the intention of returning The Plough to community use - specifically as a community-owned public house.

35. However, the 'Shepreth Ploughshare' does not appear to have passed much beyond its formative stages nor does it appear to have sufficient funds in place with which to achieve its objective of purchasing The Plough and turning it into a community-owned public house. In these circumstances I can give little weight to its intentions. Nevertheless, the formation of 'Shepreth Ploughshare' is indicative of a strong local desire for The Plough to once again become a community facility.
36. The NPPF is clear that part of promoting a strong rural economy is the retention and development of local services and community facilities in villages, including public houses. It also states that the planning system can play an important role in facilitating social interaction and creating healthy and inclusive communities.
37. To support this approach the NPPF seeks for planning authorities to involve all sections of the community in planning decisions and amongst other matters, those decisions should aim to achieve places which promote opportunities for meetings between members of the community. It also notes that policies and decisions should plan positively for the provision of community facilities, including public houses. Although, as the Appellant points out, the NPPF is clear that applications for alternative uses of land or buildings should be treated on their merits having regard to market signals, it goes on to state that regard should also be had to the relative need for different land uses to support sustainable local communities.
38. Given its recent publication and extensive consultation I consider the NPPF to be a weighty material consideration.

### **Planning obligation**

39. The Appellant has submitted a planning obligation pursuant to s106 of the Town and Country Planning Act 1990 that is intended to provide contributions towards such matters as community facilities, recycling receptacles and open space. However, the absence of such an obligation did not form part of the Council's reasoning in refusing the application nor has the Council provided the policy basis for seeking any such contributions. In reaching my determination I have therefore found no need for the obligation - but neither have I accorded it any weight.

### **Conclusions**

40. There are a number of matters that I consider weigh in favour of the proposed development. These include firstly that The Plough has not been a pub for some considerable time and that, notwithstanding its more recent use as a bar/restaurant, its conversion would not deprive the village of something that can currently be justly regarded as a community facility. Secondly, despite marketing the premises as a bar/restaurant for a period of some 4 years, the vendor has failed to secure a buyer. Thirdly, the former restaurant business proved unviable and had to be liquidated. The conversion would also result in a small supplement to the housing stock.

41. However, there are also matters weighing against the conversion. Firstly, the physical attributes of The Plough clearly make it suitable for a pub use and the proposed development would therefore result in the loss of a potential community facility – which it is accepted could be viable. Secondly, there are few other services and facilities in the village and the loss of even a potential facility takes on a particular significance. Thirdly, despite the lengthy period of marketing, I have reservations as to whether the asking price was realistic throughout that period and I do not regard the marketing so far carried out as carrying conclusive weight.
42. Based on the factors above I see the determination as being finely balanced. However, it is obvious that a substantial part of the community sees The Plough as a potentially valuable community facility and I am very much aware that approving the proposal is likely to result in the loss of that potential facility forever. I am also conscious of the weighty support offered by the NPPF to the retention and development of community facilities (including public houses) and its support for the involvement of all sections of the community in planning decisions. Taking these further considerations into account leads me to the conclusion that the loss of The Plough as a potential contributor to the social amenity of the village would be unacceptable.
43. Having had regard to all other matters before me I find nothing to add to or alter my finding above. The appeal must therefore fail.

*Lloyd Rodgers*

Inspector

## **APPEARANCES**

### FOR THE APPELLANT:

Mr P Belton	Januarys
Mr R Muttu	MPM Properties (Royston) Ltd
Mr C Day	October Restaurants
Mr T Nichols	Everard Cole

### FOR THE LOCAL PLANNING AUTHORITY:

Mr M Hare	Development Control Officer, South Cambridgeshire District Council
Mr T Wheeler	Fleurets

### INTERESTED PERSONS:

Mr D Kendrick	Councillor, Shepreth Parish Council
Mr C Cook	Parish Clerk
Mr D Elliott	'Shepreth Ploughshare' and local resident
Mr C Porter	Melbourn resident

## **DOCUMENTS SUBMITTED AT THE HEARING**

- 1 Planning Obligation dated 10 April 2012. Submitted by Mr Belton
- 2 South Cambridgeshire District Council Recreation Study (June 2005)  
Submitted by Mr Hare
- 3 South Cambridgeshire District Council Community Facilities Assessment  
(September 2009) Submitted by Mr Hare

## **Schedule of Consultation Representations**

### **Interim Planning Policy Guidance (IPPG) on The Protection of Public Houses in the City of Cambridge**

Public Consultation 15<sup>th</sup> June until 27<sup>th</sup> July 2012

N.B.: The representations are grouped according to the section of the IPPG to which they refer and ordered by each IPPG section.

# Interim Planning Policy Guidance on The Protection of Public Houses in the City of Cambridge

Report Date:

20/08/2012

## CHAPTER: 1. Introduction 1. Introduction

### 8081 Object

**Respondent:** Januarys (Mr Justin Bainton) [2124]

**Agent:** N/A

**Summary:**  
-Representations made on behalf of Bondsway Ltd (BL) and Lucy Cavendish College (LCC), prospective joint applicants for the proposed redevelopment of the former Ranch PH for essential new Student Accommodation for mature female students to be occupied by LCC.  
-BL have considerable concerns over the proposed policy approach towards the change of use of ALL Public Houses and are especially concerned that unfair opposition could be attracted to their application on the basis of the IPPG, which has not been fully considered.  
-Concern that the Council has overreacted, bowed to pressure groups and not thought clearly on the issue.

**Full Reference:** O - 8081 - 2124 - 1. Introduction - None

### 8141 Object

**Respondent:** Januarys (Mr Justin Bainton) [2124]

**Agent:** N/A

**Summary:**  
GVA report  
Appendix B  
-No evidence that the individual sites have been properly assessed, or indeed visited.  
-Misleading to categorise the individual pubs in this way unless this is backed up by a proper assessment. It is only those adjudged to be of value by the local community which should be safeguarded.  
Paragraph 6.17 recommends, a flexible policy approach, and provides criteria for the consideration of the re-development of such sites in appropriate circumstances. The IPPG fails to reflect this and cuts across the NPPF and therefore the IPPG cannot be progressed in isolation of a wider Local Plan review.

Page

**Full Reference:** O - 8141 - 2124 - 1. Introduction - None

### 8142 Object

**Respondent:** Januarys (Mr Justin Bainton) [2124]

**Agent:** N/A

**Summary:**  
GVA's commission and the LPA's subsequent brief should be made available. The Public House Study is fundamentally unsound to deal with this issue in isolation of the range of issues that inform a Local Plan review.  
-GVA are potentially compromised to comment on the subject given their vested interest in the protection of Public Houses.  
-Are GVA Humberts (a Leisure Surveyor) best placed to evaluate the issue?  
-We question whether the report is appropriately commissioned as the report appears to be a defence of the Pub industry and of public houses, and not a balanced or objective assessment.

**Full Reference:** O - 8142 - 2124 - 1. Introduction - None

### 13083 Object

**Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767]

**Agent:** N/A

**Summary:**  
I object to the introduction of this Interim Planning Policy Guidance as the rationale behind the 'community catchments' is unsound, furthermore the guidance in part is onerous, inflexible and disproportionate which will place unnecessary financial burdens on development; conflicting with paragraphs 21 and 153 of the Framework.

**Full Reference:** O - 13083 - 767 - 1. Introduction - None

### 14809 Object

**Respondent:** Charles Wells Ltd [2710]

**Agent:** David Russell Associates (Mr David Russell) [1524]

**Summary:**  
No stakeholder consultations with operators, breweries and owners of public houses in Cambridge.  
Necessary prior to the adoption of the IPPG.  
The survey carried out from which the Cambridge Public House Study was a tick-box exercise based on a visual drive-by - no initial consultations. Consultations and resulting input are vitally important prior to any adoption of the IPPG to ensure the Council fully understand business models, social and economic change and their effects on the day to day operations of pubs, and the reasons why both disposal and acquisition of licensed properties takes place.

**Full Reference:** O - 14809 - 2710 - 1. Introduction - None



## 6859 Support

**Respondent:** Mr Owen Dunn [1848]

**Agent:** N/A

Summary: I approve of this plan, but the Council will need to be vigilant to ensure that public house owners do genuinely exert their best efforts to keep buildings open as pubs.

Full Reference: S - 6859 - 1848 - 1. Introduction - None

## 8657 Support

**Respondent:** Cambridge Past, Present and Future (Ms Carolin Gohler) [178]

**Agent:** N/A

Summary: CambridgePPF broadly welcomes the proposals contained within the IPPG and that these provisions will become a 'material consideration' in determining planning applications in the City.

We believe these provisions are urgently required in order that the new protections, given to Public Houses under NPPF paragraph 70, are properly and consistently applied in the City.

Full Reference: S - 8657 - 178 - 1. Introduction - None

## 13035 Support

**Respondent:** Natural England (Mr Jamie Melvin) [2548]

**Agent:** N/A

Summary: No comment

Full Reference: S - 13035 - 2548 - 1. Introduction - None

## CHAPTER: 1. Introduction Scope and Purpose

## 6947 Object

**Respondent:** Daniel Durrant [1870]

**Agent:** N/A

Summary: - The section could be more positive about the benefits of the city's public houses  
- There is no reference to the particular development pressures facing the city  
- Is this simply a response to community concern or is it an attempt to develop policy that prioritises the maintenance of public houses over other forms of development?

Full Reference: O - 6947 - 1870 - Scope and Purpose - None

## 14689 Object

**Respondent:** British Beer & Pub Association (Dr Martin Rawlings) [2676]

**Agent:** N/A

Summary: We object to the assertion that closed public houses may be more viable if managed under a different system or more immune to closure than tied pubs. There is no evidence to support this claim, on the contrary according to recent pub closure statistics freehold pubs are actually closing at a faster rate than tied pubs.

Full Reference: O - 14689 - 2676 - Scope and Purpose - None

## 8931 Support

**Respondent:** Mr Trev Cooper [2187]

**Agent:** N/A

Summary: We support the prevention of pub site redevelopment - enough is enough.

Full Reference: S - 8781 - 2187 - Scope and Purpose - None

## 12776 Support

**Respondent:** Mr Matthew Day [2524]

**Agent:** N/A

Summary: I agree that with supermarkets selling alcohol so cheaply and being so easy to buy from, pubs in the quantity Cambridge had didn't stand a chance. I am more sad about a pub building being knocked down for flats than I am to see it shut. I'd much rather the structure was kept and maintained and used for other uses for the community. Once they're flats, they can't be changed back into pubs again.

Full Reference: S - 12776 - 2524 - Scope and Purpose - None

## 12784 Support

**Respondent:** Ms Sheila Jeffery [2514]

**Agent:** N/A

Summary: The change of use from public house to housing is often seen as a way of making a 'quick buck' by developers. The communities loose when this happens.

Full Reference: S - 12784 - 2514 - Scope and Purpose - None

- 8086 Object**      **Respondent:** **Januarys (Mr Justin Bainton) [2124]**      **Agent:**      **N/A**
- Summary:      -The Council needs to demonstrate that the adverse impacts of permitting the development of a PH site would significantly and demonstrably outweigh the benefits of the development assessed against the NPPF policies "as a whole" (NPPF para 14).  
 -The IPPG:  
 fails to clarify what weight can be afforded to the emerging policy position in the context of the NPPF and the adopted Local Plan.  
 fails to consider alternative uses for a PH site (vacant and where the business has failed), that otherwise complies with the Local Plan and NPPF, and has greater merit.  
 -The IPPG lacks any sense of balance.
- Full Reference:      O - 8086 - 2124 - Status of the IPPG - None
- 8099 Object**      **Respondent:** **Januarys (Mr Justin Bainton) [2124]**      **Agent:**      **N/A**
- Summary:      -The IPPG fails to clarify what weight can reasonably be given to the guidance, a major shortcoming of the document.  
 -Not sound in a tightly constrained City to seek to impose a protective policy on a single issue basis without regard to the implications for other necessary development.  
 -The IPPG conflicts with the provisions in the NPPF, which makes it clear that the document must be read as a whole, and that those development proposals that accord with the development plan must be approved without delay.  
 -The IPPG should clarify the statutory power, which underpins the IPPG.
- Full Reference:      O - 8099 - 2124 - Status of the IPPG - None
- 8112 Object**      **Respondent:** **Januarys (Mr Justin Bainton) [2124]**      **Agent:**      **N/A**
- Summary:      -The IPPG should state who is precisely concerned with the loss of public houses.  
 -"local public concerns" needs to be clarified as to who this is apart from known pressure groups CPPF (Cambridge Past Present & Future) & CAMRA (Campaign for Real Ale).  
 -The IPPG makes no reference to the dramatic increase in the number of Coffee Shops and alternative meeting places in the City, and the advent of social media, which has in part usurped the traditional "visit to the pub".  
 -The IPPG is over simplistic.
- Full Reference:      O - 8112 - 2124 - Status of the IPPG - None
- 14690 Object**      **Respondent:** **British Beer & Pub Association (Dr Martin Rawlings) [2676]**      **Agent:**      **N/A**
- Summary:      We object to the development of an IPPG for this purpose which in our view goes against the spirit of the NPPF to reduce obstacles to growth and allow for businesses to change and adapt to a changing market.
- Full Reference:      O - 14690 - 2676 - Status of the IPPG - None
- 14698 Object**      **Respondent:** **Januarys Consultant Surveyors (Messrs N & D Cook & Brown) [2681]**      **Agent:**      **Januarys Consultant Surveyors (Mr Colin Brown) [649]**
- Summary:      The status of the IPPG has not been clarified, and the weight to be attached to it is equally unclear. This needs to be corrected.
- Full Reference:      O - 14698 - 2681 - Status of the IPPG - None
- 14778 Object**      **Respondent:** **Ms Clare Blair [2699]**      **Agent:**      **N/A**
- Summary:      Concern regarding the weight officers and members are able to give to Informal Planning Policy Guidance until the new Local Plan is in place.  
 It may be insufficient against pressures from developers.
- Full Reference:      O - 14778 - 2699 - Status of the IPPG - None
- 14855 Object**      **Respondent:** **Old Chesterton Residents' Association [2716]**      **Agent:**      **Old Chesterton Residents' Association (Ms Clare Blair) [2719]**
- Summary:      Old Chesterton Residents Association (OCRA) welcomes the IPPG on pubs and the intent to incorporate strengthened protection for the retention of pubs into the forthcoming Local Plan. Concern remains that the weight officers and members are able to give to Informal Planning Policy Guidance until the new Local Plan is in place may be insufficient against pressures from developers however.
- Full Reference:      O - 14855 - 2716 - Status of the IPPG - None

## 6948 Support

**Respondent:** Daniel Durrant [1870]

**Agent:** N/A

Summary: This is a pressing issue and interim guidance is necessary and welcome.

Full Reference: S - 6948 - 1870 - Status of the IPPG - None

## 12801 Support

**Respondent:** Ms Sheila Jeffery [2514]

**Agent:** N/A

Summary: a clear policy on pubs needs to be incorporated into the local plan. It is good to take this opportunity to strengthen the protection of pubs under the local plan.

Full Reference: S - 12801 - 2514 - Status of the IPPG - None

CHAPTER: 2. Context

2. Context

## 11290 Object

**Respondent:** Miss Lynn Turner [2400]

**Agent:** N/A

Summary: I would like to see an amendment to planning policy to allow public consultation on whether the change of use of a pub to any other premises other than a pub with additional food facilities, eg. a restaurant attached would have to gain a proportion of the local area consent before any other use such as a shop or residential development was allowed. I strongly disagree with paragraphs 2.8 and 2.9, but support the previous and following paragraphs.

Full Reference: O - 11290 - 2400 - 2. Context - None

## 14811 Object

**Respondent:** Charles Wells Ltd [2710]

**Agent:** David Russell Associates (Mr David Russell) [1524]

Summary: We recognise local concern at the recent decline in the number of pubs within the City of Cambridge, a decline that reflects national trends. We anticipate that the number of traditional pubs will continue to decline with changing social circumstances and consumer spending patterns, and that the Council should accept this national situation. As supermarkets and other outlets come to dominate the mass market for beers and other alcoholic beverages, pubs must look increasingly to new business models that serve emerging niche markets where added value is critical to success, but this cannot apply in all circumstances.

Full Reference: O - 14811 - 2710 - 2. Context - None

## 14912 Support

**Respondent:** Metropolispd (Mr Nigel Bennett) [1164]

**Agent:** N/A

Summary: Representation submitted on behalf of Pace Investments Ltd, freehold owners of the land at Betjeman House(new) Botanic House, Francis House, the Osbourne Arms and Flying Pig PHs, Hills Road, Cambridge.

Support for the general theme of the IPPG and the very important role community uses provide.

The consultation report:

-recognises the crucial role that pubs play in maintaining the vibrancy and vitality of local neighbourhoods and their place and contribution to the community;  
-promotes a robust planning policy approach to provide protection in appropriate circumstances and to address a trend in falling numbers.

Full Reference: S - 11812 - 1164 - 2. Context - None

CHAPTER: 2. Context

Area covered by this IPPG

## 14688 Object

**Respondent:** British Beer & Pub Association (Dr Martin Rawlings) [2676]

**Agent:** N/A

Summary:

Pubs are under severe pressure from tax and regulatory burdens.

Support pubs by alleviating the burdens affecting them, where possible.

The Council might consider looking at:

\* Offering additional discretionary business rates relief to small businesses and those offering additional community services and value to the community.

\* Taking a more positive approach to regulatory enforcement, particularly with regard to licensing as this can be one of the biggest burdens on business.

\* Taking a positive and flexible attitude to planning and licensing to allow new pub businesses to start up and succeed if and where there is demand.

Full Reference: O - 14688 - 2676 - Area covered by this IPPG - None

- 8101 Object**      **Respondent:** **Januarys (Mr Justin Bainton) [2124]**      **Agent:**      **N/A**  
 Summary:      The IPPG is premature.
- Full Reference:      O - 8101 - 2124 - Planning Policy Context - None
- 8122 Object**      **Respondent:** **Januarys (Mr Justin Bainton) [2124]**      **Agent:**      **N/A**  
 Summary:      -Paragraph 2.3 overstates Cambridge's dependency on public houses to attract the students, academics, young workers and tourists that its economy and future growth depend upon. The statement is not based on verifiable evidence, and is symptomatic of the lack of balance within the document.  
 -Paragraph 2.4 focuses on a very narrowly defined use of one part of the NPPF, and interprets and adapts sections in an equally brief and insubstantial way.  
 -The blanket protection of PHs does not reflect the key requirement of the NPPF and therefore is not addressed properly by the IPPG.
- Full Reference:      O - 8122 - 2124 - Planning Policy Context - None
- 13087 Object**      **Respondent:** **Caldecotte Consultants (Mr Aaron Smith) [767]**      **Agent:**      **N/A**  
 Summary:      Para 2.7 & 2.8 - The need to support business is made clear by these paragraphs, however, the requirements for a change of use is over burdensome, where supply and demand, and access to alternatives, is not fully considered.
- Full Reference:      O - 13087 - 767 - Planning Policy Context - None
- 14687 Object**      **Respondent:** **British Beer & Pub Association (Dr Martin Rawlings) [2676]**      **Agent:**      **N/A**  
 Summary:      Further planning restrictions on change of use are counterproductive and go against the spirit of the NPPF that seeks to reduce red tape and delays around planning to allow business to more easily adapt to changing markets.  
 The consultation quotes the LDF in stating that 'planning should readily adapt to changing circumstance' a sentiment expressed throughout the NPPF.  
 The policy to 'resist the loss of Public Houses and other Drinking Establishments' is the opposite of this with pubs having to adapt to changing consumer habits away from pub going and planning restrictions supporting their viability and success in this situation.
- Full Reference:      O - 14687 - 2676 - Planning Policy Context - None
- 14691 Object**      **Respondent:** **British Beer & Pub Association (Dr Martin Rawlings) [2676]**      **Agent:**      **N/A**  
 Summary:      Whilst we support the Council's comments about the value of pubs to the local economy and community, we do not believe that the proposals contained in this consultation are appropriate, and we question their legality.
- Full Reference:      O - 14691 - 2676 - Planning Policy Context - None
- 14692 Object**      **Respondent:** **British Beer & Pub Association (Dr Martin Rawlings) [2676]**      **Agent:**      **N/A**  
 Summary:      We object to the interpretation of the wording of the National Planning Policy Framework. In our view some of the quoted sections are taken out of context and used to justify the Council's restrictive planning policies in this document. The policy as a whole goes entirely against the spirits and intentions of the NPPF which sought to alleviate cost and burdens on business from the planning system.
- Full Reference:      O - 14692 - 2676 - Planning Policy Context - None
- 14693 Object**      **Respondent:** **British Beer & Pub Association (Dr Martin Rawlings) [2676]**      **Agent:**      **N/A**  
 Summary:      We object to the assertion that public houses will have enough flexibility simply to change between A Use Classes. Whilst this may be an option and clearly one that companies may look at, ultimately with a fast changing economic climate businesses are often under pressure to sell off unviable businesses. If there is no demand for businesses within the A Use Class then it may be the case that there is no option but to change to another use by applying for planning permission.
- Full Reference:      O - 14693 - 2676 - Planning Policy Context - None
- 14779 Object**      **Respondent:** **Ms Claire Blair [2699]**      **Agent:**      **N/A**  
 Summary:      There have been several significant appeal judgements (The Plough at Shepreth, The Unicorn, The Carpenters Arms) which need to be incorporated into the approved IPPG and any new Local Plan policy.
- Full Reference:      O - 14779 - 2699 - Planning Policy Context - None

## 14856 Object

**Respondent:** Old Chesterton Residents' Association [2716]

**Agent:** Old Chesterton Residents' Association (Ms Clare Blair) [2719]

**Summary:** Several significant appeal judgements must be addressed in the approved IPPG and any new Local Plan policy - namely the appeals at the Plough at Shepreth, The Unicorn and The Carpenters Arms.

**Full Reference:** O - 14856 - 2716 - Planning Policy Context - None

## 12807 Support

**Respondent:** Ms Sheila Jeffery [2514]

**Agent:** N/A

**Summary:** While the national planning framework is good for pubs, it is important to get this carried forward into the local plan

**Full Reference:** S - 12807 - 2514 - Planning Policy Context - None

**6950 Object****Respondent:** Miss Cassie Lynch [1871]**Agent:** N/A

Summary: There is no longer a viable market for local pubs hence why so many are now closed. People can either not afford, or simply choose not to spend their money in pubs. There are plenty of pubs and bars in/around the city centre for people to go to if they wish. Local people would rather have more available housing, currently it is very difficult to find a house to buy in Cambridge because of the shortfall. Some local pubs have been a great source of concern to local residents because of noise and antisocial behaviour.

Full Reference: O - 6950 - 1871 - Need for the IPPG - None

**7296 Object****Respondent:** Mr Keith Hamilton [1940]**Agent:** N/A

Summary: The IPPG is a scandalous waste of our money.

If pubs produce a reasonable profit they will probably stay open otherwise they will close.

The council cannot make a pub stay open if the brewery and /or owner decides otherwise.

What is better an eyesore of an empty building (and there are many disused pubs to illustrate this for example the Greyhound, Coldham's Lane) or a couple of houses/small block of flats.

Social life is changing. Pubs have always closed over the years. Get spending our money on something important in these hard times and not on things like this!

Full Reference: O - 7296 - 1940 - Need for the IPPG - None

**14694 Object****Respondent:** British Beer & Pub Association (Dr Martin Rawlings) [2676]**Agent:** N/A

Summary: We do not believe that the Council are able to make generalisations about what model of pubs is most successful e.g. offering a wide range of real ales. It is impossible to speculate whether or not the pubs that have closed in Cambridge would have survived with a different offer or business model. It is beyond the remit of the Council to speculate in this manner or seek to prescribe what pubs should do in order to attract business and remain viable.

Full Reference: O - 14694 - 2676 - Need for the IPPG - None

**14699 Object****Respondent:** Januarys Consultant Surveyors (Messrs N & D Cook & Brown) [2681]**Agent:** Januarys Consultant Surveyors (Mr Colin Brown) [649]

Summary: There is not considered to be any justification for a current, single issue policy review outwith the Local Plan Review process.

The IPPG is premature, not founded on a reasonable evidence base, and should not be progressed outwith the Local Plan Review.

Full Reference: O - 14699 - 2681 - Need for the IPPG - None

**6880 Support****Respondent:** Heather Coleman [1863]**Agent:** N/A

Summary: I am relieved that the City Council finally realises there is a problem and is finally taking action. I generally support any measures taken to prevent more pub closures, especially with an increasing population, so that the remaining ones, especially the good ones, become so busy that it is difficult to reliably visit them with a group of friends as they are too crowded.

Full Reference: S - 6880 - 1863 - Need for the IPPG - None

**7151 Support****Respondent:** mr peter nanson [1914]**Agent:** N/A

Summary: Clear requirement to preserve an appropriate number of pubs - several areas of cambridge are already very poorly served.

Full Reference: S - 7151 - 1914 - Need for the IPPG - None

**10138 Support****Respondent:** Mr Julius Baxter [2322]**Agent:** N/A

Summary: I would like to express my support for, and agreement with the need for and goals of the IPPG.

Full Reference: S - 10138 - 2322 - Need for the IPPG - None

## 12833 Support

**Respondent:** Ms Sheila Jeffery [2514]

**Agent:** N/A

Summary:

It has been too easy for pubs to change from pubs to restaurants, to failed restaurants, to redevelopments. This needs to be stopped as pubs can be the saviour of our high streets. The success of a pub in Cambridge is usually dependent on the landlord. Where there is the will to make a pub successful in Cambridge, it generally succeeds.

Full Reference: S - 12833 - 2514 - Need for the IPPG - None

## 14082 Support

**Respondent:** Tamsin Walker [2599]

**Agent:** N/A

Summary:

Strongly support the need for this IPPG - pubs weren't in danger in the 2006 local plan, and thus not included, because of that reason, rather than because pubs were not valued. With the recent number of pub closures and applications for development, particularly in cambridge where development land is at a premium, this IPPG is both necessary and welcome.

Full Reference: S - 14082 - 2599 - Need for the IPPG - None

CHAPTER: 3. The Importance of the Public House 3. The Importance of the Public House

- 7034 Object**      **Respondent:** Friends of Midsummer Common (Dr Richard Baxter) [1262]      **Agent:** N/A  
Summary: It should be recognised that pubs are not just "culturally important institutions". Many are also "historically and architecturally important institutions". Redevelopment might destroy these attributes.
- Full Reference: O - 7034 - 1262 - 3. The Importance of the Public House - None
- 7035 Object**      **Respondent:** Friends of Midsummer Common (Dr Richard Baxter) [1262]      **Agent:** N/A  
Summary: No mention is made of opening hours of individual pubs. Personal experience tells me which pubs are better for networking and meetings without having to remember their specific opening hours.
- Full Reference: O - 7035 - 1262 - 3. The Importance of the Public House - None
- 7256 Object**      **Respondent:** Mrs Carol Johnson [1935]      **Agent:** N/A  
Summary: The document appears to list pros but no cons. This gives an unbalanced view as to the benefit of a pub to the community. For example, one of the reasons people stopped going to the Penny Ferry was the number of disturbances. Another reason, was for me, the deteriorating state of the grounds, overgrown trees which cut off any warm or light outside.  
Another is the detrimental effect that alcohol has on certain individuals. Pubs are not designed as community centres. Places such as school, sports or church halls can make better meeting places.  
Please list negatives in order to balance the discussion.
- Full Reference: O - 7256 - 1935 - 3. The Importance of the Public House - None
- 13091 Object**      **Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767]      **Agent:** N/A  
Summary: The importance of a public house is fully recognised but the statistics in this paragraph are unhelpful, unfounded, and unreliable. Further clarification is needed from a more impartial source.
- Full Reference: O - 13091 - 767 - 3. The Importance of the Public House - None
- 14684 Object**      **Respondent:** British Beer & Pub Association (Dr Martin Rawlings) [2676]      **Agent:** N/A  
Summary: Recognition of the value public houses provide including economic contribution, job provision, social function as community hubs and enhancing the diversity and character of areas.  
Need to recognise that pubs are still businesses and must remain viable to survive.  
Attempts to resist change of use or development of closed pubs will not prevent pubs failing if they are unviable, despite best efforts, some will inevitably still close.  
It is crucial that pub businesses and individuals can re-position or dispose of the pubs to reinvest in other sites in the area.
- Full Reference: O - 14684 - 2676 - 3. The Importance of the Public House - None
- 14700 Object**      **Respondent:** Januarys Consultant Surveyors (Messrs N & D Cook & Brown) [2681]      **Agent:** Januarys Consultant Surveyors (Mr Colin Brown) [649]  
Summary: The IPPG presumes that all pubs (and former pubs) are valued facilities. The evidence base in the form of the GVA Grimley study provides no indication of community value.
- Full Reference: O - 14700 - 2681 - 3. The Importance of the Public House - None
- 14813 Object**      **Respondent:** Charles Wells Ltd [2710]      **Agent:** David Russell Associates (Mr David Russell) [1524]  
Summary: Although the NPPF classifies pubs as a community facility, it fails to recognise that this community function is dependent on the existence of a viable commercial enterprise.  
Social networks, including families, have become looser and less geographically concentrated. New Internet based social networks are likely to promote these trends.  
The days when pubs act as a focus for geographically defined local communities are largely over.  
Pubs do not provide as many jobs as suggested, and are therefore not a significant part of the local economy. Demands of local groups are volatile.
- Full Reference: O - 14813 - 2710 - 3. The Importance of the Public House - None



## 7019 Support

**Respondent:** mr martin salmon [1877]

**Agent:** N/A

Summary:

As a resident of Romsey I feel it is important to save this building. I support it being opened as a Real Ale pub with inspired food menu. It could offer facilities for the community, rooms for a small music/comedy venue. Romsey is growing with vibrance, many new families are moving into the area. What we need is a focal point. This could be the first step to re-invigorating an historic area. The benefits would be many. This developer has already destroyed one pub house locally "The Jubilee", should not be given a second opportunity. Be brave CCC, think of the glorious alternatives.

Full Reference: S - 7019 - 1877 - 3. The Importance of the Public House - None

## 7149 Support

**Respondent:** Mr Kip Gresham [1912]

**Agent:** N/A

Summary:

The Flying Pig is a cultural and social hub. It is a successful business. It has a critical role in the community. It offers an important sense of scale in the architecture of the area. It provides an essential service to a very diverse customer base.

Full Reference: S - 7149 - 1912 - 3. The Importance of the Public House - None

## 7195 Support

**Respondent:** Mrs Sheila von Rimscha [1932]

**Agent:** N/A

Summary:

I agree with all of the points made in the document. I do not go to a pub that often, but they contribute to the atmosphere of an area, without which streets can become dreary housing estates. It is a valuable amenity in the city both for residents and visitors to have somewhere to go for a casual drink without having to go a restaurant. Pubs are a very British institution and it would be a pity if they disappeared from everywhere except the historic centre.

Full Reference: S - 7195 - 1932 - 3. The Importance of the Public House - None

## 7302 Support

**Respondent:** Mr Dean Witziers [1943]

**Agent:** N/A

Summary:

The Flying Pig has always been an excellent public house which supplies reasonably priced food. I've been a regular for many years and would miss its unique atmosphere if it was to be demolished. It's safe to say that should this public house be lost then it would be a sad day for this part of Cambridge. These types of establishments only develop over many years and once its lost, it cannot be replaced. Please save the Flying Pig.

Full Reference: S - 7302 - 1943 - 3. The Importance of the Public House - None

## 9247 Support

**Respondent:** harry gray [2236]

**Agent:** N/A

Summary:

I would like to add my support to the growing interest in retaining the 'Flying Pig' Public House as it is. There seems to be no merit in the destruction and then re-building of an existing community asset, indeed a great loss of amenity to this pocket of Cambridge would occur.

Full Reference: S - 9247 - 2236 - 3. The Importance of the Public House - None

## 12834 Support

**Respondent:** Ms Sheila Jeffery [2514]

**Agent:** N/A

Summary:

I agreed with these statements.

Full Reference: S - 12834 - 2514 - 3. The Importance of the Public House - None

## 14278 Support

**Respondent:** English Heritage (East of England Region) (David Grech) [1787]

**Agent:** N/A

Summary:

English Heritage agrees with the Council that the network of existing public houses make a positive contribution to the character and appearance of the city and are important in promoting social cohesion and as venues for social recreation and leisure. We therefore welcome the draft IPPG as a tool to ensure viable public houses are retained in the use for which they were intended.

Full Reference: S - 14278 - 1787 - 3. The Importance of the Public House - None

## 15356 Support

**Respondent:** Ms Teresa Mulliken [2585]

**Agent:** N/A

Summary:

Public houses make an important contribution to social life in Cambridge.

Full Reference: S - 15356 - 2585 - 3. The Importance of the Public House - None

CHAPTER: 4. Development Management 4. Development Management Principles

**7147 Object**

**Respondent:** Mr Neil Toolin [1911]

**Agent:** N/A

Summary: There doesn't seem to be anything in the draft that addresses the case where an existing pub is to be demolished and replaced by a new pub as part of a wider redevelopment. The developer could argue that as the pub is not being 'lost' the IPPG is not relevant in this case. I would argue that the pub (eg Flying Pig) would be lost as the replacement pub would not have the same character etc. Could the council look into this and include this type of case in the IPPG and the resulting policy guidance applicable to it.

Full Reference: O - 7147 - 1911 - 4. Development Management Principles - None

**8663 Object**

**Respondent:** Cambridge Past, Present and Future (Ms Carolin Gohler) [178]

**Agent:** N/A

Summary: No reference to applications for entirely new Public Houses.  
NPPF Paragraph 7 states that one of the NPPF's 'dimensions' is "a social role - supporting strong, vibrant and healthy communities...with accessible local services that reflect the community's needs and support its health, social and cultural well-being".  
Add a paragraph in section 4 that:  
-welcomes applications for new Public Houses in the City, particularly with outdoor areas, that promote these aims;  
-any new development must demonstrate how they will meet 'community needs', and support the resident's 'social and cultural well-being', by the provision of an accessible Public House(s).

Full Reference: O - 8663 - 178 - 4. Development Management Principles - None

**10153 Object**

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]

**Agent:** N/A

Summary: Cambridge & District CAMRA very much welcomes this initiative and applauds the Council for recognising the need to preserve the city's remaining pubs for future generations. However, we wish to see the policies strengthened so that any conversion of a public house to another use (including other A class uses) will require planning permission.

Full Reference: O - 10153 - 2323 - 4. Development Management Principles - None

**14285 Object**

**Respondent:** English Heritage (East of England Region) (David Grech) [1787]

**Agent:** N/A

Summary: With reference to the wording of the policy, it might be beneficial to consider adding a paragraph on deliberate neglect. Paragraph 130 of the NPPF considers the issue of deliberate neglect of heritage assets and that wording might be adapted for use respect of public house in the city. This might read:

'Where there is evidence of deliberate neglect or damage to a public house the deteriorated state of the public house will not be taken into account in any decision concerning its future use or demolition.'

Full Reference: O - 14285 - 1787 - 4. Development Management Principles - None

**14816 Object**

**Respondent:** Charles Wells Ltd [2710]

**Agent:** David Russell Associates (Mr David Russell) [1524]

Summary: Protectionist development management policies could have perverse effects in encouraging the closure of commercially marginal or poorly located public houses. These policies need to be more flexible. Development management policies should be positively worded to support pub diversification including the provision of dining facilities, smoking shelters and accommodation rooms. Development management policies should encourage the provision of hospitality facilities, including pubs, restaurants, clubs and visitor accommodation within the city centre and edge of city clusters as identified in the Cambridge Public House Study.

Full Reference: O - 14816 - 2710 - 4. Development Management Principles - None

**14817 Object**

**Respondent:** Charles Wells Ltd [2710]

**Agent:** David Russell Associates (Mr David Russell) [1524]

Summary: Public houses in the suburban estates are amongst the most marginal, the consequence of competition from off licence outlets, and with buildings and locations where it is difficult to adopt some of the successful niche business models. Without a viable commercial operation, these pubs cannot act as a community focus unless some substantial form of subsidy is available. Alternative criteria for marketing strategy need to be considered.

Full Reference: O - 14817 - 2710 - 4. Development Management Principles - None

**8805 Support**

**Respondent:** Mr Roger Crabtree [1384]

**Agent:** N/A

Summary: Principles cover the issues well

Full Reference: S - 8805 - 1384 - 4. Development Management Principles - None

**15898 Support**

**Respondent:** Mr Luke Nashaat [2774]

**Summary:** Support in general for the proposals

**Full Reference:** S - 15898 - 2774 - 4. Development Management Principles - None

**Agent:** N/A

CHAPTER: 4. Development Management Principles Proposals affecting currently or last used as a Class A4 public house

- 8125 Object** **Respondent: Januarys (Mr Justin Bainton) [2124]** **Agent: N/A**  
Summary: -Marketing is not a way to test whether the facility is a 'valued' facility, which is a key consideration of the NPPF, or the benefits of alternative uses on the site. Its importance as a 'measure' of value is therefore very much overstated. The requirement for marketing should only be applicable if it is accepted that a public house is valued from the outset. It should not be the starting point to any assessment.
- Full Reference: O - 8125 - 2124 - Proposals affecting currently or last used as a Class A4 public house - None
- 8130 Object** **Respondent: Januarys (Mr Justin Bainton) [2124]** **Agent: N/A**  
Summary: -We strongly query the assertion at paragraph 4.22 of the GVA report that pubs must be within 5 minute walking distance (400m) to serve local needs, and note that other local authorities, have adopted a wider catchment area threshold.  
-Unclear about the requirement to provide one pub per 750 working age adults. No evidence to clarify whether this is the optimum ratio for Cambridge provided within the associated GVA Report, only a highly simplistic benchmarking exercise.  
-No reference to the suitability of the public house use, and recognition that some have fundamental flaws or are more suitable for alternative uses.
- Full Reference: O - 8130 - 2124 - Proposals affecting currently or last used as a Class A4 public house - None
- 8136 Object** **Respondent: Januarys (Mr Justin Bainton) [2124]** **Agent: N/A**  
Summary: -No reference is made to Local Centres, which in the current Local Plan are specifically designated to meet local day-to-day needs (para 6.24 of the Local Plan 2006), whereas outside such zones it would be reasonable to afford a lower degree of protection.  
-Local Plans should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality. This is in no way addressed within the IPPG.
- Full Reference: O - 8136 - 2124 - Proposals affecting currently or last used as a Class A4 public house - None
- 8638 Object** **Respondent: Januarys (Mr Justin Bainton) [2124]** **Agent: N/A**  
Summary: -Criteria B and D goes well beyond the scope of the GVA pub study, in suggesting that viability should also be assessed in the context of alternative A Class and D1 uses. The IPPG has no remit to include policies which cut across the provisions of the Local Plan. No evidence base to support this approach.  
-Requiring every criterion to be satisfied provides a blanket approach to resisting redevelopment, without retaining sensible flexibility in the emerging policy. Norwich policy framework is less onerous.  
-Marketing may confirm a site's commercial interest, but when is an owner forced to sell a site?
- Full Reference: O - 8138 - 2124 - Proposals affecting currently or last used as a Class A4 public house - None
- 8658 Object** **Respondent: Cambridge Past, Present and Future (Ms Carolin Gohler) [178]** **Agent: N/A**  
Summary: Point A: The specified 12 month period for marketing is inadequate. The Localism Act, under the 'Community Right to Bid', allows community organisations to nominate 'assets of community value' including Public Houses. If the owner of a listed asset then wants to sell then a six month moratorium period is triggered during which the asset cannot be sold. Any marketing period must start after the 6 month moratorium has elapsed. IPPG should clarify this.  
Merton Council Local Plan Policy L.15 states that the marketing period should be 2 years. The marketing period should be increased to a minimum 18 months.
- Full Reference: O - 8658 - 178 - Proposals affecting currently or last used as a Class A4 public house - None
- 10156 Object** **Respondent: Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]** **Agent: N/A**  
Summary: Of the 28 city pubs which have closed since 2002, 11 were converted to restaurants and these of course have considerably less of a community focus than the pubs they replaced. We feel, therefore, that the criteria, certainly so far as existing pubs are concerned, should seek to preserve pubs as pubs - the criteria as drafted appear to be relaxed about the prospect of them changing to other A class uses and D1 as well.
- Full Reference: O - 10156 - 2323 - Proposals affecting currently or last used as a Class A4 public house - None

## 10159 Object

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323] **Agent:** N/A

**Summary:** Paragraph 4.5(a) We would prefer this to read "The pub has been marketed for a minimum of 12 months as a public house free of tie and restrictive covenant, at a price agreed with the Council following an independent professional valuation (paid for by the developer) and there has been no interest in either the free- or lease-hold as a public house". This would tie in more effectively with 4.6 and Annex A, where the marketing strategy is (rightly) primarily geared to selling for pub use.

**Full Reference:** O - 10159 - 2323 - Proposals affecting currently or last used as a Class A4 public house - None

## 10160 Object

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323] **Agent:** N/A

**Summary:** Paragraph 4.5(b) For the same reason, we would prefer the wording to read "...retain the building or site for its existing A4 class use." Again, the viability test at Annex B is oriented towards pub use so the nexus between criterion and annex would be stronger.

**Full Reference:** O - 10160 - 2323 - Proposals affecting currently or last used as a Class A4 public house - None

## 10161 Object

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323] **Agent:** N/A

**Summary:** Paragraph 4.5(c) We applaud the ambitions of this criterion and the suggested 400 metres walking distance seems about right. We are not clear, however, how this ties in with the "one pub per 750 working age adults". Does this refer to the city as a whole, or the particular area of the city in which the pub is located? - and, if the latter, how is the area defined and the "pub per 750" figure calculated?

**Full Reference:** O - 10161 - 2323 - Proposals affecting currently or last used as a Class A4 public house - None

## 10163 Object

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323] **Agent:** N/A

**Summary:** Paragraph 4.5(d) Again, we would suggest deletion of "any alternative A or D1 class use"

**Full Reference:** O - 10163 - 2323 - Proposals affecting currently or last used as a Class A4 public house - None

## 13102 Object

**Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767] **Agent:** N/A

**Summary:** Para 4.5(a) If required, a 6 month marketing exercise is more proportionate. The proposed 12 month timeframe is unjustified and not compliant with the Government's own legislation allowing communities sufficient time to bid for community facilities. The Government recognises a total 6 month period will afford local community groups sufficient time to bid to take over registered 'assets of community value' which can include public houses. A more flexible and reasoned approach to the marketing period required may be a fairer reflection of economic circumstances, with six months an appropriate duration.

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**Full Reference:** O - 13102 - 767 - Proposals affecting currently or last used as a Class A4 public house - None

## 13103 Object

**Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767] **Agent:** N/A

**Summary:** Para 4.5(a) A more proportionate approach would require less onerous criteria for proposals, for a change of use to public houses in an urban area, where there is a minimum number of alternative pubs in reasonable walking distance.

**Full Reference:** O - 13103 - 767 - Proposals affecting currently or last used as a Class A4 public house - None

## 13106 Object

**Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767] **Agent:** N/A

**Summary:** Para 4.5(b) The 'diversification options' of a pub needs to be further clarified, including guidance for the type of evidence required to demonstrate diversification options tried.

**Full Reference:** O - 13106 - 767 - Proposals affecting currently or last used as a Class A4 public house - None

## 13126 Object

**Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767]

**Agent:** N/A

Summary:

Para 4.5(c)

The requirement for alternative pubs to be within a 'reasonable walking distance' of 400m as per the Urban Design Compendium is not justified (to demonstrate a lower catchment for Cambridge) and is contrary to Government Policy which defines a reasonable walking distance at 800m, see Section 4.4 of the Manual for Streets (2007, as amended). The Manual for Streets guidance is more relevant as it refers to access to facilities as oppose to just open space, and is also more recent guidance. A 800m walking distance is 'reasonable' and justifiable, according to more recent and impartial research.

Full Reference: O - 13126 - Proposals affecting currently or last used as a Class A4 public house - None

## 13161 Object

**Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767]

**Agent:** N/A

Summary:

Consultation on the proposed marketing strategy and asking prices would be over burdensome. It is suggested that liaison with the local authority should be sufficient where, if the authority deem appropriate, may consider consulting the community in exceptional circumstances.

Full Reference: O - 13161 - 767 - Proposals affecting currently or last used as a Class A4 public house - None

## 14685 Object

**Respondent:** British Beer & Pub Association (Dr Martin Rawlings) [2676]

**Agent:** N/A

Summary:

Attempts to restrict change of use will cut across the 'Community Right to Bid' provisions in the Localism Act which are due to come in later this year, which gives communities the power to protect community pubs that in rare cases may be under threat of closure. However, it also ensures that there is genuine community support behind a pub as without it, in the long run, the pub will still close.

The Council should wait until the Localism Act provisions come in as these should be the mechanism if any to protect local pubs that genuinely have local support.

Full Reference: O - 14685 - 2676 - Proposals affecting currently or last used as a Class A4 public house - None

## 14695 Object

**Respondent:** British Beer & Pub Association (Dr Martin Rawlings) [2676]

**Agent:** N/A

Summary:

We are extremely concerned about the criteria that the Council is seeking to put into place before allowing development or change of use. We believe the proposals are unlawful as there is no legal basis upon which the Council might develop such criteria which are, in effect, obstacles to development. It is our view that the Council is exceeding its powers under planning law as well as going against the spirit of the NPPF published only this year to free up business from unnecessary planning burdens and will be counterproductive in helping to keep pubs open.

Full Reference: O - 14695 - 2676 - Proposals affecting currently or last used as a Class A4 public house - None

## 14696 Object

**Respondent:** British Beer & Pub Association (Dr Martin Rawlings) [2676]

**Agent:** N/A

Summary:

This requirement is not something that that is within the Council's remit. It is unacceptable to require businesses to provide this information and an unacceptable intrusion into private business.

Full Reference: O - 14696 - 2676 - Proposals affecting currently or last used as a Class A4 public house - None

## 14782 Object

**Respondent:** Ms Claire Blair [2699]

**Agent:** N/A

Summary:

Para 4.5 (a) and (b)

The approach taken in regard to acceptability of loss is almost solely a narrow market led viability approach favouring the applicants which is also contrary as well to the wider view on viability of recent appeals.

Full Reference: O - 14782 - 2699 - Proposals affecting currently or last used as a Class A4 public house - None

## 14784 Object

**Respondent:** Ms Claire Blair [2699]

**Agent:** N/A

Summary:

Para 4.5 (c)

Alternative provision is very weak. The argument used by the Council regarding the loss of the Penny Ferry/Pike and Eel listing the Green Dragon as alternative provision but not taking account of the wider loss in East Chesterton and that in fact loss of the Penny Ferry would mean the area was down to 1 pub for 7000 homes. Needs to be expanded to consider overall area provision and other pub losses (or gains) in the area over time (over the previous 10 year period) not just a tight circle round the pub itself.

Full Reference: O - 14784 - 2699 - Proposals affecting currently or last used as a Class A4 public house - None

## 14785 Object

**Respondent:** Ms Clare Blair [2699]

**Agent:** N/A

Summary:

Para 4.5(d)

Development control principles need to address the emphasis often stressed by developers on the need for housing in Cambridge and give greater guidance on how to balance that against the potential loss of community facilities. The reality in Cambridge is that land constraints mean housing need can never be fully addressed and it will always remain a very high need, so any criteria based assessment of acceptability of loss needs to address this balance between housing and social amenity value explicitly.

4.5 (d) does not do this and could be strengthened.

Full Reference: O - 14785 - 2699 - Proposals affecting currently or last used as a Class A4 public house - None

## 14857 Object

**Respondent:** Old Chesterton Residents' Association [2716]

**Agent:** Old Chesterton Residents' Association (Ms Clare Blair) [2719]

Summary:

Para 4.5 (a) and (b)

The approach taken in regard to acceptability of loss is almost solely a narrow market led viability approach favouring the applicants which is also contrary as well to the wider view on viability of recent appeals.

Full Reference: O - 14857 - 2716 - Proposals affecting currently or last used as a Class A4 public house - None

## 14858 Object

**Respondent:** Old Chesterton Residents' Association [2716]

**Agent:** Old Chesterton Residents' Association (Ms Clare Blair) [2719]

Summary:

Para 4.5 (c)

The alternative provision is very weak.

This option fails to take account of the wider loss in East Chesterton, for example. So it needs to be expanded to consider overall area provision and other pub losses (or gains) in the area over time (say over the previous 10 year period) not just a tight circle round the pub itself.

Full Reference: O - 14858 - 2716 - Proposals affecting currently or last used as a Class A4 public house - None

## 14859 Object

**Respondent:** Old Chesterton Residents' Association [2716]

**Agent:** Old Chesterton Residents' Association (Ms Clare Blair) [2719]

Summary:

Para 4.5 (d)

We consider also that the development management principles needs to address the emphasis often stressed by developers on the need for housing in Cambridge and give greater guidance on how to balance that against the potential loss of community facilities. The reality in Cambridge is that land constraints mean housing need can never be fully addressed and it will always remain a very high need, so any criteria based assessment of acceptability of loss needs to address this balance between housing and social amenity value explicitly.

Para 4.5 (d) does not do this and could be strengthened.

Full Reference: O - 14859 - 2716 - Proposals affecting currently or last used as a Class A4 public house - None

## 6878 Support

**Respondent:** Heather Coleman [1863]

**Agent:** N/A

Summary:

Para 4.5a - I am pleased to see that the statement "free of tie or restrictive covenant" is included. Most pubs "fail" owing to onerous charges on behalf of the brewery that owns the freehold, or that the brewery imposes an incompetent landlord on the pub. The same pub, when free of tie, and run by a competent team, can often suddenly become a profitable success. One might interpret this as the brewery hoping the pub will fail, indeed setting the conditions so guaranteed to fail, so it can sell off the land for profitable housing.

Full Reference: S - 6878 - 1863 - Proposals affecting currently or last used as a Class A4 public house - None

## 6944 Support

**Respondent:** Mr Ronald Clifton [1750]

**Agent:** N/A

Summary:

There is a need to preserve existing pubs wherever possible. It is important that opinions as to continued viability are supported by truly independent evidence.

Full Reference: S - 6944 - 1750 - Proposals affecting currently or last used as a Class A4 public house - None

## 7359 Support

**Respondent:** Mr John Meed [1956]

**Agent:** N/A

Summary:

I am very concerned about possible development on the site of our local pub, the Flying Pig, and hope this proposal will prevent such development taking place.

Full Reference: S - 7359 - 1956 - Proposals affecting currently or last used as a Class A4 public house - None

## 8164 Support

**Respondent:** Holly Davies [2131]

**Agent:** N/A

**Summary:** Comprehensive; good detailing of how pubs benefit community and of how to check those benefits aren't being lost; good failsafes and checks to prevent inappropriate development of valued pubs.

**Full Reference:** S - 8164 - 2131 - Proposals affecting currently or last used as a Class A4 public house - None

## 8806 Support

**Respondent:** Mr Roger Crabtree [1384]

**Agent:** N/A

**Summary:** criteria seem reasonable

**Full Reference:** S - 8806 - 1384 - Proposals affecting currently or last used as a Class A4 public house - None

## 12866 Support

**Respondent:** Ms Sheila Jeffery [2514]

**Agent:** N/A

**Summary:** It is important that pubs be given a chance to revert to pubs if there is the demand by the local community for it,

**Full Reference:** S - 12866 - 2514 - Proposals affecting currently or last used as a Class A4 public house - None

## 14069 Support

**Respondent:** Tamsin Walker [2599]

**Agent:** N/A

**Summary:** I strongly support this proposal. When developers purchase pub sites, they do not do so with the aim of running a good pub in mind, and adopt the attitude that pubs are on the decline due to the smoking ban/ supermarket prices etc. It is clear, however, from walking into any well-run pub in cambridge, that pubs are extremely popular and important community meeting places when they are well-managed. This policy will protect against the developers' (naturally biased) arguments against pubs and allow sites to have a chance to be run as a pub again.

**Full Reference:** S - 14069 - 2599 - Proposals affecting currently or last used as a Class A4 public house - None



CHAPTER: 4. Development Management Principles Proposals affecting other Class A uses which were previously in a Class A4 pub use

- 6949 Object** **Respondent: Daniel Durrant [1870]** **Agent: N/A**  
Summary: Would it be possible to have A4 as a default use class for public houses when a change of uses occurs. This may prevent situations like on Kings Street where a former public house was unable to reopen (albeit after some considerable time). It would also make it clear to local residents that a change of use back to A4 may occur in the future and that they should not assume the current use was permanent.
- Full Reference: O - 6949 - 1870 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None
- 8165 Object** **Respondent: Holly Davies [2131]** **Agent: N/A**  
Summary: The other Class A uses seem to me to differ greatly from the functions pubs perform. I would think that a conversion in this category would still lead to the full effects of the loss of a valued pub, and think it would be better to use the same stringent criteria for proving redevelopment is appropriate here as elsewhere.
- Full Reference: O - 8165 - 2131 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None
- 8660 Object** **Respondent: Cambridge Past, Present and Future (Ms Carolin Gohler) [178]** **Agent: N/A**  
Summary: We would also ask that consideration be given to Public Houses left closed for longer than 18 months being re-opened through enforcement notices under the Local Plan, or be the subject of an Article 4 Direction(NPPF Para.200), to prevent the 'unnecessary loss' of a 'local amenity'.
- Full Reference: O - 8660 - 178 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None
- 8661 Object** **Respondent: Cambridge Past, Present and Future (Ms Carolin Gohler) [178]** **Agent: N/A**  
Summary: That 'development management principles' should be 'Development Management Principles' in order that it's clear it refers to the specific provisions in section 4.
- Full Reference: O - 8661 - 178 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None
- 10165 Object** **Respondent: Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]** **Agent: N/A**  
Summary: We strongly support the proposal to bring former pubs within the ambit of the policy. We do not, however, agree that the flexibility allowed by the national permitted development rules is beneficial. Of the eleven pubs which have converted to restaurants since 2007, none have returned to pub use - it is very much one-way traffic. We accept that the proposals would make it easier to change from A1/2/3 back to A4 but we consider that such changes would be better prevented in the first place.
- Full Reference: O - 10165 - 2323 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None
- 10177 Object** **Respondent: Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]** **Agent: N/A**  
Summary: Use LPA powers to make Article 4 Directions to remove permitted development rights. Council could make a Direction which requires planning consent to be obtained for any change of use away from A4 (and, indeed, to demolish a pub not in a listed building or conservation area). Councils are reluctant to use Article 4 Directions because of the potential liability to pay compensation to owners affected by a Direction. The Town and Country Planning (Development)(England) Regulations allow LPAs to avoid compensation risks by giving 12 months notice of a Direction coming into force. -York and Manchester have made Directions.
- Full Reference: O - 10177 - 2323 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None
- 14701 Object** **Respondent: Januarys Consultant Surveyors (Messrs N & D Cook & Brown) [2681]** **Agent: Januarys Consultant Surveyors (Mr Colin Brown) [649]**  
Summary: It is inappropriate for the IPPG to equally seek to apply to former pubs, when these may not have been in pub use for a very considerable period of time.
- Full Reference: O - 14701 - 2681 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None
- 14786 Object** **Respondent: Ms Claire Blair [2699]** **Agent: N/A**  
Summary: Para 4.9 - 4.13. Recent greater relaxation of permitted development rights by central government mean that loss of buildings from A1/A2 class use for residential C3 purposes is easier. How can this be addressed though the development control guidance here?
- Full Reference: O - 14786 - 2699 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None

## 14860 Object

**Respondent:** Old Chesterton Residents' Association [2716]

**Agent:** Old Chesterton Residents' Association (Ms Clare Blair) [2719]

Summary:

Para 4.9 - 4.13

Recent (confirmed in July as coming into force from Oct 12) relaxation of permitted development rights by central government mean that loss of buildings from A1/A2 class use for residential C3 purposes is easier.

How can this be addressed through the development control guidance here?

Full Reference: O - 14860 - 2716 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None

**6879 Support** **Respondent:** Heather Coleman [1863]

**Agent:** N/A

Summary: The ability to reinstate premises that were formerly pubs, which have been under some other use, as pubs, is essential. Under new management, what was formerly a failure, may be a success, and this should be encouraged.

Full Reference: S - 6879 - 1863 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None

**6945 Support** **Respondent:** Mr Ronald Clifton [1750]

**Agent:** N/A

Summary: Flexibility to allow reversion to pub use is highly desirable, in the right economic conditions.

Full Reference: S - 6945 - 1750 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None

**8807 Support** **Respondent:** Mr Roger Crabtree [1384]

**Agent:** N/A

Summary: agree proposals

Full Reference: S - 8807 - 1384 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None

**12871 Support** **Respondent:** Ms Sheila Jeffery [2514]

**Agent:** N/A

Summary: Pubs need to be able to move into and out of restaurant use. However change to housing removes this option and this must be subject to strict planning requirements.

Full Reference: S - 12871 - 2514 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None

**14072 Support** **Respondent:** Tamsin Walker [2599]

**Agent:** N/A

Summary: This appears to be a loophole in the planning law which developers exploit in order to get round the increasing amount of legislation to protect pubs, thus is a necessary policy.

Full Reference: S - 14072 - 2599 - Proposals affecting other Class A uses which were previously in a Class A4 pub use - None

CHAPTER: 5. List of Safeguarded Existing and Former Pub Sites  
and Former Pub Sites

- 6876 Object**      **Respondent: Mr Richard Bagnall [1861]**      **Agent: N/A**  
 Summary: Is there nothing that can be done to save the Penny Ferry, formerly Pike and Eel?  
 Full Reference: O - 6876 - 1861 - 5. List of Safeguarded Existing and Former Pub Sites - None
- 7033 Object**      **Respondent: Ms Joanna Gordon Clark [1883]**      **Agent: N/A**  
 Summary: RE: THE GREYHOUND.  
 A very bad idea for it to close despite having been cut off from some of its clientele, but there is nowhere near to the houses opposite for a very long way indeed. Suggest an overhead pedestrian crossing. Its a long trek to any other pub in the direction of Mill road.  
 Local businesses will sometimes want to go to a pub.  
 Greyhound designation should be moved into the same list as the Carpenters Arms.  
 More community/co-operative work needed right now and it will, if it succeeds, help people in the very difficult times now and coming.
- 7036 Object**      **Respondent: Friends of Midsummer Common (Dr Richard Baxter) [1262]**      **Agent: N/A**  
 Summary: The Zebra is in the list of current pubs but it is closed. Should it be in another table.
- 7288 Object**      **Respondent: Mr Peter Towers [1938]**      **Agent: N/A**  
 Summary: I note with regret that the Penny Ferry/former Pike and Eel is approved for demolition. This decision is wrong. Please reconsider. Please see online petition and read the reasons people have given:  
<http://www.ipetitions.com/petition/save-the-penny-ferry-pub/>  
 504 signatures (06/08/2012)
- 8640 Object**      **Respondent: Januarys (Mr Justin Bainton) [2124]**      **Agent: N/A**  
 Summary: -Concerned that the IPPG is fundamentally unbalanced and provides no flexibility as to the suitability of alternative uses on the site.  
 -No adequate explanation is given within the IPPG as to what the "value" of the public house is, how is it determined and who is the beneficiary?  
 -No considered assessment as to in what respect the pubs listed in Section 5 provide an important local facility.
- 8665 Object**      **Respondent: Cambridge Past, Present and Future (Ms Carolin Gohler) [178]**      **Agent: N/A**  
 Summary: The Penny Ferry is incorrectly classified.  
 -The appeal was heard in January when the NPPF was not in force and the Pub was not in an approved Conservation Area. Since then the NPPF has been finalised with strong guidance with regard to pubs, as well as non-designated heritage assets, and further important historic information is coming to light of which the inspector would have been unaware.  
 -The Pub should be classified as a 'riverside Pub providing an important economic and tourist function'.
- 8669 Object**      **Respondent: Cambridge Past, Present and Future (Ms Carolin Gohler) [178]**      **Agent: N/A**  
 Summary: The Rosemary Branch is incorrectly classified.  
 -There are no other pubs in the vicinity and we would argue there is a significant enough and growing local catchment. However, in the event that Cambridge East is developed then there would be an enormous potential catchment and there is no specific pub provision included in Cambridge East Area Action Plan (2008).  
 -The Pub should be reclassified as providing an 'Important Local Community Facility in a Suburban Area'.
- Full Reference: O - 8669 - 178 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 8673 Object

**Respondent:** Cambridge Past, Present and Future (Ms Carolin Gohler) [178]

**Agent:** N/A

Summary: 'The Dog & Pheasant' is incorrectly named 'The Golden Pheasant' in the list.

Full Reference: O - 8673 - 178 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 10203 Object

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]

**Agent:** N/A

Summary: 4 existing pubs (the Bird, Wrestlers, Clarendon Arms and Man on the Moon) omitted and need to be added in. Add Bird and Clarendon to 'Edge of City Cluster' list  
Wrestlers and Man on the Moon to 'Important Local Community Facility' list.

Full Reference: O - 10203 - 2323 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 10208 Object

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]

**Agent:** N/A

Summary: Penny Ferry appeal mentioned pre-dated the NPPF and a conservation area now covers the site. should be 'City Centre, Riverside ...' or 'Important Local Community Facility' category.

Full Reference: O - 10208 - 2323 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 10216 Object

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]

**Agent:** N/A

Summary: Include Fleur (de Lys) on 'Important Local Community Facility' list because the planning consent for residential use has not yet been implemented. If the plans fall through, we would like the possibility of it returning as a pub to be safeguarded.

Full Reference: O - 10216 - 2323 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 10222 Object

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]

**Agent:** N/A

Summary: Welcome pubs currently closed or turned into restaurants.  
Should include other former pubs converted to a restaurant:

- Oak Bistro (former Oak/Lawyers)
- La Mimosa (former Spade & Beckett)
- Back Street Brasserie (former White Hart)
- Former Locomotive (currently close as a restaurant)
- Spice Merchant (former Volunteer, Trumpington)
- Wok'n'Grill, Trumpington (former Coach & Horses)
- former Durham Ox, Mill Road
- former Globe, Newmarket Road
- former Prince of Wales, Histon Road
- former Little Rose, Trumpington Street
- former Racehorse, Newmarket Road. If site developed, a pub should be included given the shortage of sites.

Full Reference: O - 10222 - 2323 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11831 Object

**Respondent:** Metropolispd (Mr Nigel Bennett) [1164]

**Agent:** N/A

Summary: Planning permission (Ref:06/0552/FUL) was granted for redevelopment (August 2007) to provide mixed use scheme including the retention of the Flying Pig Public House(PH). Phase 1 (Botanic House) now complete.

Pubs excluded from protection are based on various reasons, including those circumstances where planning permission has been granted for redevelopment or redevelopment has already occurred.

Both reasons apply to The Flying Pig and Osborne Arms PHs; they are included within an approved redevelopment scheme that has already begun.

Both of these pubs should be removed from the protection list.

Full Reference: O - 11831 - 1164 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11833 Object

**Respondent:** **Metropolispd (Mr Nigel Bennett) [1164]**

**Agent:** N/A

**Summary:** The Osborne Arms, in contrast to the Flying Pig, has never played an important community or indeed economic role by contributing to the vitality and vibrancy of the local area. The retention of the Flying Pig will achieve these objectives.  
Retention of the Osborne Arms is not commercially viable, even as a free house, given its proximity to the Flying Pig.  
Both pubs should be removed from the protection list.  
A 'new' and improved Flying Pig is to be provided in the redevelopment scheme. The operation and management of this pub has been agreed in principle with the existing tenants.

**Full Reference:** O - 11833 - 1164 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11952 Object

**Respondent:** **Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]**

**Agent:** N/A

**Summary:** The remaining former pubs where planning permissions have begun become a separate category of "Former pubs whose redevelopment prevents them ever returning as a pub". However, given the sadly large number of other former pubs which fall within this definition, there may not be any particular value in having such a list (but if it is to be included, then it needs to be comprehensive)

**Full Reference:** O - 11952 - 2323 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11967 Object

**Respondent:** **Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]**

**Agent:** N/A

**Summary:** Rosemary Branch is the only pub in the northern part of Cherry Hinton and is, for many local residents, by far their closest pub. 'Important Local Community Facility' list.

**Full Reference:** O - 11967 - 2323 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11968 Object

**Respondent:** **Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]**

**Agent:** N/A

**Summary:** Greyhound is the only one in its area and there are many properties in Coldhams Lane and adjoining streets for which this is the most accessible pub. Include on 'Important Local Community Facility' list.

**Full Reference:** O - 11968 - 2323 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11973 Object

**Respondent:** **Cambridge Past, Present and Future (Ms Carolin Gohler) [178]**

**Agent:** N/A

**Summary:** We would also concur with the supplied list of Pubs missing from the list, detailed by CAMRA in their submission.  
4 existing pubs (the Bird, Wrestlers, Clarendon Arms and Man on the Moon) omitted and need to be added in.  
Add Bird and Clarendon to 'Edge of City Cluster' list  
Wrestlers and Man on the Moon to 'Important Local Community Facility' list.

**Full Reference:** O - 11973 - 178 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11976 Object

**Respondent:** **Cambridge Past, Present and Future (Ms Carolin Gohler) [178]**

**Agent:** N/A

**Summary:** We would also concur with the supplied list of Pubs missing from the list, detailed by CAMRA in their submission.  
Penny Ferry appeal mentioned pre-dated the NPPF and a conservation area now covers the site. should be 'City Centre, Riverside ...' or 'Important Local Community Facility' category.

**Full Reference:** O - 11976 - 178 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11978 Object

**Respondent:** **Cambridge Past, Present and Future (Ms Carolin Gohler) [178]**

**Agent:** N/A

**Summary:** We would also concur with the supplied list of Pubs missing from the list, detailed by CAMRA in their submission.  
Rosemary Branch is the only pub in the northern part of Cherry Hinton and is, for many local residents, by far their closest pub. 'Important Local Community Facility' list.

**Full Reference:** O - 11978 - 178 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11980 Object

**Respondent:** **Cambridge Past, Present and Future (Ms Carolin Gohler) [178]**

**Agent:** N/A

**Summary:** We would also concur with the supplied list of Pubs missing from the list, detailed by CAMRA in their submission.  
Greyhound is the only one in its area and there are many properties in Coldhams Lane and adjoining streets for which this is the most accessible pub. Include on 'Important Local Community Facility' list.

**Full Reference:** O - 11980 - 178 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11982 Object

**Respondent:** Cambridge Past, Present and Future (Ms Carolin Gohler) [178]

**Agent:** N/A

### Summary:

We would also concur with the supplied list of Pubs missing from the list, detailed by CAMRA in their submission. Include Fleur (de Lys) on 'Important Local Community Facility' list because the planning consent for residential use has not yet been implemented. If the plans fall through, we would like the possibility of it returning as a pub to be safeguarded.

Full Reference: O - 11982 - 178 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 11986 Object

**Respondent:** Cambridge Past, Present and Future (Ms Carolin Gohler) [178]

**Agent:** N/A

### Summary:

We would also concur with the supplied list of Pubs missing from the list, detailed by CAMRA in their submission. Should include other former pubs converted to a restaurant:

- Oak Bistro (former Oak/Lawyers)
- La Mimosa (former Spade & Beckett)
- Back Street Brasserie (former White Hart)
- Former Locomotive (currently close as a restaurant)
- Spice Merchant (former Volunteer, Trumpington)
- Wok'n'Grill, Trumpington (former Coach & Horses)
- former Durham Ox, Mill Road
- former Globe, Newmarket Road
- former Prince of Wales, Histon Road
- former Little Rose, Trumpington Street
- former Racehorse, Newmarket Road.

Full Reference: O - 11986 - 178 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 12916 Object

**Respondent:** Jonathan Handley [2342]

**Agent:** N/A

### Summary:

The Penny Ferry other Chesterton pubs should be protected from development. Spade & Beckett / La Mimosa needs protection

Full Reference: O - 12916 - 2342 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 13182 Object

**Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767]

**Agent:** N/A

### Summary:

The list of safeguarded public house sites have been categorised under three separate categories yet the requirement for demonstrating their viability in all circumstances is the same.

This approach ignores access to alternative public houses in the area. It is recommended that the criteria for change of use of a pub in an urban area be less strict for those pubs in a rural area, where access to alternatives is very different.

Full Reference: O - 13182 - 767 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 13187 Object

**Respondent:** Caldecotte Consultants (Mr Aaron Smith) [767]

**Agent:** N/A

### Summary:

The list of safeguarded public house sites have been categorised under three separate categories yet the requirement for demonstrating their viability in all circumstances is the same.

This approach fails to recognise public houses operate under a single Use Class, in which regardless of a public house's location or facilities, in planning terms all are the same under Use Class A4 Drinking Establishments; with no planning controls existing on the way in which a public house business operating.

Full Reference: O - 13187 - 767 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 14787 Object

**Respondent:** Ms Clare Blair [2699]

**Agent:** N/A

### Summary:

The Penny Ferry/Pike and Eel pub should be listed as a "City centre, riverside or village pub and bar sites providing an important economic and tourist function" and also as a "Pub Sites within edge of city clusters providing an important city wide economic and local community function".

Full Reference: O - 14787 - 2699 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 14822 Object

**Respondent:** Charles Wells Ltd [2710]

**Agent:** David Russell Associates (Mr David Russell) [1524]

### Summary:

In spite of the NPPF's statements on public houses as a local community resource, development management policies should recognise the reality that face many pubs in relatively isolated locations on suburban estates. Local initiatives could provide a future for some of these pubs as community pubs. However, it should be recognised that there are suburban pubs that are not commercially viable, are not respected or used by the local community, and whose closure and development for other uses would be regarded locally as beneficial. Development management policies should not seek to protect such pubs.

Full Reference: O - 14822 - 2710 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 14861 Object

**Respondent:** Old Chesterton Residents' Association [2716]

**Agent:** Old Chesterton Residents' Association (Ms Clare Blair) [2719]

Summary: We believe that the Penny Ferry/Pike and Eel pub should be listed as a "City centre, riverside or village pub and bar sites providing an important economic and tourist function" and also as a "Pub Sites within edge of city clusters providing an important city wide economic and local community function."

Full Reference: O - 14861 - 2716 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 15902 Object

**Respondent:** Mr Luke Nashaat [2774]

**Agent:** N/A

Summary: Concern for, and confused about the fate of the Flying Pig. Public commentary (Cambridge evening news, 2008 onward and protection of public houses consultation 2012) suggest proposal is contrary to the literal and commonly understood meaning of the word 'retention'.

The Flying Pig is a successful egalitarian pub; the atmosphere is not simply a result of the broad spectrum of people who drink there. The fabric of the building and those who use it are intimately intertwined. Patently absurd to suggest that a similar relationship could be contrived in a redeveloped building. Why not value its authenticity and originality?

Full Reference: O - 15902 - 2774 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 7032 Support

**Respondent:** Ms Joanna Gordon Clark [1883]

**Agent:** N/A

Summary: Glad to see the Carpenters Arms on Victoria Road is listed in the second section. It is the only pub on Victoria Road in a good, accessible location.

Concerned that after its closure it would be developed.

It is a highly suitable and large building with open space to the rear for a community run pub and family restaurant.

Victoria Road is - community-wise - a desert right now, nowhere to stop and get a cup of tea or a pint, nowhere to chat however briefly with others.

Previous landlord supported the local community.

Full Reference: S - 7032 - 1883 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 7096 Support

**Respondent:** Mrs Sheila von Rimscha [1932]

**Agent:** N/A

Summary: Please ensure that pubs that have already closed are not demolished whilst this consultation is in progress. The owners are often selling them now quickly in order to make money while they can. For example the Bird in Hand has closed recently and whilst it may not be viable at the moment, it is right next to a major new development (Berkeley Homes) that will create a lot of additional potential customers once the flats are being lived in.

Full Reference: S - 7196 - 1932 - 5. List of Safeguarded Existing and Former Pub Sites - None

## 10189 Support

**Respondent:** Cambridge & District Branch of the Campaign for Real Ale (CAMRA) (Mr Paul Ainsworth) [2323]

**Agent:** N/A

Summary: We fully support the concept of the list of safeguarded pubs.

Full Reference: S - 10189 - 2323 - 5. List of Safeguarded Existing and Former Pub Sites - None

**6946 Support**      **Respondent: Mr Ronald Clifton [1750]**      **Agent: N/A**

Summary: There is a need to preserve existing pubs wherever possible. It is important that opinions as to continued viability are supported by truly independent evidence.

Full Reference: S - 6946 - 1750 - Annex A - Marketing Strategies - None

**7197 Support**      **Respondent: Mrs Sheila von Rimscha [1932]**      **Agent: N/A**

Summary: Marketing must be overseen by an independent third party. There are many developers looking for sites who will pay over the odds. They have no interest in the local community just in a quick profit - also the motive of the breweries. Without safeguards, they will get round the rules. Free houses are a better bet than brewery ownership. The latter employ tenants with no incentive to give the pub character. It becomes part of a chain, with a standardised ambience including everything down to the hanging baskets. That it fails becomes a self-fulfilling prophecy.

Full Reference: S - 7197 - 1932 - Annex A - Marketing Strategies - None

**8163 Support**      **Respondent: Holly Davies [2131]**      **Agent: N/A**

Summary: This is good; rigorous, and takes into account the problems of tied leaseholds and of pubs being deliberately run down very well indeed.

Full Reference: S - 8163 - 2131 - Annex A - Marketing Strategies - None

CHAPTER: Annex B - Viability Appraisals      Annex B - Viability Appraisals

**14780 Object**      **Respondent: Ms Clare Blair [2699]**      **Agent: N/A**

Summary: Viability assessments might include the need for investment. Location can be factored into considerations of viability.

Full Reference: O - 14780 - 2699 - Annex B - Viability Appraisals - None

CHAPTER: Annex C - Community Catchments and Consultation      Annex C - Community Catchments and Consultation

**14789 Object**      **Respondent: Ms Clare Blair [2699]**      **Agent: N/A**

Summary: It is unclear what criteria the Council will apply to determine the addition of any pubs (and what does 'certain pubs' mean?) to a Register of Community Assets. I believe the wording should read: The Council will maintain a Register of Community Assets and the Localism Act 2011 is clear that pubs can be nominated for inclusion on the Register. The Council will consider all such nominations through its agreed process.

Full Reference: O - 14789 - 2699 - Annex C - Community Catchments and Consultation - None

**14862 Object**      **Respondent: Old Chesterton Residents' Association [2716]**      **Agent: Old Chesterton Residents' Association (Ms Clare Blair) [2719]**

Summary: It is unclear what criteria the Council will apply to determine the addition of any pubs to a Register of Community Assets and what 'certain pubs' or 'significant community support' means. We consider that the wording should read: The Council will maintain a Register of Community Assets and the Localism Act 2011 is clear that pubs can be nominated for inclusion on the Register. The Council will consider all such nominations through its agreed process.

Full Reference: O - 14862 - 2716 - Annex C - Community Catchments and Consultation - None



## 5. LIST OF SAFEGUARDED EXISTING AND FORMER PUB SITES

5.1 The following is a list of all of those existing and former public house sites to which the IPPG relates.

### Pub Sites providing an important Local Community Facility in Suburban Areas

The Alma	26 Russell Court
The Brook	25 Brookfields
The Corner House	231 Newmarket Road
<del>The Dog &amp; Pheasant</del>	<del>169 High Street, Chesterton</del>
The Med	Perne Road
The Ranch	100 Histon Road
The Rock	200 Cherry Hinton Road
The Ship	Northfield Avenue
The Tally Ho	77 High Street
The Tivoli	16 Chesterton Road
The Unicorn	15 High Street, Cherry Hinton
<del>The Wrestlers</del>	<del>337 Newmarket Road</del>
Carlton Arms	Carlton Way
Dobblers Inn	184 Sturton Street
Earl of Beaconsfield	133 Mill Road
Five Bells	126 – 128 Newmarket Road
<del>Fleur de Lys</del>	<del>73 Humberstone Road</del>
Golden Hind	355 Milton Road
<del>Golden Pheasant</del>	<del>169 High Street, Chesterton</del>
Green Dragon	5 Water Street
Haymakers	54 High Street, Chesterton
Jenny Wren	80 Campkin Road
Milton Arms	205 Milton Road
Panton Arms	43 Panton Street
Portland Arms	129 Chesterton Road
Queen Edith	Wulfstan Way
Red Bull	11 Barton Road
Robin Hood	1 Fulbourn Road
Royal Standard	292 Mill Road
Seven Stars	249 Newmarket Road
Six Bells	11 Covent Garden

### Pub Sites within edge of city clusters providing an important city wide economic and local community function

The Alma	26 Russell Court
The Bakers	176 East Road
<del>The Bird</del>	<del>73 Newmarket Road</del>
The Brook	25 Brookfields
The Emperor	21 Hills Road
The Empress	72 Thoday Street
The First & Last	18 Melbourne Place
The Flying Pig	106 Hills Road
The Free Press	7 Prospect Row
The Gelhart	1 Ainsworth Street
The Grapes	Northfield Avenue
The Mitre	17-18 Bridge Street
The Old Spring	1 Ferry Path
The Punter	3 Pound Hill

The Ranch	100 Histon Road
The Snug	170 East Road
The White Swan	109 Mill Road
Alexandra Arms	22-24 Gwydir Street
Baron of Beef	19 Bridge Street
Burleigh Arms	9-11 Newmarket Road
Cambridge Blue	85-87 Gwydir Street
Carpenters Arms	182 Victoria Road
Castle Inn	36-38 Castle Street
Champion of the Thames	68 King Street
<u>Clarendon Arms</u>	<u>35-36 Clarendon Street</u>
County Arms	43 Castle Street
Devonshire Arms	1 Devonshire Road
Elm Tree	Orchard Street
Hopbine	11-12 Fair Street
King Street Run	88 King Street
Kingston Arms	33 Kingston Street
Live & Let Live	40 Mawson Road
<u>Man on the Moon</u>	<u>2 Norfolk Street</u>
Maypole	20A Portugal Place
Meghana (former Blackamoors Head)	205 Victoria Road
Osbourne Arms	108 Hills Road
Panton Arms	43 Panton Street
Salisbury Arms	76 Tenison Road
Sir Issac Newton	84 Castle Street
St Johns Chophouse	21-24 Northampton Street
St Radegund	129 King Street
Tang (former Ancient Druids)	Napier Street
Tram Depot	5 Dover Street
Waterman	32 Chesterton Road
Zebra	80 Maids Causeway

**City centre, riverside or village pub and bar sites providing an important economic and tourist function**

The Anchor	Silver Street
The Avery	69-73 Regent Street
The Bath House	3 Benedict Street
The Castle	37 St Andrews Street
The Cow	Corn Exchange Street
The Fountain	12 Regent Street
The Granta	14 Newnham Terrace
The Jolly Scholar	1 King Street
The Mill	14 Mill Lane
The Regal	38-39 St Andrews Street
The Snug	67 Lensfield Road
The Unicorn	22 Church Lane, Trumpington
All Bar One	36 St Andrews Street
Baroosh	8 Market Passage
Boathouse	14 Chesterton Road
d' Arry's Cookhouse	2-4 King Street
Eagle	Benedict Street
Earl of Derby	129 Hills Road
Fort St George	Victoria Avenue
Great Northern	1-3 Station Road
Green Man	55 High Street
Henry's	Quayside
Japas (former Cross Keys)	9 Saxon Street

Old Orleans	Mill Lane
<del>Penny Ferry</del>	<del>110 Water Street</del>
Pickerill Inn	30 Magdalene Street
Prince Regent	19 Regent Street
Red Lion	20 Mill End Road
Revolution Bar	3-8 Downing Street
Slug & Lettuce	34-35 Green Street
Travellers Rest	Huntington Road

**Pubs not included within the above and why**

The Grove	Arbury Court	- permission for community centre and place of worship
Cow & Calf	Pound Hill	- redeveloped
Duke of Argyle	90 Argyle Street	- redeveloped
Five Bells	143 High Street, Cherry Hinton	- <del>redeveloped</del> permission for redeveloped
<del>Fleur de Lys</del>	<del>73 Humberstone Road</del>	<del>permission for redeveloped</del>
Greyhound	93 Coldhams Lane	- severed from local catchment
Hat & Feathers	35 Barton Road	- redeveloped
Jubilee	73 Catharine Street	- redeveloped
<del>Penny Ferry</del>	<del>110 Water Street</del>	<del>appeal allowed for redeveloped</del>
Rosemary Branch	503 Coldhams Lane	- small local catchment
Rose & Crown	110 Newmarket Road	- permission for change of use to offices/residential and financial professional services

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To: Executive Councillor for Planning and Climate Change  
Report by: Head of Planning Services  
Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 11/09/2012  
Wards affected: All Wards

### **DRAFT CONSULTATION RESPONSE TO SOUTH CAMBRIDGESHIRE LOCAL PLAN - ISSUES AND OPTIONS REPORT**

Non Key Decision

#### **1.0 Executive summary**

- 1.1 The City Council, South Cambridgeshire District Council and Cambridgeshire County Council have a long and effective history of joint working on planning matters, particularly on plan-making. As part of the duty to cooperate, the three councils have agreed to work collaboratively and in parallel on new Local Plans and a transport strategy for the Cambridge area. This approach will ensure that cross-boundary issues and relevant wider matters are addressed in a consistent and joined-up manner.
- 1.2 On 12<sup>th</sup> July 2012, South Cambridgeshire District Council published their Local Plan – Issues and Options Report for consultation, hereafter referred to as Issues and Options. Consultation runs from 12<sup>th</sup> July through to 28<sup>th</sup> September 2012. This consultation forms the first stage in preparing an updated Local Plan for South Cambridgeshire that will set out the vision for the district for the period up to 2031.
- 1.2 This report sets out the Council’s suggested consultation response to the Issues and Options to be submitted to South Cambridgeshire District Council. The representations are set out in Appendix A of this report. The Council’s suggested response to the County Council’s Transport Strategy - Issues and Options report is also on this agenda.

#### **2.0 Recommendations**

- 2.1 This report is being submitted to the Development Plan Scrutiny Sub-Committee for prior consideration and comment before decision by the Executive Councillor for Planning and Climate Change.
- 2.2 The Executive Councillor is recommended to agree the comments set out in Appendix A and that these are subsequently submitted to South Cambridgeshire District Council as Cambridge City Council's formal response to the consultation.

### **3.0 Background**

3.1 The current South Cambridgeshire Local Development Framework (LDF) suite of documents was adopted between January 2007 and January 2010. They set out a vision, policies and proposals for development and land use in South Cambridgeshire to 2016 and beyond for some longer term proposals, e.g. Northstowe. The LDF gives effect to a sustainable development strategy taken from the last Structure Plan and East of England Plan, and proposes a sequence of development in South Cambridgeshire with:

- (a) development on the edge of Cambridge on land removed from the Green Belt;
- (b) the new town of Northstowe;
- (c) development in the larger and better served villages designated as Rural Centres and Minor Rural Centres.

3.2 The primary objective of this strategy was to locate more new homes close to the main concentration of jobs and jobs growth in and close to Cambridge. This approach involved a review of the inner boundary of the Cambridge Green Belt. This included Cambridge Airport where 12,000 new homes (7,500 in South Cambridgeshire) were expected to be built, mostly after 2016. This strategy represented a departure from previous plans, which constrained the growth of Cambridge and dispersed housing development to the villages and market towns.

3.3 Whilst the current South Cambridgeshire LDF remains an effective set of documents and progress is being made in terms of the delivery of its proposals, including a number of urban extensions to Cambridge and the new settlement of Northstowe, a number of factors have come together to mean that an update is timely.

3.4 South Cambridgeshire District Council is updating its current LDF as:

- the current plan has an end date of 2016;
- the national economic slowdown has slowed the delivery of housing development;

- Cambridge East will not be coming forward before 2031;
- the Localism Act 2011 and new National Planning Policy Framework have introduced a number of changes to national policy.

3.5 South Cambridgeshire District Council agreed in 2011 to review its plans, with adoption of a new Local Plan by early 2015. The preparation of a Local Plan involves a number of stages, including public consultation. The Issues and Options stage involves identifying and considering the issues that South Cambridgeshire will face over a period of at least 15 years from the adoption of a new Local Plan.

### **Joint Working**

3.6 The City Council, South Cambridgeshire District Council and Cambridgeshire County Council have a long and effective history of joint working on planning matters, particularly on plan-making. In addition, as part of the duty to cooperate, the three councils have agreed to work collaboratively and in parallel on new Local Plans and a transport strategy for the Cambridge area. This approach will ensure that cross-boundary issues and relevant wider matters are addressed in a consistent and joined-up manner.

3.7 Given the functional relationship between Cambridge City Council and South Cambridgeshire District Council, many of the evidence base studies have been carried out jointly and further work in relation to the spatial strategy for the Cambridge area (including housing and employment provision), including site options consultation, has been programmed to be undertaken on a joint basis as the preparation of both Local Plans continues. The City Council supports the options explored by South Cambridgeshire District Council at this stage, including Waterbeach, Bourn Airfield and an extension to Cambourne.

3.8 In order to support these cooperative arrangements, a new Member Governance group has been set up and the Cambridge City, South Cambridgeshire and County Council Strategic Transport and Spatial Planning Group has already met on a number of occasions. This group is supported by officers from all three councils, who are working in collaboration on the production of the two new Local Plans and the transport strategy.

### **Content of the Issues and Options Report**

3.9 The Issues and Options Report follows a similar layout to the Council's own Issues and Options report. It includes a vision, strategic objectives, and specific chapters relating to the future spatial strategy, possible opportunity areas and other topic areas. The chapters are as follows:

- Chapter 1 is the introduction, which describes the overall purpose document;
- Chapter 2 sets out a possible vision for South Cambridgeshire to 2031;
- Chapter 3 contains the forecasts for jobs and housing. The jobs target identified in the chapter ranges from lower jobs growth of 14,000 additional jobs to a higher jobs growth of 29,200 additional jobs over the plan period. Housing provision detailed within this chapter ranges between a target of 18,500 dwellings in the plan period to 23,500 dwellings;
- Chapter 4 concerns the spatial strategy and focuses on the location of housing and employment. This chapter also contains broad locations within the Cambridge Green Belt, which have been consulted on in Cambridge City Council's recent consultation on the Cambridge Local Plan – Towards 2031, Issues and Options Report, June 2012;
- Chapter 5 sets out a number of development site options, which have estimated site capacities ranging from 10 dwellings to 12,750 dwellings. These sites have been included in the Issues and Options primarily as a result of South Cambridgeshire's 'call for sites' last summer;
- Chapter 6 covers climate change, including water;
- Chapter 7 deals with quality of design and landscape;
- Chapter 8 sets out options to protect and enhance the historic and natural environment;
- Chapter 9 is about delivering high quality housing;
- Chapter 10 deals with the local economy, including sections on employment, retail and tourism;
- Chapter 11 is concerned with successful communities, including the provision of open space, leisure and community facilities;
- Chapter 12 deals with transport and infrastructure;
- Chapter 13 addresses site-specific issues, including Cambridge East, North of Newmarket Road and Cambridge Northern Fringe East.

A copy of the Issues and Options Report has been circulated to each member of Development Plan Scrutiny Sub Committee in advance of the September committee meeting. A copy of the report can also be found at:  
[http://www.scambs.gov.uk/documents/retrieve.htm?pk\\_document=912649](http://www.scambs.gov.uk/documents/retrieve.htm?pk_document=912649)

A list of evidence base documents is available on the Local Plan pages of South Cambridgeshire District Council's website and is listed



in Appendix 1 of the Issues & Options. The evidence base documents can be accessed at:

<http://www.scambs.gov.uk/Environment/Planning/DistrictPlanning/LocalDevelopmentFramework/EvidenceBase/default.htm>

### **Key Issues for Cambridge**

3.10 Officers have worked through the Issues and Options Report and many of the issues covered in the Report do not currently contain significant amounts of detail, or are not relevant to the City. However, whilst the Council is supportive of many areas of work and has worked jointly with South Cambridgeshire District Council on a range of issues, there are a number of areas of particular interest for Cambridge, which are discussed in the draft representations in Appendix A. These issues include:

- The strength of urban design policies and guidance to support the delivery of locally-specific high quality developments;
- The maintenance of the essential qualities of the Cambridge Green Belt and the landscape setting of the city;
- The need to work together on the designation of Local Green Space as a result of the introduction of this approach through the National Planning Policy Framework;
- The need to work together to produce policy and guidance on waterways, including the River Cam;
- The delivery of homes to Lifetime Homes standards with appropriate storage and space standards;
- The delivery of permanent and transit pitches for Gypsies and Travellers;
- The introduction of Local Development Orders for employment development;
- The provision of hotel development in South Cambridgeshire and the need for detail assessment of hotel need in the district;
- The provision of open space associated with new residential development.

### **What happens next?**

3.11 Public consultation on the Issues and Options report started on 12<sup>th</sup> July and runs until 28<sup>th</sup> September 2012. Following this consultation, the three Councils will be undertaking further work in relation to the spatial strategy for the Cambridge area (including housing and employment provision), and there will be a joint site options consultation in January 2013. Timetables are also being updated for consultation on the draft Plans with joint consultation to take place in June/July 2013.

## **4.0 Implications**

### **Financial Implications**

4.1 There are no direct financial implications arising from this report.

### **Staffing Implications**

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

### **Equal Opportunities Implications**

4.3 There are no direct equal opportunities impacts arising from this report.

### **Environmental Implications**

4.4 Decisions made in the process of producing the new Local Plan for South Cambridgeshire have scope to have direct environmental implications for the city. Cambridge City Council will work with South Cambridgeshire District Council to ensure the most sustainable outcomes for the area.

### **Consultation**

4.5 There are no direct consultation implications arising from this report.

### **Community Safety**

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

## **5.0 Background papers**

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

- South Cambridgeshire Local Plan – Issues and Options Report, July 2012, which can be accessed at: [http://www.scambs.gov.uk/documents/retrieve.htm?pk\\_document=912649](http://www.scambs.gov.uk/documents/retrieve.htm?pk_document=912649)
- South Cambridgeshire Appendix 4: Analysis of Issues and Options, July 2012. [http://www.scambs.gov.uk/documents/retrieve.htm?pk\\_document=912569](http://www.scambs.gov.uk/documents/retrieve.htm?pk_document=912569)
- Gypsy and Traveller Accommodation Needs Assessment Internal Review – Report to South Cambridgeshire District Council’s Housing Portfolio Holder, 13<sup>th</sup> June 2012.

<http://scambs.moderngov.co.uk/ieListDocuments.aspx?CId=870&MId=5529&Ver=4>

<http://scambs.moderngov.co.uk/documents/s65099/GATANA.pdf>

- Cambridge Local Plan – Towards 2031, Issues and Options Report, June 2012.

<http://www.cambridge.gov.uk/public/docs/local-plan-review-issues-and-options-report.pdf>

## **6.0 Appendices**

- Appendix A – Proposed Responses to South Cambridgeshire Local Plan – Issues and Options report

## **7.0 Inspection of papers**

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

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## **Appendix A: Draft Representations to South Cambridgeshire Local Plan – Issues and Options Report (July 2012)**

### **1.0 Introduction**

- 1.1 The City Council, South Cambridgeshire District Council and Cambridgeshire County Council have a long and effective history of joint working on planning matters, particularly on plan-making. The current development strategy for the Cambridge area set out in the Cambridgeshire and Peterborough Structure Plan 2003 was a result of effective joint working between the County Council and the districts in Cambridgeshire. This approach to joint working has led to appropriate arrangements being put in place to facilitate the duty to cooperate on strategic planning issues in the county through the establishment of the Joint Strategic Planning Unit for Cambridgeshire and Peterborough.
- 1.2 Under the duty to cooperate, the City Council and South Cambridgeshire District Council have agreed to work collaboratively and in parallel on new Local Plans and a transport strategy for the Cambridge area. This approach will ensure that cross-boundary issues and relevant wider matters are addressed in a consistent and joined-up manner.
- 1.3 Given the functional relationship between Cambridge City Council and South Cambridgeshire District Council, many of the evidence base studies have been carried out jointly and further work in relation to the spatial strategy for the Cambridge area (including housing and employment provision), including site options consultation, has been programmed to be undertaken on a joint basis as the preparation of both Local Plans continues.
- 1.4 In order to support these cooperative arrangements, a new Member Governance group has been set up and the Cambridge City, South Cambridgeshire and County Council Strategic Transport and Spatial Planning Group has already met on a number of occasions. This group is supported by officers from all three councils, who are working in collaboration on the production of the two new Local Plans and the transport strategy.

### **2.0 Draft representations to specific questions and parts of the Issues and Options Report**

- 2.1 The draft representations detailed below are linked to specific questions or paragraphs within the Issues and Options report. Any representations of over 100 words will be summarised by officers as steered by Committee Members, with both the full submission and the summary text being provided to South Cambridgeshire District Council. The 100 word summary is a required element of submitting representations via South Cambridgeshire District Council's representation processing system.

### **Chapter 3 – Development Needs**

**Q3: How much new employment do you consider the Local Plan should provide for?**

**Nature of Representation:** Support

Cambridge City Council supports the consideration of different levels of employment provision for South Cambridgeshire, but would take this opportunity to highlight the need to consider objectively assessed need for employment in the wider Cambridge area. In meeting the requirements of the NPPF, Cambridge City Council will continue to work collaboratively with South Cambridgeshire District Council to ensure that strategic priorities across local boundaries are properly coordinated and reflected in both Plans, particularly where development requirements cannot be wholly met within one authority's area.

**Q4: How much new housing do you consider the Local Plan should provide for?**

**Nature of Representation:** Support

Cambridge City Council supports the consideration of different levels of housing provision for South Cambridgeshire, but would take this opportunity to highlight the need to consider objectively assessed need for housing in the wider Cambridge area. In meeting the requirements of the NPPF, Cambridge City Council will continue to work collaboratively with South Cambridgeshire District Council to ensure that strategic priorities across local boundaries are properly coordinated and reflected in both Plans, particularly where development requirements cannot be wholly met within one authority's area.

### **Chapter 4 – Spatial Strategy**

**Q8: Do you think the Local Plan should include a specific policy focusing development on the re-use of previously developed land in sustainable locations, where the land is not of high environmental value?**

**Nature of Representation:** Support

Cambridge City Council supports the delivery of development on previously developed land in sustainable locations, where the land is not of high environmental value. It should be noted, however, that despite the sustainable location of areas on the fringes of the city, many of these areas are of high environmental value. Additionally, the City Council is concerned that this issue does not provide sufficient coverage of the issue of sustainable development, which is a much broader concept, encompassing a range of environmental, social and economic aspects in order to achieve the greatest benefits for South Cambridgeshire.

**Q13: Which, if any, of the following changes to the rural settlement hierarchy do you agree with?**

**Nature of Representation:** Object

The retail hierarchy in Chapter 10 relates to the settlement categories in Chapter 4, with the town centre of Northstowe at the top of the hierarchy. However, it is surprising that Cambourne is not identified as having a town centre, given its range of shops and services and proposals for the further development of its High Street, and it is considered that this approach needs further consideration.

### **Chapter 5 – Development Options**

**Q16A: Which of the site options do you support or object to and why?**

**Nature of Representation:** Support

The City Council is working in parallel with South Cambridgeshire District Council to prepare respective Local Plans. As part of this joint work, the Councils are undertaking work in relation to the spatial strategy for the Cambridge area, including housing and employment provision. The City Council supports the options being explored by South Cambridgeshire District Council at this stage, including Waterbeach, Bourn Airfield and an extension to Cambourne.

### **Chapter 6 – Climate Change**

**Q17: Have the right issues for addressing climate change mitigation and adaptation been identified?**

**Nature of Representation:** Object

No reference has been made to the possibility of seeking consequential improvements to existing dwellings' energy efficiency in keeping with requirements of Part L of Building Regulations (currently applied to dwellings over 1,000m<sup>2</sup>). Consideration should be given to developing policy to be applied to planning applications for extensions/loft conversions, requiring the implementation of cost-effective measures to improve the entire property's energy efficiency. Uttlesford District Council operates a similar approach, applied to 1,400 planning applications between 2006 and 2009, with significant expected carbon savings. We have included an option (Option 50) on this issue in our Issues and Options report.

**Q21: What sustainable building standards should be required in new developments?**

**iii) The zero carbon standard (Code for Sustainable Homes Level 5) would be required in larger scale developments?**

**Nature of Representation:** Object

Cambridge City Council would support in principle a policy approach where opportunities to seek higher levels of the Code for Sustainable Homes and BREEAM are sought for those developments whose scale and mix would create opportunities not offered by smaller scale development. For example, if the scale of development and mix of uses made the use of Combined Heat and Power and district heating viable, this would make the achievement of Level 5 of the Code for Sustainable Homes possible. It is considered that this approach should be developed as part of a policy within the Local Plan to ensure that such opportunities are not missed. This particularly important on the larger sites on the city's fringes and for new settlements such as Bourn Airfield and Waterbeach, but it can be achieved on smaller sites, e.g. the 40 unit scheme at Richard Newcombe Court in Cambridge where both biomass and photovoltaic technology have been used to deliver a Code for Sustainable Homes Level 5 development. Given the nature of the district, South Cambridgeshire also has significant scope for the use of a wide range of renewable energy technologies. There may be potential for this to be developed as part of site-specific policies, dependent on the development strategy taken forward.

**Q24: What approach should the Local Plan take on water efficiency in new housing development?**

**iii) Seek grey water or rainwater recycling (to achieve equivalent of code 5 or 6 of Code for Sustainable Homes), subject to financial viability.**

**Nature of Representation:** Support

Cambridge City Council supports the achievement of Code for Sustainable Homes Level 5 or 6 of the on water efficiency measures for new residential development.

## **Chapter 7 – Delivering High Quality Places**

**Q28A. Have the right design principles been identified to achieve high quality design in all new developments?**

**Nature of Representation:** Object

While we support the content of Chapter 7 in principle as it does capture the essence of both national and local policy, it is very brief in terms of what is currently, or should be, specific to South Cambridgeshire. We would expect to see strong, locally-specific design policies in place, given the level of growth which could come forward during the life of the plan, e.g. Waterbeach and Bourn Airfield. The section speaks of the need for new development to fit



in with its surroundings, but is relatively silent on what these surroundings are e.g. a mixture of rural villages, city-edge sites and larger settlements, and past development and any lessons learned. Whilst some of this information may be picked up as a part of site-specific policies, this should not prevent the production of strong design policies.

**Q28B. Should the Local Plan provide guidance on design of streets to improve the public realm, including minimum street widths and street trees?**

**Nature of Representation:** Object

It would be helpful if guidance could describe in more detail both rural and urban characteristics which exist within the District (building form, prevailing typologies of buildings, streets and open spaces) and describe some good (and perhaps poor) examples of how new development has responded to this context. Without this, this chapter does not strengthen existing policy and guidance and does not contribute strongly to improving development. Such an approach would help tease out some further facts, key objectives, issues and questions in developing the plan. For example, South Cambridgeshire villages do have a distinct character (via vernacular architecture, local materials, settlement patterns, and landscape) and these attributes demand a certain response in respect of infill or edge of settlement development. The design principles could then include options as to how to respond to these area-specific traits.

This approach would also help in ensuring any future settlements on the edge of Cambridge are equally context-appropriate. A description of emerging and existing edge of city development is equally relevant in order to enable the development of edge of city place-making to be of a high quality, and crucially for future policy in the plan to be appropriate to the edge of the city.

**Q28C. Do you think the Council should retain and update the District Design Guide?**

**Nature of Representation:** Support

A future chapter on high quality places should consider bringing in relevant details and develop strong policy, at least covering those key areas of guidance now found in the District Design Guide. More weight would be provided on those key areas of guidance if they were found in a design-specific policy or policies rather than in a Supplementary Planning Document. The Council should retain the Design Guide and update it from time to time as lessons are learned from its application. Public art should be integrated as a part of good design and should remain required for new development.

## **Chapter 8 – Protecting and Enhancing the Natural and Historic Environment**

**Q33A. Should the Local Plan include a policy requiring development to provide or contribute towards new or enhanced Green Infrastructure?**

**Nature of Representation:** Support

Cambridge City Council supports the provision or enhancement of green infrastructure through new development. The Council is pleased to see references made to a number of projects within the Cambridgeshire Green Infrastructure Strategy 2011, which includes new provision of green infrastructure in the urban extensions and new settlements and better linkages between existing areas of green infrastructure.

**Q33B. Are there other new Green Infrastructure projects that should be added?**

**Nature of Representation:** Object

Whilst we support the provision of green infrastructure projects in principle, it would be helpful to make reference to the opportunities for green infrastructure provision and enhancement in North West Cambridge at NIAB2 and the University site.

**Q34: Should the Local Plan include policies to ensure that development in and adjoining the Green Belt does not have an unacceptable impact on its rural character and openness?**

**Nature of Representation:** Object

Whilst Cambridge City Council supports the inclusion of policies to ensure that development in and adjoining the Green Belt does not impact unacceptably on the rural character and openness, it is considered that explicit reference should be made to the purposes of the Cambridge Green Belt, including the need to maintain and enhance the quality of the setting of Cambridge and the prevention of communities in the environs of Cambridge from merging into one another and with the city. In addition to our concerns about the purposes of the Cambridge Green Belt and the setting of Cambridge, we consider that insufficient account has been given to the interface between urban and rural and the setting of Cambridge and the South Cambridgeshire villages within this document. In addition to policy covering important village frontages, it is considered important to conserve and enhance the landscape setting of the urban fringes, including sites which may lie within South Cambridgeshire.

**Q38: Should the Local Plan identify any open spaces as Local Green Space and if so, what areas should be identified, including areas that may already be identified as Protected Village Amenity Areas?**

**Nature of Representation:** Support

Given the recent introduction of the Local Green Space designation to identify and protect green areas of particular importance, the City Council considers that it is important for the authorities to work together at an early stage to establish similar approaches to cross-boundary green spaces.

**Q41: Should a policy be developed for the consideration of development proposals affecting waterways that seeks to maintain their crucial importance for drainage, whilst supporting their use as a recreation and biodiversity resource?**

**Nature of Representation:** Support

We strongly support the inclusion of a policy pertaining to the waterways of South Cambridgeshire, but consider that the importance of the River Cam needs greater acknowledgement within the document. Cambridge City Council has produced Option 23 – *Comprehensive policy for the River Cam* in the Cambridge Local Plan Towards 2031 – Issues and Options report and has also made reference to the possibility of undertaking a waterspace study for the River Cam. We wish to work together with South Cambridgeshire District Council in considering the development of both policies and any accompanying studies.

**Chapter 9 – Delivering High Quality Homes**

**Q45: Housing Density – Which options do you agree with?**

**Nature of Representation:** Object

Given the realistic densities that are now emerging on Cambridge's fringe sites, where approximately 45 dwellings per hectare (dph) are being delivered on some parcels, it is key that the authorities work together to consider suitable densities and associated design quality within planning policies. The City Council would like to understand South Cambridgeshire District Council's approach to the densities (40dph for fringe sites and new settlements) outlined in the document and would like to work with South Cambridgeshire District Council in progressing policies on density.

**Q47: What approach do you think the new Local Plan should take to securing houses adapted to meet the needs of people with reduced mobility?**

**Nature of Representation:** Object

Whilst the City Council is happy to see all affordable housing being built to Lifetime Homes standard, we would like to understand how South Cambridgeshire District Council have reached the figure of 5% market housing to be delivered to Lifetime Homes Standard. This is of particular

interest, given the increasing percentage of South Cambridgeshire's residents of 65 and over, and their changing needs.

**Q48: What target should the Local Plan include to address the need for affordable housing?**

**Nature of Representation:** Object

Given the needs of the area, the City Council would support an approach, which delivers significant levels of affordable housing provision, subject to viability. We would wish to see opportunities for delivering affordable housing provision maximised on strategic sites.

**Q50: Do you think that new homes are often too small? How do think we should deal with the size of new homes?**

**Nature of Representation:** Support

The City Council believes that South Cambridgeshire District Council should include policy on residential space standards, which covers both market and affordable housing to ensure sufficient room and dwelling sizes, internal and external storage. Given the financial implications for developers, particularly on the larger development sites, it is key to include such a policy in the Local Plan as the National Planning Policy Framework requires local plans to set out clear policies on what will and will not be permitted (paragraph 154) and supplementary planning documents should not be used to add unnecessarily to financial burdens on development (paragraph 153).

**Q57: What approach should the Local Plan take to the accommodation needs of Gypsies, Travellers and Travelling Showpeople? Do you agree with any or all of the following approaches?**

- i. **Set a target to provide 85 pitches for Gypsy and Traveller occupation over the period to 2031, which means we would need to provide an additional 50 permanent pitches by 2031.**

**Nature of Representation:** Support

The City Council would like to understand the target of providing 85 pitches in South Cambridgeshire over the period to 2031 and the implications of this approach. The information provided in Appendix 4: Analysis of Issues and Options does not appear to explain how South Cambridgeshire District Council has reached the reduced figure of 85 pitches.

- iii. **Explore with adjoining local planning authorities the extent to which local needs can be met in adjoining districts.**

**Nature of Representation:** Support

The City Council would welcome the opportunity to continue working with South Cambridgeshire District Council on this issue. However, in addition to the provision of permanent pitches in South Cambridgeshire, reference needs to be made to the need for transit pitches and emergency stopping places. The City Council would like to work with South Cambridgeshire District Council to achieve transit pitches and emergency stopping places in suitable locations, as necessary.

- iv. The Local Plan require that site provision be made for Gypsy and Traveller occupation in all new settlements, and other allocated and windfall developments of at least 500 new homes.**

**Nature of Representation:** Support

In terms of delivering site provision for Gypsy and Travellers in new settlements and within housing allocations and windfall sites of at least 500 homes, Cambridge City Council supports the delivery of pitches in these locations subject to impacts on the surrounding area and the proposed locations for pitches being of appropriate size and design with suitable supporting infrastructure and access.

## **Chapter 10 – Building a Strong and Competitive Economy**

**Q59: The Local Plan needs to aim to meet in full the forecast employment growth in South Cambridgeshire depending on the option selected (at Question 3), by providing a supply and range of employment sites over the Plan period. Should employment provision be planned for:**

- i. Cambridge Northern Fringe East, and densification on the Cambridge Science Park:**

**Nature of Representation:** Support

The Council supports the exploration of further employment opportunities at Cambridge Northern Fringe East and Cambridge Science Park, following the publication of the Cambridge Cluster at 50 study. The success of these locations as employment sites could also depend on the provision of new shared social spaces as discussed in Issue 64 of the Issues and Options report. The exploration of further employment opportunities in these locations accords with evidence from the draft Employment Land Review update, which found a need for further office development in the city centre and the northern fringe. The City Council will explore options for delivering new office development in the city centre. Employment opportunities in the city's northern fringe will be crucial to meeting identified need. The City Council will continue to work with South Cambridgeshire when planning for the Cambridge Northern Fringe East area and in developing policies for this area.

**ii. On new allocations on the edge of Cambridge which have previously been designated Green Belt:**

**Nature of Representation:** Support

The City Council will continue to work with South Cambridgeshire District Council in assessing the broad locations in the Green Belt on the edge of Cambridge.

**Q60A: Should the existing employment allocations where development is partially complete be carried forward into the Local Plan?**

**Nature of Representation:** Support

Cambridge City Council supports the proposal to carry forward existing employment allocations where development is partially complete. The draft update to the Employment Land Review states that there is a need to focus on ensuring that existing commitments are brought forward for development, and that existing vacant stock is improved to encourage re-use. Existing employment allocations should continue to be brought forward for employment use, as they will make a valuable contribution to meeting the need identified in the draft Employment Land Review update.

**Q60B: Should the existing employment allocation North of Hattons Road, Longstanton be carried forward into the Local Plan?**

**Nature of Representation:** Support

Cambridge City Council supports the proposal to carry forward existing employment allocations where development has not commenced. The draft update to the Employment Land Review states that there is a need to focus on ensuring that existing commitments are brought forward for development, and that existing vacant stock is improved to encourage re-use. Existing employment allocations should continue to be brought forward for employment use, as they will make a valuable contribution to meeting the need identified in the draft Employment Land Review update.

**Q61A: Should the Council consider issuing Local Development Orders to help speed up employment development?**

**Nature of Representation:** Object

Cambridge City Council would be concerned about the introduction of Local Development Orders (LDOs) for sites on the edge of the city, due to the potential negative impacts on the setting of the city. Ensuring high quality employment development is a key factor. There is also the risk that increased flexibility allowing changes of use could harm the ability of the local authorities to plan for the mix of uses identified in the Employment Land Review update, thereby impacting on the ability to plan for objectively assessed need.

**Q62: What approach do you think the Local Plan should take to the Limitations on the Occupation of New Premises policy?**

**Nature of Representation:** Support

The City Council will continue to work with South Cambridgeshire District Council in reviewing the policy approach to selective management of the economy.

**Paragraph 10.24 (Tourist Accommodation):**

**Nature of Representation:** Object

South Cambridgeshire District Council has granted permission for some major hotel schemes in the past five years adding significantly to the edge of city stock, including the Premier Inn (154 rooms) and Travelodge (138 rooms) budget hotels at Orchard Park, and the Radisson Blu at Cambridge Science Park (296 rooms). This is very much part of the Cambridge market area; the Science Park in particular generates a lot of business for the city's hotels.

No evidence base has been produced to identify the scale of future hotel need in South Cambridgeshire. The City Council's evidence base study only covers a small part of South Cambridgeshire. In many cases, needs assessments have not been submitted as part of the planning applications. Cambridge City Council has been a consultee on these applications, but there does not appear to be a joined-up approach taken to considering schemes in the light of the scale and location of hotel development needed in and around the city. In order to inform any such joined-up approach, South Cambridgeshire District Council should undertake an appropriate needs assessment.

There is also a need for future planning policy for hotel development in Cambridge to give greater clarity on how a joint policy approach to hotel development for Cambridge and its outskirts could be explored in both plans. The City Council would welcome the opportunity to work with South Cambridgeshire to progress planning policy on hotel development.

**Q75: Where should new retail and service provision occur?**

**Nature of Representation:** Object

The retail hierarchy in Chapter 10 relates to the settlement categories in Chapter 4, with the town centre of Northstowe at the top of the hierarchy. However, it is surprising that Cambourne is not identified as having a town centre, given its range of shops and services and the proposals for the further development of its High Street, and it is considered that this approach needs further consideration.

The City Council agrees that new retail provision should be of an appropriate nature and scale in line with the position of the centre in the retail hierarchy. The proposed development options in Chapter 5, set out potentially quite sizeable extensions to Cambourne and Northstowe and at the edge of Cambridge and potential new settlements at Waterbeach and Bourn Airfield. It will be important to ensure that if any of these developments are taken forward that they have adequate shops and facilities to serve the day to day needs of the new population and to ensure that people do not have to travel elsewhere, leading to unsustainable travel patterns. If any of these developments are taken forward, the position of their centre in the retail hierarchy will need to be identified in the new Local Plan.

**Q76: What should be the floorspace threshold above which retail impact assessment are required?**

**Nature of Representation:** Support

It is sensible that the floorspace threshold above which retail impact assessments would be required is lower than the NPPF level of 2,500 square metres given the rural nature of the District. The decision on whether to choose a threshold of 500 square metres or 250 square metres will depend upon the level of control the Council wishes to have versus the additional requirement put upon developers. Alternatively, a different threshold could be used for the different type of settlement. For example, in the Rural Centres the threshold could be 500 square metres and in all of the other villages the threshold could be 250 square metres to reflect the difference between these centres and whether a proposal would have an impact or not.

Depending upon which of the development options is taken forward, a different threshold may also be needed for the larger developments at Waterbeach, Bourn Airfield and extensions to Cambourne, Northstowe and at the edge of Cambridge.

**Paragraph 10.28 (Meeting Retail Needs):**

**Nature of Representation:** Object

In relation to 'retail need', the Issues and Options Report refers to the Cambridge Sub-Region Retail Study 2008. Although this provides a good evidence base for the need for further comparison and convenience goods, it only covers the period to 2021, whereas the new Local Plan will cover the period to 2031. In addition, some of the assumptions made in this study may be out of date as it is now four years old. The new Local Plan will need to ensure that the day-to-day needs of people are adequately served. In particular, that Northstowe's retail provision is adequate to prevent unsustainable travel patterns to access shops and services elsewhere. There will also need to be consideration of the 'need' for new retail development where new development is being proposed, particularly the larger potential developments at Waterbeach, Bourn Airfield and extensions to Cambourne, Northstowe and at the edge of Cambridge.



## **Chapter 11 – Promoting Successful Communities**

**Q81A: Should the Local Plan seek to continue to protect where possible local services and facilities such as village shops, pubs, post offices, libraries, community meeting places, health centres or leisure facilities?**

**Nature of Representation:** Support

Whilst it is recognised that South Cambridgeshire residents rely on Cambridge for access to higher order services and facilities, it is important that South Cambridgeshire's residents have access to a range of services and facilities within a sustainable distance of their dwellings to allow access by non-car modes of transport. As the city grows, the challenge will be for the historic and tightly constrained City Centre to cope with the increasing numbers of people, and to accommodate the range of services and businesses that want to locate here. Whilst it is recognised that this is an issue for Cambridge City Council, we will need to work together with South Cambridgeshire District Council as part of the wider joined-up approach.

**Q84A: Is there a need for a community stadium?**

**Nature of Representation:** Support

Both the City Council and South Cambridgeshire District Council are consulting on options relating to the provision of a community stadium. The results of both consultations will inform the preferred option for inclusion in the authorities' draft Local Plans. The City Council will continue to work with South Cambridgeshire District Council to develop appropriate policies to deal with this issue.

**Q85A: Is there a need for an ice rink in or near to Cambridge?**

**Nature of Representation:** Support

Both the City Council and South Cambridgeshire District Council are consulting on options relating to the provision for an ice rink. The results of both consultations will inform the preferred option for inclusion in the authorities' draft Local Plans. The City Council will continue to work with South Cambridgeshire District Council to develop appropriate policies to deal with this issue.

**Q86A: Is there a need for a concert hall in or near to Cambridge?**

**Nature of Representation:** Support

Both the City Council and South Cambridgeshire District Council are consulting on options relating to the provision for a concert hall. The results of both consultations will inform the preferred option for inclusion in the authorities' draft Local Plans. The City Council will continue to work with

South Cambridgeshire District Council to develop appropriate policies to deal with this issue.

**Q88A: Should major new housing developments include provision of allotments?**

**Nature of Representation:** Support

The City Council supports the principle of allotment provision for major new housing developments. The City Council and South Cambridgeshire District Council have successfully negotiated and approved a number of new allotment sites within the urban extensions.

**B: Do you agree with the standard of provision proposed in Issue 88?**

**Nature of Representation:** Support

Cambridge City Council supports the standard of 0.4 hectares per 1,000 people as this reflects the City's existing and proposed allotment standard. It is considered that the adoption of 0.4 hectares per 1,000 people as the South Cambridgeshire standard would be beneficial in the instance of cross-boundary and urban fringe development.

**Q89A: Do you agree the thresholds for when on-site open space will be required in new developments?**

**Nature of Representation:** Object

No

**Q89B: If not, why not? What alternative policy or approach do you think should be included?**

**Nature of Representation:** Object

On-site provision of open space should be the norm within new residential development. No justification has been provided for the figure of 200 dwellings as the trigger for delivery of open space on site in the case of provision of sports pitches and outdoor sport and allotments. The City Council is concerned that the figure is inappropriate as it is possible for a number of individual parcels of land to come forward in a fringe location or in one of the necklace of villages, where the provision of dwellings per site is under 200 units, but the cumulative impact on surrounding sports or allotment provision could be significant. Taking the village of Sawston as an example, there are seven sites in Chapter 5, which have dwelling capacity ranges of between 20 and 340 dwellings. If a number of these sites come forward for development, the impact on existing open spaces could be considerable, without the delivery of new green infrastructure to meet needs. We acknowledge the collection of S106 contributions towards off-site open space provision, but remain concerned that the figure of 200 units is too high.

**Q91A: Should the Local Plan include a policy seeking to protect existing playing fields and recreation facilities?**

**Nature of Representation:** Support

The City Council would support a policy seeking to protect existing playing fields and recreation facilities as this is in keeping with its long-established approach of protecting open space contained in the Cambridge Local Plan 2006 and the Open Space and Recreation Strategy 2011. Given the recent introduction of the Local Green Space designation to identify and protect green areas of particular importance, the Council considers that it is important for the authorities to work together to establish similar approaches to cross-boundary green spaces.

**Chapter 12 – Promoting and Delivering Sustainable Transport and Infrastructure**

**Q97: Should the Local Plan include the principles regarding sustainable travel as outlined in Issue 97, and are there any additional issues that should be included?**

**Nature of Representation:** Support

Cambridge City Council supports the inclusion of the principles of sustainable travel outlined in Issue 97, particularly greater connectivity of cycling and walking networks.

**Q101: What approach should the Local Plan take to residential garages?**

**Nature of Representation:** Support

The City Council supports the introduction of minimum size requirements for garages to accommodate, cars, cycle parking and other storage, but notes that consideration should also be given to minimum sizes for double garages. The information provided in Appendix 4 only relates to single garages. Lessons could also be learnt from the difficulties experienced in the provision of car parking, both on and off-street, in the urban extensions.

**Q107A: Should the Local Plan include a policy to require development to provide appropriate infrastructure?**

**Nature of Representation:** Support

The policy approach requiring development to provide appropriate infrastructure is supported. There is the need to assess the viability of the Local Plan in terms of considering the range of policy requirements and infrastructure plans that are likely to impact on the cost of development. Collaboration and consistency of approach with Cambridge City Council will

be important factors in establishing and updating the evidence base for both Local Plans, in terms of variables, viability testing and appreciation of impacts on cross-boundary infrastructure delivery.

**Q106A: Should the Local Plan include a policy that would only permit aviation development at Cambridge Airport where it would not have a significant adverse effect on the environment and residential amenity?**

**Nature of Representation:** Support

Both the City Council and South Cambridgeshire District Council are consulting on options relating to aviation development at Cambridge Airport in order to maintain environmental quality and residential amenity. The results of both consultations will inform the preferred option for inclusion in the authorities' draft Local Plans. The City Council will continue to work with South Cambridgeshire District Council to develop appropriate policies to deal with this issue.

### **Chapter 13 – Site Specific Issues**

**Q108: What approach should the Local Plan take to Cambridge Airport?**

**Nature of Representation:** Support

Both the City Council and South Cambridgeshire District Council are consulting on options relating to the airport and Cambridge East. The results of both consultations will inform the preferred option for inclusion in the authorities' draft Local Plans. The City Council will continue to work with South Cambridgeshire District Council to develop appropriate policies to deal with this issue.

**Q109: What approach should the Council take to the potential for housing development on land North of Newmarket Road at Cambridge East?**

**Nature of Representation:** Support

Whilst the land lies within South Cambridgeshire, given the functional relationship with the city, the City Council wishes to work together with South Cambridgeshire District Council to consider the outcome of public consultation and the long-term future of this site.

**Q110: What do you think are the key principles for the development of Cambridge Northern Fringe East?**

**Nature of Representation:** Support

Cambridge Northern East is a key area for the City Council, County Council and South Cambridgeshire District Council and will be the focus of important joint working by the three councils over the coming months. It is disappointing to see from the representation submitted by South Cambridgeshire District Council to the City Council's Issues and Options Report that they have already taken a view on the sites that should be included within this area, prior to the close of the SCDC consultation period on this issue. A key recommendation from the joint (City & SCDC) update to the Employment Land Review is that the boundary of the area should be broader and include the Science Park.

As the joint work on the planning of Cambridge Northern East is taken forward, there will need to be wide ranging discussions and further consultation about the appropriate development strategy, including agreement as to the most appropriate boundary for the area. These discussions have not concluded and the City Council will continue to work with the County Council and South Cambridgeshire District Council to develop appropriate policies and co-ordination of development plans to deal with these issues.

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To: Executive Councillor for Planning and Climate Change  
Report by: Head of Planning Services  
Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 11/09/2012  
Wards affected: All Wards

### **Draft Response to Consultation on the Issues and Options stage of the proposed Transport Strategy for Cambridge and South Cambridgeshire (TSCSC)**

Non Key Decision

#### **1.0 Executive summary**

- 1.1 Cambridgeshire County Council is consulting on what a new Transport Strategy for Cambridge and South Cambridgeshire (TSCSC) should look like. This is the first step in the process and the document (Appendix B) highlights some of the main issues and challenges for transport in the area, and asks what approach they should take in developing a new transport strategy to address these issues.
- 1.2 The TSCSC is being prepared in parallel with the Local Plan Reviews for Cambridge and South Cambridgeshire.
- 1.3 This report sets out the key highlights of the consultation for the City Council, including its links to the Cambridge Local Plan Review, the timetable and the suggested response to the County Council (Appendix A). The Council's suggested response to South Cambridgeshire's Issues and Options Report is also on this agenda.

#### **2.0 Recommendations**

- 2.1 This report is being submitted to the Development Plan Scrutiny Sub-Committee for prior consideration and comment before decision by the Executive Councillor for Planning and Climate Change.
- 2.2 The Executive Councillor is recommended to agree the City Council's proposed representations to the County Council consultation on a Transport Strategy for Cambridge and South Cambridgeshire, as set out in Appendix A.

### **3.0 Background**

- 3.1 Cambridge and South Cambridgeshire are popular places to live and work, and have continued to experience high levels of jobs, housing and population growth. New development is being built on the fringes of the city and is also planned for Northstowe. The new Local Plan will set the future level of housing provision to 2031.
- 3.2 The continuing growth and prosperity of the local economy has led to growing pressure on the county's transport network and increasing demand for housing. Growing prosperity has also contributed to an increase in the number of cars on the roads, with overall traffic levels in the county continuing to rise and congestion increasing, despite increases in cycling and public transport use.
- 3.3 The TSCSC needs to take account of the predicted growth in the area to ensure that current and future transport needs are met, that people can access work and services, and that the character of the area can be preserved. This will help to ensure that people in the area continue to enjoy a high quality of life.
- 3.4 The TSCSC will sit under the Third Cambridgeshire Local Transport Plan 2011-2026 (LTP3), the main transport policy document for the whole county. LTP3 sets out the transport challenges across the County and outlines the policies and plans for transport and aims to contribute towards the County Council's stated vision of 'creating communities where people want to live and work: now and in the future.' The TSCSC will provide a more detailed policy framework and programme of schemes for the area, consistent with the LTP3, and building on previous successful strategies.
- 3.5 A new transport strategy is vital for the future of the area and will allow further transport improvements to be put in place, so that the transport network can continue to meet the needs of local people and accommodate growth.

### **4.0 Link to the Local Plan Review**

- 4.1 In order to ensure the link between the level and nature of growth planned in the city and in South Cambridgeshire is aligned to the proposed transport strategy, the TSCSC is being prepared in parallel with the Cambridge and South Cambridgeshire Local Plan Reviews, and consultation is being undertaken at the same time. Officers from the County Council have been present at all of the City Council Issues and Options Exhibitions, and this is a pattern that will continue throughout the South Cambridgeshire District Council exhibitions.



4.2 The TSCSC will also be looking at the longer-term picture for the area, tying in with the two Council's Local Plans, which both look towards 2031.

## **5.0 The Consultation Document (Appendix B)**

5.1 The full consultation document is appended to this report (Appendix B) along with the suggested response (Appendix A). However, some key aspects to the document are listed below:

5.2 The document is very much at a 'high level' and at an early stage in its preparation. The document asks for views on transport issues, challenges and approaches, so that production on a draft Transport Strategy for Cambridge and South Cambridgeshire can commence.

5.3 The document is set out in 3 sections:

- The information in Part 1 of the document sets out to give a picture of how the area is expected to develop and change, what the current transport situation is, including more details about the current approach to tackling transport issues, and how the situation is expected to change in future;
- Part 2 then asks for views on the issues and challenges faced by the area, and on the proposed vision and objectives for the transport strategy;
- Finally, Part 3 asks for views on different approaches to dealing with transport in future.

5.4 A number of transport issues for the area have already been identified, along with a series of potential options for overcoming or mitigating them. These include the Cambridge Core Scheme to restrict general vehicular traffic from the central area of Cambridge and major new pedestrian/cycle bridges at Milton, Coldhams Lane and Riverside, the replacement Cutter Ferry Bridge and the refurbishment of the Carter Bridge. Many of the projects listed in paragraph 3.1 of the TSCSC comprise past and current schemes that have been carried out by the County Council, and the question is asked whether more of the same is needed, or indeed if more ambition should be shown. This is not intended to be a prescriptive list of options, but merely a guide towards the type of schemes that can be used within the strategy.

5.5 The funding situation is also explained in the document. The key message from this is that funding from central Government is much reduced on previous years, as explained in LTP3. Therefore,

ambitions for the strategy need to be managed accordingly, and alternative sources of funding (such as developer contributions for example) will play a key role in delivering options above the 'do minimum' response.

- 5.6 Appendix A sets out the suggested consultation response to be submitted to the County Council.

## **6. Next Steps**

- 6.1 The consultation began on 15<sup>th</sup> June, running alongside the City Council's Local Plan – Towards 2031 Issues and Options consultation, and ends on the 28<sup>th</sup> September 2012, to coincide with the close of the South Cambridgeshire District Council's Local Plan Issues and Options consultation.
- 6.2 Once the County Council have considered the responses submitted on the transport issues, challenges and approaches for the area, a draft TSCSC will be produced.
- 6.3 Further consultation on the draft TSCSC will take place during 2013, at the same time as Cambridge City Council and South Cambridgeshire District Council are consulting on their draft Local Plans. The County Council will consider representations and make amendments to the strategy prior to adoption of the TSCSC as part of the Cambridgeshire Local Transport Plan 2011-2026 (LTP3).

## **7.0 Implications**

### **Financial Implications**

- 7.1 There are no direct financial implications arising from this report.

### **Staffing Implications**

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

### **Equal Opportunities Implications**

- 7.3 There are no direct equal opportunities implications arising from this report.

### **Environmental Implications**

- 7.4 Transport planning has a direct interrelationship with the City Council's spatial planning for its administrative area. It is vital that Cambridge

City Council works effectively with Cambridgeshire County Council and South Cambridgeshire District Council to progress improvements to transport infrastructure.

## **Community Safety**

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

## **8.0 Background papers**

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

- Issues for a New Transport Strategy for Cambridge and South Cambridgeshire – Consultation Document, June 2012 (Cambridgeshire County Council)  
<http://www.cambridgeshire.gov.uk/transport/strategies/currenttransportplans/Transport+Strategy+for+Cambridge+and+South+Cambridgeshire.htm>  
<http://www.cambridgeshire.gov.uk/NR/rdonlyres/7333F934-E242-4B02-BC94-59E300858B5E/0/TSCConsultationDocumentFINAL.pdf>
- Local Transport Plan 3 (Cambridgeshire County Council)  
<http://www.cambridgeshire.gov.uk/transport/strategies/currenttransportplans/local+transport+plan.htm>  
<http://www.cambridgeshire.gov.uk/NR/rdonlyres/81A57E02-48D8-4C24-862F-B42A900F70D8/0/LTP3PoliciesandStrategy.pdf>  
<http://www.cambridgeshire.gov.uk/NR/rdonlyres/EDB8478E-9462-49D0-A1F0-763FEFD96CB3/0/LTP3ImplementationPlan.pdf>
- Cambridge Local Plan – Towards 2031, Issues and Options Report, June 2012 (Cambridge City Council)  
<http://www.cambridge.gov.uk/public/docs/local-plan-review-issues-and-options-report.pdf>

## **9.0 Appendices**

- Appendix A –Suggested Response by Cambridge City Council to the Issues for a new Transport Strategy for Cambridge and South Cambridgeshire (TSCSC)
- Appendix B - Issues for a New Transport Strategy for Cambridge and South Cambridgeshire – Consultation Document, June 2012 (Cambridgeshire County Council)

## 10.0 Inspection of papers

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

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## **Appendix A – Proposed Response by Cambridge City Council to the Issues for a new Transport Strategy for Cambridge and South Cambridgeshire (TSCSC)**

### **1.0 Introduction**

- 1.1 The City Council, South Cambridgeshire District Council and Cambridgeshire County Council have a long and effective history of joint working on planning matters, particularly on plan-making. The current development strategy for the Cambridge area set out in the Cambridgeshire and Peterborough Structure Plan 2003 was a result of effective joint working between the County Council and the districts in Cambridgeshire. This approach to joint working has led to appropriate arrangements being put in place to facilitate the duty to cooperate on strategic planning issues in the county through the establishment of the Joint Strategic Planning Unit for Cambridgeshire and Peterborough.
- 1.2 Under the duty to cooperate, the City Council, South Cambridgeshire District Council and the County Council have agreed to work collaboratively and in parallel on new Local Plans and a transport strategy for the Cambridge area. This approach will ensure that cross-boundary issues and relevant wider matters are addressed in a consistent and joined-up manner.
- 1.3 In order to support these cooperative arrangements, a new Member Governance group has been set up and the Cambridge City, South Cambridgeshire and County Council Strategic Transport and Spatial Planning Group has already met on a number of occasions. This group is supported by officers from all three councils, who are working in collaboration on the production of the two new Local Plans and the transport strategy.

### **2.0 Issue / Challenge**

- 2.1 Cambridge City Council strongly agrees that making improvements to walking, cycling and public transport use should play a key role in the proposed strategy. Making non-car modes a priority helps to achieve a more sustainable

modal split, something that will be of increased importance with the planned growth in the city.

2.2 Increasing access to sustainable modes, as well as increasing their reliability and safety, plays an important role in achieving greater usage of public transport, walking and cycling.

2.3 Cambridge City Council also places high importance on addressing air quality issues and reducing carbon emissions from transport. In addition, ensuring the built and natural environment is not negatively impacted by transport is also a priority.

### **3.0 Vision**

3.1 The main points of the vision are supported, especially the emphasis on Cambridge and the surrounding area being renowned for having a sustainable, well used transport system. In addition, reference to ease of movement to and between key employment locations is also strongly supported, along with links from new and existing housing

3.2 However, the City Council feels that more reference to the promotion of cost effective / low cost public transport could be made, as this will be key in changing travel behaviours. It could also explicitly talk about walking, cycling and public transport being prioritised, and with that a reduction in conflict between different road users.

### **4.0 Proposed objectives**

4.1 Whilst Cambridge City Council is pleased to see a good correlation between the proposed objectives of the TSCSC and those in the Cambridge Local Plan, more focus on enhancing capacity for sustainable modes is required. At present, it reads as though road capacity could be increased for non-sustainable modes.

4.2 The objectives should also add reference to preserving and enhancing the natural and historic environment.

## **5.0 Managing the transport network**

- 5.1 As the table below shows, Cambridge City Council is generally in support of 'Doing More' where possible, when it comes to the management of the transport network. However, demand management schemes always need to be considered carefully and fully consulted upon.
- 5.2 There should also be a mention of encouraging the provision of more electric vehicle charging points in this section.

Business as usual	Doing more	Responses from Cambridge City Council
<b>THEME A (Taken from Figure 8 – Page 18 of the TSCSC)</b>		
Maintaining the existing system of vehicle access controls, such as rising bollards	Additional vehicle access controls, such as more rising bollards to restrict through traffic in Cambridge, retaining public transport access and access to key services and destinations.	Support 'Doing More' where it is appropriate to do so.  Appropriate level of consultation is required where implementation planned.
Enforcement of parking and traffic offences by the Police and by Civil Enforcement Officers.	Additional enforcement of traffic and parking offences using cameras (such as on bus camera enforcement of bus lane and parking offences, camera enforcement of junction offences).	Support 'Doing More' to help prevent the ongoing and recurrent congestion in the City Centre, which is detrimental to air quality.  Issues could arise with additional street clutter (cameras etc.). Cambridge City Council would not support greater visual pollution.
	Additional restrictions (yellow lines) on parking on key routes where it restricts traffic movements.	Support 'Doing More' to prevent ongoing and recurrent congestion in the City Centre, which is detrimental to air quality.
Limited additional parking management schemes, (including	More extensive use of parking management schemes (residents'	Parking management schemes can be useful in response to local



residents' parking zones, pay & display parking etc) in response to local conditions and public demand.	parking permit zones, pay and display parking).	conditions.  An appropriate level of consultation is required, where implementation of parking schemes is planned.
	Car free or limited parking in new developments.	Support this where it is appropriate (i.e. in areas which are well-connected to public transport and where there is scope for walking and cycling).
	No on-street parking in new developments.	This would need to be assessed on a site by site basis and should not impact upon surrounding area.
Limited provision of bus lanes and bus priority measures.	Network of new bus lanes / Busway routes using existing road space on strategic roads in Cambridge and South Cambridgeshire	Support 'Doing More' to help improve reliability of bus services.  An appropriate level of consultation is required, where implementation is planned.
	Bus priority measures on all main routes / junctions in South Cambridgeshire.	Support this to help improve reliability of bus services, where it is appropriate.  An appropriate level of

		consultation is required, where implementation is planned.
Limited provision of improvements for cyclists within existing roads and footpaths (i.e. cycle lanes, widened cycle paths, advanced stop lines at traffic lights).	More intensive provision of improvements for cyclists within existing roads and footpaths.	Support 'Doing More' where possible and appropriate, to help encourage more cycling.  An appropriate level of consultation is required, where implementation planned
Limited provision of improvements for pedestrians.	More widespread improvements for pedestrians.	Support 'Doing More' where possible and appropriate, to help encourage walking and to make it more safe.  An appropriate level of consultation is required, where implementation is planned.
	Shared space - remove traditional segregation of motor vehicles, pedestrians and other road users.	Support this where appropriate.  Home Zones work well in Cambridge. Traffic is calmed giving more confidence to pedestrians. It creates shared public space.

		An appropriate level of consultation is required, where implementation is planned.
	Reduce road space for cars and provide more bus /cycle lanes and pedestrian space.	Support 'Doing More' where possible and appropriate, to help encourage walking, cycling and public transport use.  An appropriate level of consultation is required, where implementation is planned.
Removal of some on street parking to give more space to buses and cycles.	Buses and cycles given priority on all key routes.	Support 'Doing More' where possible and appropriate, to help encourage cycling and public transport use.  An appropriate level of consultation is required, where implementation is planned.
New technology to detect congestion, improve traffic flow and prioritise buses at congestion hotspots.	Greater investment in new technology.	Support 'Doing More' where possible.
Improve travel information - electronic signs, Real Time	Greater investment in improving travel information.	Support 'Doing More' where possible.

<p>Passenger Information, via internet &amp; mobile phones – such as messages about congestion, car park spaces and bus timetables and maps showing available travel options.</p>		<p>In addition to timetables and maps indicating travel options, real time information provision is very useful for bus passengers.</p>
<p>Influence national policy and funding decisions – including A14 improvements, passenger rail services and rail freight.</p>		<p>Support the County Council in their aspirations to help influence national policy decisions.</p>

## **6.0 Influencing and changing travel behaviour**

- 6.1 As the table below shows, Cambridge City Council strongly supports doing more in terms of influencing and changing travel behaviour. It is these 'softer measures' that help to complement any larger infrastructure schemes and can bring about a stepped change in the way we travel.

Business as usual	Doing more	Responses from Cambridge City Council
<b>THEME B (Taken from Figure 9 – Page 19 of the TSCSC)</b>		
New developments to address their transport impacts.		Support 'Doing More' where possible.
Limited support for travel plans including workplace travel plans (through the Travel for Work Partnership), school travel plans and personalised travel plans (PTP).	Greater levels of support for travel plans, including workplace travel plans (through the Travel for Work Partnership), school travel plans and PTP.	Support 'Doing More'.  Targeted interventions, in particular PTP, have been shown to have significant impact on travel behaviour.
Limited support for Car Clubs	Greater levels of support for Car Clubs.	Support 'Doing More'.  Recent evidence shows that Car Club users drive less than car owners. They have an important role to play in 'car-free' and limited parking developments and should be encouraged.
Improve travel information and marketing so that people are aware of their journey options.	Greater investment in improving travel information and marketing.	Support Doing More'.  People are more likely to use sustainable modes of travel if they can be more certain of the options

		available and the details of them.
Road safety training, education and campaigns.	Greater investment in road safety training, education and campaigns.	Support 'Doing More'.  Improved road safety and better driving reduces accidents, thus reducing congestion. Cycling road safety awareness encourages cycling as well as better vehicle awareness of bicycles.
Support for 'alternatives to travel' (measures which mean people don't need to travel so much). This could include support for home and remote working, for example through investment in broadband	Greater support for 'alternatives to travel'	Support 'Doing More' where possible.

## **7.0 Provision of new transport capacity**

- 7.1 Cambridge City Council supports improvements to capacity for sustainable modes of travel, particularly where it can help improve patronage of these modes. In addition, support is forthcoming for capacity increases where it can be demonstrated that safety improvements are required. However, evidence has shown that increasing capacity on roads (for cars) often leads to more trips being made and thus the volume of traffic increasing.
- 7.2 Furthermore, each instance of increased transport capacity should require full consultation and the appropriate assessment to the surrounding locality.
- 7.3 Theme C (below) could also make direct reference to increasing the availability of electric vehicle infrastructure.



Business as usual	Doing more	Responses from Cambridge City Council
<b>THEME C (Taken from Figure 10 – Page 20 of the TSCSC)</b>		
Limited introduction of new and improved pedestrian and cycle paths	Networks of very high quality segregated cycle routes linking villages and towns.	Support 'Doing More' where possible. Improvements to walking and cycling routes would result in increased uptake of these modes. Also will have big public health impacts.
Car / bus / bicycle interchanges at busier rail stations and bus stops	Car / bus / bicycle interchanges at all rail stations and more bus stops.	Would 'Doing More' have a noticeable impact?  It's a good idea in theory, there should be some capacity for interchanges, but would it provide value for money? Might need to look at this on a case-by-case basis.
Small scale road safety and capacity improvements.	Larger scale road safety and capacity improvements.	Support the 'Do Minimum'  Increasing road capacity eventually leads to increasing volume of traffic (new trips) and should not be encouraged.  However, it is recognised that some

		incidents may result in safety improvements being necessary.
Some new bus lanes and bus priority measures.	New Busway routes parallel to strategic roads	<p>Support for more bus lanes and bus priority measures in principle.</p> <p>However, need to establish which 'strategic routes' and look at this on a case-by-case basis.</p> <p>In addition, appropriate consultation required.</p>
More Park and Ride spaces at existing sites.	New Park and Ride sites.	<p>Support principle of Park and Ride and switch from cars to public transport.</p> <p>However, need to ensure that Park and Cycle is also accommodated.</p> <p>There is also potential for carbon and air quality issues, if sites become very large.</p>
More cycle parking at key destinations	Substantial new cycle parking provision, including bespoke facilities.	<p>Support 'Doing More'.</p> <p>Cycle parking is severely limited in Cambridge, such that it can be a deterrent to cycling. More secure</p>

		cycle parking is required.
Improvements to A road junctions and pinch points	Major transport infrastructure delivered if funding opportunities available	Only for safety reasons.  Otherwise improvements will lead to more traffic and thus more air pollution and carbon emissions.
	Major improvements to A roads.	Only for safety reasons.  Otherwise improvements will lead to more traffic and thus more air pollution and carbon emissions.
'Cambridgeshire Future Transport' – support for Community Transport services, and for school, health and social services transport.	Wider availability of Community / Demand Led transport services.	Support 'Doing More' where it is appropriate
Working with rail industry to deliver capacity and service improvements.	Council investment to deliver rail capacity and service improvements	Support 'Doing More'.  Good opportunity for this with the new Science Park Station.  Also support for increased rail freight.

## **8.0 Additional Comments**

- 8.1 Cambridge City Council would also like to see the TSCSC help ensure that there is close integration between key employment areas, the City Centre and new homes. This is something that the Employment Land Review has recommended, and will be especially crucial as the Cambridge Science Park Station comes forward along with Cambridge Northern Fringe East.
- 8.2 New developments on the fringes of the city, and even just outside in South Cambridgeshire, will need significant joint working between Councils to ensure that the transport network is as joined up as possible.
- 8.3 The TSCSC should account for the site-specific projects that could potentially come forward in Cambridge (and South Cambridgeshire) as the process to adoption of the strategy moves forward. For example, the opportunity areas listed in the Cambridge Local Plan - Towards 2031: Issues and Options Report, such as Mill Road, Eastern Gate, Cambridge Railway Station and the Hills Road Corridor and Land South of Coldhams Lane.

## **9.0 Conclusion**

- 9.1 Despite the funding situation, the TSCSC should be bold and aspirational and look to 'do more' wherever it is possible (and appropriate).
- 9.2 This being said, when as the TSCSC progresses and more detailed schemes and proposals are worked up, significant public liaison will be required for every individual scheme. Indeed, the support that Cambridge City Council gives for 'doing more' is predicated on the appropriate consultation being carried out.

**Appendix B: Issues for a new Transport Strategy for  
Cambridge and South Cambridgeshire – Consultation  
Document, June 2012 (Cambridgeshire County Council)**

# PUBLIC CONSULTATION DOCUMENT

## ISSUES FOR A NEW TRANSPORT STRATEGY FOR CAMBRIDGE AND SOUTH CAMBRIDGESHIRE

Cambridgeshire County Council is consulting on what the new Transport Strategy for Cambridge and South Cambridgeshire should look like. This document highlights some of the main issues and challenges for transport in the area, and asks what approach we should take through a new transport strategy to solve these issues.

A separate questionnaire asks for your views on the issues raised in this document.

Please fill in the questionnaire online at [www.cambridgeshire.gov.uk/tscsc](http://www.cambridgeshire.gov.uk/tscsc) by 5:00pm on the 28<sup>th</sup> September.

Alternatively, if you do not have internet access, paper copies of this document and questionnaire are available on request. You can telephone us on 01223 715483 or email us at [transport.plan@cambridgeshire.gov.uk](mailto:transport.plan@cambridgeshire.gov.uk).

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# PART 1: BACKGROUND INFORMATION

## 1. Introduction and timescales

### What are we consulting on?

- 1.1. Cambridgeshire County Council is consulting on what the new Transport Strategy for Cambridge and South Cambridgeshire should look like. This document highlights some of the main issues and challenges for transport in Cambridge and South Cambridgeshire and asks what approach we should take through a new transport strategy to solve these issues.
- 1.2. Your views will help us to shape the new long term strategy for transport and accessibility for the area.

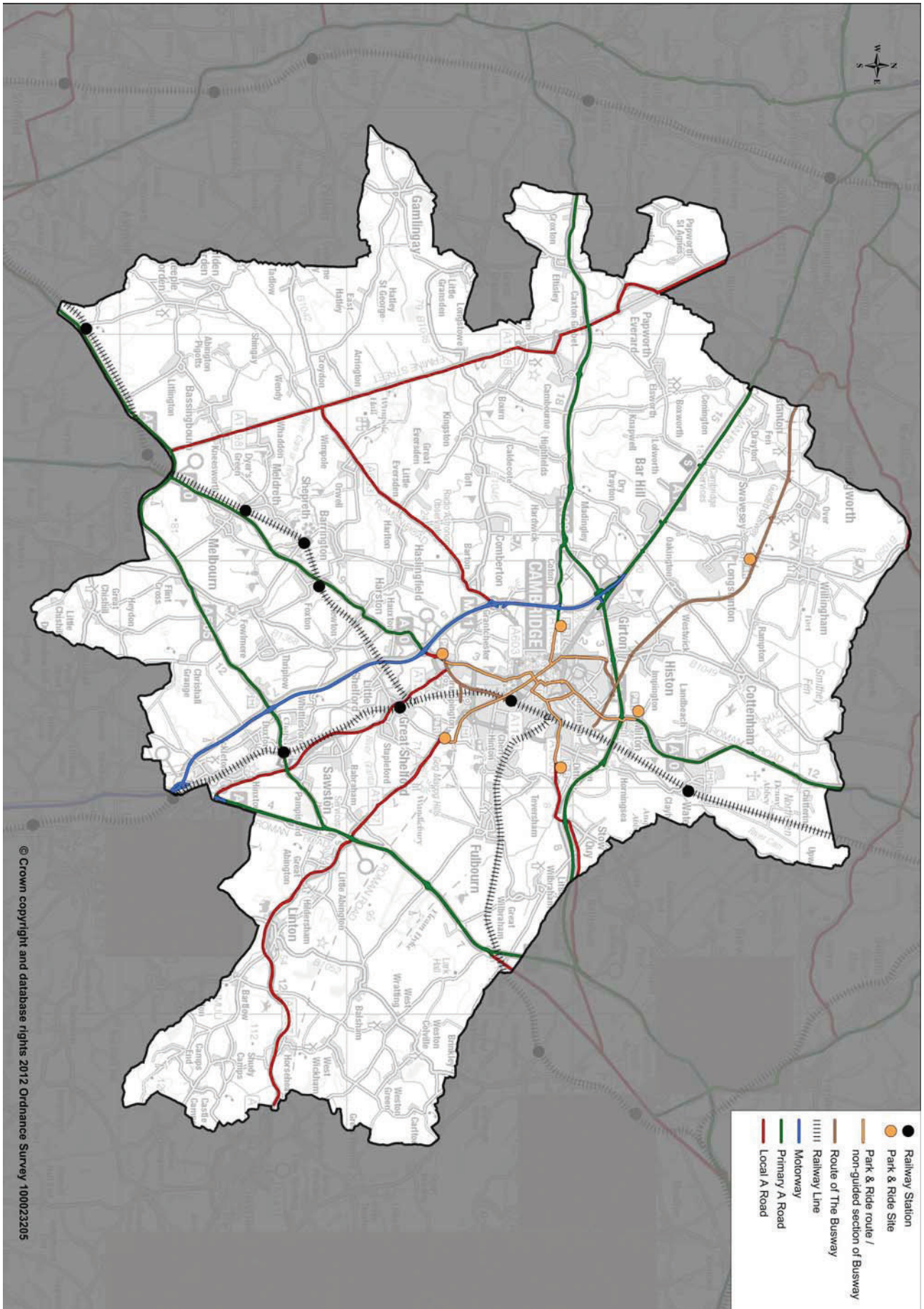
### Why do we need a Transport Strategy for Cambridge and South Cambridgeshire?

- 1.3. Cambridge and South Cambridgeshire are popular places to live and work, and have continued to experience high levels of jobs, housing and population growth. This is helping to drive a strong local economy but also means that there is pressure on local transport infrastructure and housing supply. New development is being built on the fringes of the city and is planned for Northstowe. Further growth will continue into the future to meet local needs.
- 1.4. The Transport Strategy for Cambridge and South Cambridgeshire needs to take account of this predicted growth to ensure that current and future transport needs are met, that people can access work and services, and that the character of the area can be preserved. This will help to ensure that people in the area continue to enjoy a high quality of life.
- 1.5. The strategy will sit under the [Third Cambridgeshire Local Transport Plan 2011-2026](#), the main transport policy document for the whole county. The plan sets out the transport challenges across the County and outlines the policies and plans for transport and how they aim to contribute towards the County Council's vision – Creating communities where people want to live and work: now and in the future. The strategy will provide a more detailed policy framework and programme of schemes for the area, consistent with the Local Transport Plan, and building on previous successful strategies.
- 1.6. Having a new transport strategy will allow further transport improvements to be put in place in future, so that the transport network can continue to meet the needs of local people.

### Why are we consulting at this time?

- 1.7. There needs to be a close link between planning for growth and development and for transport and accessibility, to ensure that growth can be accommodated in the most sustainable way and that people can access the services and facilities they need to in an efficient and affordable way.

Figure 1: The strategy area





- 1.8. In their roles as Local Planning Authorities, Cambridge City Council and South Cambridgeshire District Council will be consulting on the Local Plans for their areas. The purpose of these Local Plans is to identify what levels of growth and development are needed by 2031 to meet local needs, and to decide where new development within Cambridge City and South Cambridgeshire should be located.
- 1.9. This Transport Strategy for Cambridge and South Cambridgeshire consultation is running at the same time as the City Council and South Cambridgeshire District Council are consulting on their Local Plans, between June and September 2012. We will share information so that the transport strategy and Local Plans fit well together and promote a sustainable pattern of development into the future. This transport strategy will also consider the growth context to 2031 and the longer term perspective.
- 1.10. As the Highways Authority, we want to hear your views on what issues we should be considering for transport for Cambridge and South Cambridgeshire for the future. We are seeking your views on what our approach should be.
  - The information set out in Part 1 of this document sets out to give you a picture of how the area is expected to develop and change, what the current transport situation is, including more details about our current approach to tackling transport issues, and how the situation is expected to change in future.
  - Part 2 then asks for your views on the issues and challenges we face, and on the proposed vision and objectives for the transport strategy.
  - Finally, Part 3 asks for your views on different approaches to dealing with transport in future.

### **What will happen after this consultation ends?**

- 1.11. This document asks for your views on transport issues, challenges and approaches. Once we have considered your views and feedback, we will produce a draft Transport Strategy for Cambridge and South Cambridgeshire. We will consult on the draft transport strategy at around the same time as Cambridge City Council and South Cambridgeshire District Council are considering their draft Local Plans during 2013.
- 1.12. The County Council will then consider views and make any changes necessary before finalising and adopting the Transport Strategy for Cambridge and South Cambridgeshire as part of the Cambridgeshire Local Transport Plan 2011-2026.

## **2. Background information – Growth**

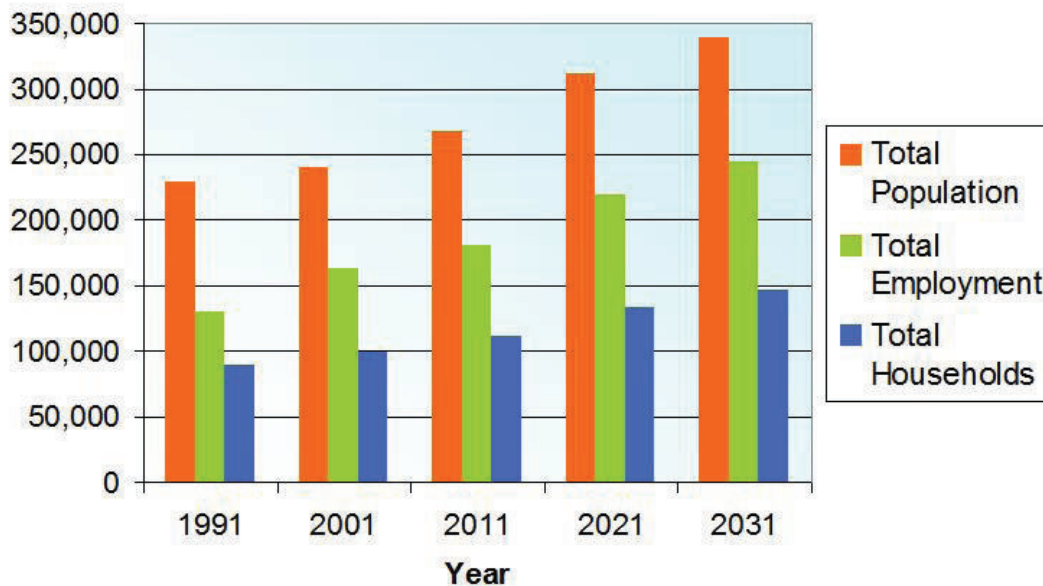
### **Past levels of growth and expected future growth.**

- 2.1. High levels of population, housing and jobs growth have occurred in Cambridge and South Cambridgeshire since 1991 and growth is expected to continue.

### **The wider impacts of growth:**

- 2.2. The Cambridge city region is among the best performing economic areas in the country, and is well-positioned to help lead the country out of the economic downturn.

**Figure 2: Predicted Growth in Cambridge City and South Cambridgeshire.**  
*(Sources: East of England Forecasting Model – employment, and Cambridgeshire County Council Research, Performance and Business Intelligence Team – population and households).*



- 2.3. However, the continuing growth and prosperity of the local economy has led to growing pressure on the county’s transport network and increasing demand for housing. Increasing prosperity has also contributed to an increase in the number of cars on our roads, with overall traffic levels in the county continuing to rise and congestion increasing, despite greater increases in cycling and public transport use.
- 2.4. In Cambridge and South Cambridgeshire, average house prices are around 10-16 times income levels and as a result, many people who work in the city cannot afford to live there. This has resulted in the average commuter journey being longer than the national average, meaning that people often travel further and for longer. This places more pressure on the county’s transport networks and its environment.

### **Strategies and plans in place to manage growth:**

- 2.5. The development strategy (the [2003 Cambridgeshire & Peterborough Development Strategy](#)) aims to concentrate high quality development in Cambridge and its fringes, Northstowe, and the Market Towns. This approach helps to achieve a more sustainable balance between jobs and homes, and reduce the need to travel. Much of that development is now being planned or being built.
- 2.6. To cater for future needs, the new Local Plans will need to consider where and how future growth and development can be planned for as sustainably as possible. Transport and access requirements will need to be considered in an integrated way from the start to ensure that planned growth can be accommodated in the most sustainable way, and in a manner which ensures the area remains an attractive and desirable place to live and work.

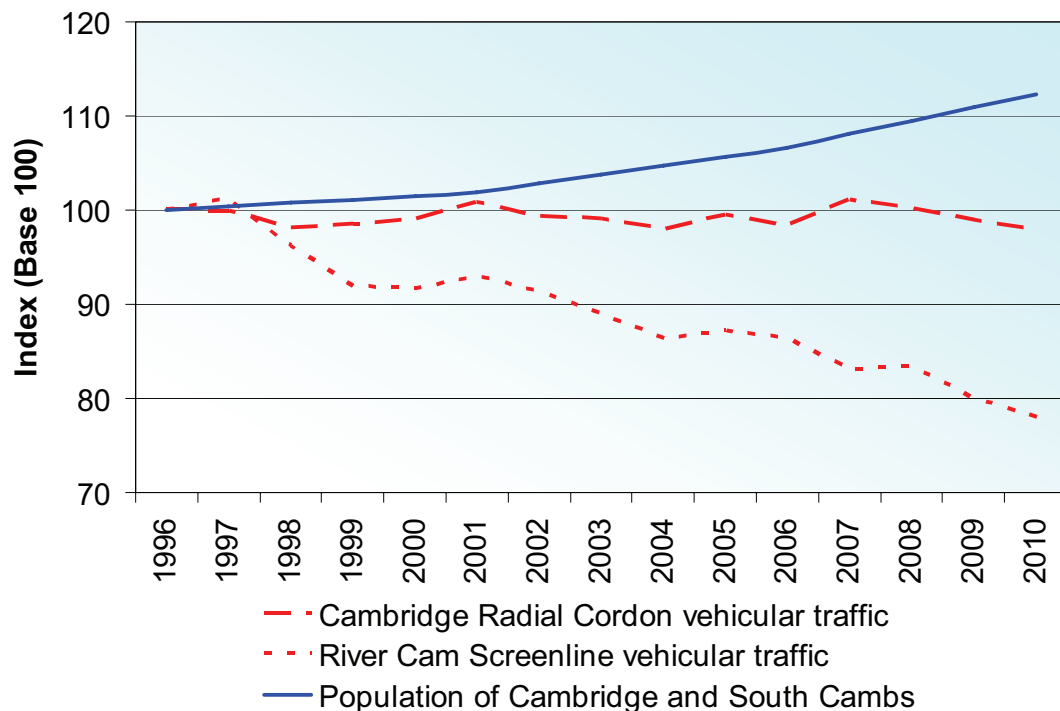
### **Growth and the transport strategy:**

- 2.7. Accommodating further growth to meet local needs means that there will be growing pressures on the transport network and the environment, including the risks of increased congestion, poorer air quality, and increased carbon dioxide emissions.

- 2.8. The challenge for our future transport strategy will be how to best manage travel demand while facilitating economic growth. With increased and longer commuting distances the reality for many people, and with congestion already a serious problem in and around Cambridge, growth will make this worse without a major change in travel behaviour.

**Figure 3: Trends in vehicular traffic in Cambridge**

*Cambridge Radial Cordon – used to monitor trips into and out of the city.  
River Cam Screenline – used to monitor trips across the river within the city; this provides useful data for estimating how many vehicles are using city centre roads*



**3. Background information – Transport**

**The current transport situation:**

- 3.1. Many schemes and measures have already been implemented to minimise the adverse impacts of traffic and enhance accessibility. These include:

- Cambridge Core Scheme (Rising bollards on Bridge Street, Silver Street, Emmanuel Road and St. Andrew’s Street to restrict general vehicular traffic from the central area)
- Cambridge Park and Ride network.
- ‘Citi’ bus network.
- Major new pedestrian / cycle bridges at Milton, Coldhams Lane and Riverside, the replacement Cutter Ferry bridge and the refurbishment of the Carter Bridge.
- Addenbrooke’s Road.
- Addenbrooke’s Bus Station.
- Travel for Work Partnership (A Partnership hosted by the County Council which provides support and advice to employers and developers to prepare and implement effective travel initiatives to ease transport and access problems).
- Milton Road / Milton Interchange capacity enhancements.
- Hills Road Bridge scheme.

- Cycle Cambridge programme (Government and Developer funded programme of cycling improvements in and around Cambridge).
- The Busway.

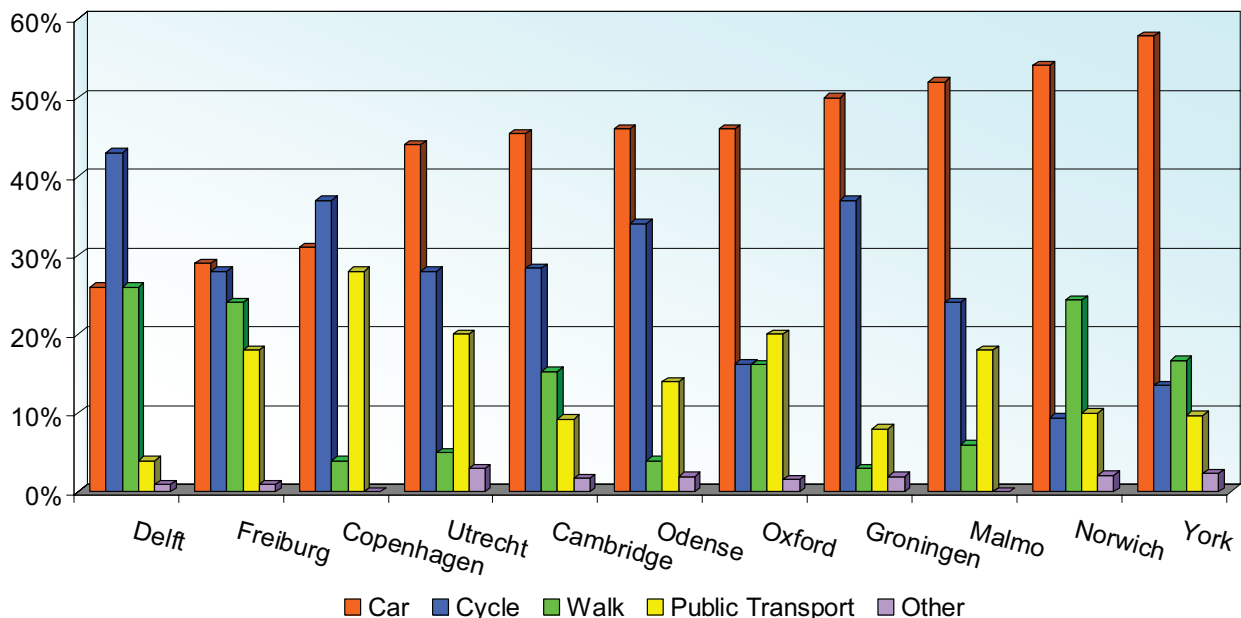
3.2. This approach has been successful. Over the last 20 years, traffic levels into and out of Cambridge city have remained stable despite a 14% rise in population over the same period. More people are walking, cycling and using public transport.

### Key facts and figures about the current transport situation

- The population of the city itself has grown from 106,000 to 121,300 between 1991 and 2011. The population of the nine South Cambridgeshire wards surrounding the city<sup>1</sup> was 41,200 in 2011.
- The number of motor vehicles observed crossing the River Cam in 2010 was 15% less than in 2000, and traffic in and out of the city has been stable at current levels since 1996 (see Figure 3).
- The mode share of cycling remains the highest in the UK (26% travel to work mode share in 2001), and monitoring indicates that cycle usage is increasing.
- The number of people using the bus within and in and out of the city has more than doubled since 2001. There were 9.2 million journeys on the 'Citi' Network in 2011, and around 3.8 million Park and Ride journeys. Busway services have carried over 200,000 passengers a month since opening, around 40% above opening year forecasts.

3.3. Transport patterns in Cambridge compare favourably to a number of European cities that are often cited as exemplars in terms of their sustainable transport patterns. Figure 4 compares the mode share of travel to work trips seen in a number of British and European towns and cities.

**Figure 4: Mode Share of Travel to Work trips – selected British<sup>2</sup> and European towns and cities<sup>3</sup> (sorted by car mode share).**



<sup>1</sup> The wards that include the Cambridge fringes – Barton, Fulbourn, Girton, Haslingfield and the Eversdens, Histon and Impington, Milton, Teversham, The Shelfords and Stapleford, and The Wilbrahams.

<sup>2</sup> The UK figures are based on 2001 census data and do not therefore account for changes in the past 10 years. In this context, it is likely that the public transport mode share for Cambridge is being underreported.

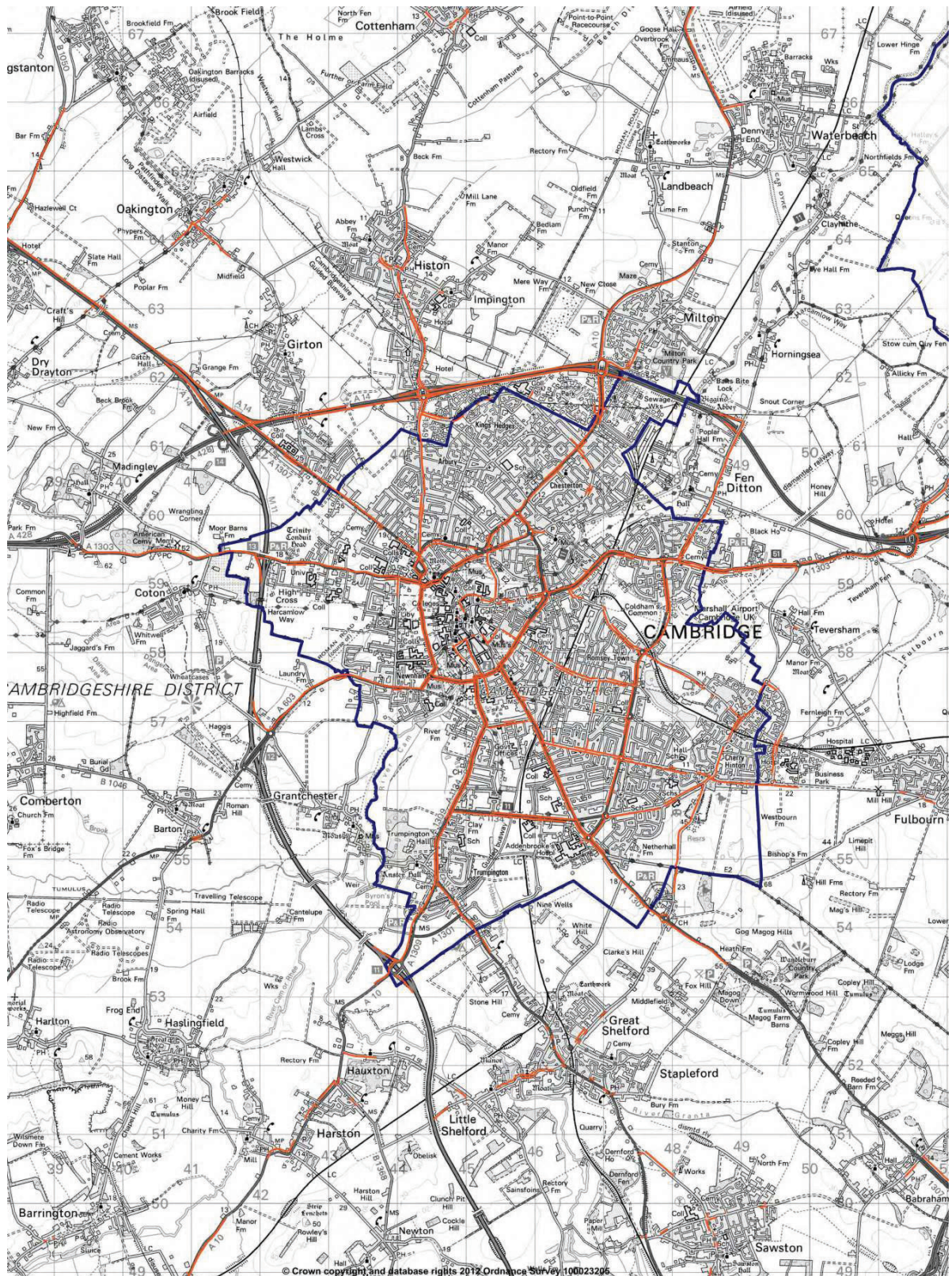
<sup>3</sup> Figures do not include working at home, to allow a comparison to be made between different data sets.

- 3.4. However despite these positive trends, there are still some key transport issues which the transport strategy will need to address as growth occurs, including congestion and its economic cost, car reliance, road safety, accessibility, health and wellbeing, the environment and quality of life. It is also vital for the Transport Strategy for Cambridge and South Cambridgeshire to consider transport links beyond the strategy area, as journeys don't stop at the city or district boundaries.

#### **Potential impacts of growth on transport and travel trends in future:**

- 3.5. **Commuting distances:** Cambridgeshire commuters already travel further to work than the England average (16.15km compared to 13.31km). Data from the Cambridgeshire Travel for Work Partnership's core group of five major employers showed that travel distance to work rose by 8% between 2004 and 2011. Unless the imbalance between housing supply and demand in the Cambridge City Region is addressed, and affordable housing is available, travel distances are likely to increase.
- 3.6. **Car reliance:** Overall, Cambridgeshire residents are more reliant on the car than the England average with 65% of Cambridgeshire residents travelling to work by car compared to 61% nationally. This proportion is higher (67.5%) in South Cambridgeshire although it is far lower in Cambridge (41%). Well planned growth should give better opportunities to reduce car reliance.
- 3.7. **Congestion:** Congestion is also already an issue in the county; congestion hotspots are shown in Figure 5. Without action, congestion is set to get worse, particularly on roads such as the A10, A14, A505 and A428, and within Cambridge. Growth based on existing travel patterns would mean more congestion and a worsening of its economic and environmental consequences.
- 3.8. **Journey times:** With more congestion, journey times are likely to become longer. A journey in Cambridge which currently takes 10 minutes could take up to 15 minutes by 2021.
- 3.9. **Bus journey times:** Congestion also affects bus services, and often it is the same pinch points on the network where cars and buses share the same congestion. This makes bus journey times longer, less reliable and more difficult to predict.
- 3.10. **CO<sub>2</sub>:** Carbon emissions from transport are high in Cambridgeshire, with 32% of the county's carbon footprint from transport compared to a national average of 21%. This is linked to high levels of reliance on the car and long commuting distances, as well as high levels of long distance traffic on the A14, A1(M) and M11. It will be hard to reduce levels of carbon emissions whilst the county's population is increasing and this will only be possible if travel behaviour becomes more sustainable.
- 3.11. **Air Quality:** Central Cambridge already suffers from poor air quality and is designated as an Air Quality Management Area. Poor air quality has significant environmental effects, particularly on internationally important habitat sites, and has both long- and short-term negative effects on health. Growth in traffic levels is likely to make this problem worse.

**Figure 5: Road links where average vehicle speeds in the peak hour are at least 30% lower than average speeds throughout the day.** (Source: TrafficMaster GPS data, term time weekdays, Sep 2008 to Jul 2009).



3.12. **Road safety:** Accidents on rural roads are a significant issue and above average traffic levels on South Cambridgeshire's rural roads is a contributory factor. The latest available figures show that traffic flow is three times the national average on rural 'A' roads in Cambridgeshire and over double on other rural main roads in the

county. However, road safety trends show an improving picture and the total number of deaths and serious injuries in 2011 was 38% less than in 2001, with slight injuries also being 38% lower. This has been achieved despite traffic growth in Cambridgeshire of 6% over the same period. The new transport strategy will need to continue to improve road safety for all road users, particularly when expected growth means that more journeys are likely to be taking place.

- 3.13. **Health and wellbeing:** Levels of car reliance are already high in some parts of Cambridgeshire. This can lead to inactivity which can impact on health and wellbeing. Greater levels of car reliance and longer commutes in future could result in greater levels of inactivity. Enabling more people to use 'active travel' such as walking and cycling more regularly could result in many positive effects on health and wellbeing.

### **Developments in technology and transport:**

- 3.14. **Broadband and the internet:** Broadband and the internet are likely to have a great impact on how we live and work in future and could have a major impact on reducing the need to travel altogether. Working at home or at places other than a traditional 'office' space is likely to become more common and services which are currently delivered face to face might instead be delivered online. As a County Council, we are firmly committed to making significant improvements to broadband infrastructure, and aim to ensure that at least 90% of the people across the County have access to superfast broadband by 2015. The implications of this will need to be considered in the new transport strategy.
- 3.15. **Other developments in technology:** Developments in vehicle technology, types of fuel available, communications technology and lots of other areas are likely to change how and when, and even whether, people travel in future. It is therefore important that we work with other service providers in developing the transport strategy.

### **Accessibility and well being:**

- 3.16. **Access and accessibility:** Whilst many areas of the county are experiencing population growth and high levels of demand for housing and transport, some of the more rural areas of the county are facing different issues. Access to the public transport system and the ability to reach destinations, services and facilities within a reasonable amount of time, for a reasonable cost is an important issue for many rural communities.
- 3.17. **Social exclusion:** Good transport links are really important for reducing social exclusion, making sure people can lead independent lives, visit family and friends and get to the services and facilities they need. Lack of access to services and facilities can have negative impacts on people's life chances and opportunities. The Cambridgeshire Future Transport initiative seeks to address many of these issues across the county as a whole.
- 3.18. **Quality of life:** Cambridge and South Cambridgeshire are attractive places to live and work. In future, quality of life for those who live and work in Cambridgeshire will continue to be a high priority.

- 3.19. **Heritage and tourism:** Cambridge, particularly the historic centre, is an important cultural and heritage centre. It will be important to respect and enhance the historic and cultural aspects of the city which attract people to live in the area and tourists to visit it.

## 4. Background information – Funding

### Current sources of funding:

- 4.1. As the transport authority for Cambridgeshire, the County Council receives funding for transport improvements from a number of sources.
- Core capital funding for small scale transport improvements and for major maintenance schemes typically comes in the form of central government grants.
  - Core revenue funding for the day-to-day maintenance and operation of the transport network typically comes from the County Council's own budgets.
- 4.2. In addition, the council takes a proactive approach to obtaining additional funding from developers, from local borrowing, and from national and European funding programmes. We have received significant levels of funding in the past 10 years from development, and from successful bids into government programmes such as the Growth Area Fund, the Local Sustainable Transport Fund and the Better Bus Areas Fund.
- 4.3. However, levels of government funding for small scale local transport improvements and for local major transport schemes (costing more than £5M) has fallen by around 50% since 2010, and County Council revenue budgets face similar pressure.

### Funding of the new strategy:

- 4.4. A major challenge for the new strategy will be ensuring that it is achievable within the funding that is likely to be available. At the same time, it is important that the needs and aspirations of transport users are reflected, as this gives us a strong basis on which to seek additional funding.
- 4.5. When developing the Transport Strategy for Cambridge and South Cambridgeshire, funding therefore needs to be a key consideration. Given the diminishing levels of central and local government funding, there will have to be greater dependence on developer contributions, private sector investment, loans and innovative sources to help deliver transport schemes and improvements.

## 5. Your travel habits

- 5.1. To help us formulate the strategy, we would like to know about you and your travel patterns. Data from the 2011 census will be available later this year, but there are further questions on how you would like to travel that will be invaluable to us in developing the new Transport Strategy for Cambridge and South Cambridgeshire.

**Questions 1 to 7 in the questionnaire seek information about you and how you travel.**



## **PART 2: YOUR VIEWS ON ISSUES, VISION & OBJECTIVES**

### **6. Purpose of the strategy**

- 6.1. Developing a new transport strategy provides an opportunity to consider how to best address transport challenges and achieve long term aspirations for the area. The new transport strategy will also be important in terms of:
- Setting a longer-term vision for transport in Cambridge and South Cambridgeshire.
  - Aligning and integrating with the emerging Local Plans for Cambridge City and South Cambridgeshire District Councils.
  - Providing a robust transport policy basis to inform the assessment of planning applications.
  - Securing funding from development towards transport infrastructure and services needed to accommodate the transport demand of development.
  - The provision of a clear programme of measures / projects for which bids for funding from any other available funding sources can be made.
  - The continued efficient operation of the local transport network.

### **7. Issues and challenges**

- 7.1. There are a range of issues that need to be tackled to improve accessibility, and to manage demand and the pressures of future growth.
- Making it easier to walk, cycle and use public transport for work and leisure journeys.
  - Increasing the number of bus lanes, pedestrian routes and cycle routes.
  - Addressing public transport availability, particularly in rural areas and in the evenings.
  - Finding alternatives to public transport where it is not viable for commercial services to run.
  - Tackling congestion and delays.
  - Managing the increasing demand for road space.
  - Reducing unnecessary through traffic in Cambridge.
  - Tackling stretches of road or junctions where there are accident or congestion problems.
  - Improving road safety.
  - Raising awareness of travel options.
  - Ensuring transport information is available and easy to use.
  - Addressing local air pollution.
  - Reducing reliance on road transport for the movement of freight.
  - Sourcing funding to deliver transport improvements.
  - Improving transport links for new and existing communities.
  - Addressing carbon emissions.
  - Preserving the area's natural environment, including green corridors.
  - Managing parking capacity in a balanced way.

**Questions 8 to 11 in the questionnaire seek your views on the issues and challenges that need to be addressed.**

## **8. The long term vision**

- 8.1. It is important to have a long term vision that sets out how the transport system will support the wider aspirations of residents and visitors to Cambridge and South Cambridgeshire. It should set the scene and act as a guide for the transport strategy. There will be constraints, including financial, to achieving everything we might wish to; however, having a vision enables consideration of more ambitious longer-term potential and opportunities.
- 8.2. A proposed vision for the transport strategy follows, on which your views are sought.

### **Vision for the transport strategy for the longer term**

In future, Cambridge and the surrounding area of South Cambridgeshire will be renowned for its efficient, accessible and sustainable transport system which will support a thriving and beautiful historic core, and provide efficient and networked links to and from the city, its major employment hubs, and the bustling villages and key centres beyond.

More and more people will walk, cycle or use community or public transport as the more sustainable option when travelling. This will help to reduce car traffic on key routes and protect the area's distinctive character and environment while supporting continued growth of the area as an internationally important cluster for high tech industries and research and development.

There will be an extended network of dedicated public transport routes with fast and frequent links to and from key destinations. This will link up with community or local transport at hubs which will connect with some more rural parts of the area. An improved system of safe and direct cycle and walking routes will provide a viable alternative for journeys between key destinations. Information about sustainable travel options will be readily available and new technology will make this even easier to access. This enhanced accessibility will help to sustain and enhance quality of life and well being of residents.

Both the strategic and local road networks will operate efficiently and reliably, with most car traffic choosing to access the rural hubs or Park & Ride hubs. Accident clusters and congestion hotspots will be addressed and the impacts of congestion on the bus network will be reduced significantly. Although car trips to the city centre will still be possible, they will be channelled along routes away from buses and cyclists.

A frequent and reliable rail service with enhanced services and capacity to London, market towns and cities across the region will ensure that rail travel will continue to be a popular choice for a growing number of residents, commuters and visitors. The Science Park Station and improved City Station will provide links to St Pancras International, Stansted and Gatwick airports, to the European mainland, and to the rest of the UK. The Cambridge City Region's profile as a thriving, attractive and accessible business destination will be further enhanced.

**Questions 12 and 13 in the questionnaire seek your views on the vision.**

## 9. Transport strategy objectives

9.1. A number of proposed objectives for the transport strategy are set out below:

- Provide the transport capacity needed to enable economic growth.
- Enhance accessibility to, from and within Cambridge and South Cambridgeshire (and beyond the strategy area).
- Ensure good transport links between new and existing communities, and the jobs and services people wish to access.
- Ensure good transport links between key employment hubs.
- Reduce the impacts of congestion on public transport.
- Meet air quality objectives and carbon reduction targets.
- Preserve the natural environment.
- Prioritise sustainable alternatives to the private car in the strategy area.
- Manage the transport network effectively and efficiently.
- Address pinch points and reallocate road space to sustainable modes at key points on the network where they suffer delay or safety issues.
- Ensure that the transport network supports the economy and acts as a catalyst for sustainable growth.
- Ensure that changes to the transport network respect and conserve the distinctive character of the area and peoples quality of life.
- Ensure the strategy encourages healthy and active travel, supporting improved well-being.

**Questions 14 to 17 in the questionnaire seek your views on the objectives.**

# PART 3: YOUR VIEWS ON POSSIBLE APPROACHES TO THE STRATEGY

## 10. INTRODUCTION

- 10.1. We are seeking your views on what types of measure we should consider as we develop the new strategy. We also need your views on how ambitious and challenging the strategy should be in considering the transport network in the longer term.
- 10.2. This part of the consultation document outlines two different approaches to the new strategy.

### 1) Approach 1: 'Business as usual'

In this section, we summarise the types of transport schemes that we currently deliver, based on principles that have guided us over the past 10-15 years and that we could roll forward in the new strategy. Should we continue with similar schemes – should they be part of our future strategy?

### 2) Approach 2: 'Doing more'

In this section, we set out a menu of further schemes or interventions that go beyond the 'Business as usual' approach and which might be considered as part of a more ambitious strategy. This is not a prescriptive list, but rather a guide to what could be included as an example. We would like to hear your views on what we should include in the new strategy? How ambitious should we be? How radical and challenging?

- 10.3. We also need to know if there are further schemes and interventions that we haven't included that you think should be part of the new strategy.
- 10.4. For both approaches, we have grouped the types of measures into three broad themes. These are:

#### A) Managing the transport network.

Making the most effective use of currently available transport capacity.

#### B) Influencing and changing behaviour.

Working with the travelling public – residents, workers, businesses and other stakeholders – to influence people's decisions about travel.

#### C) Provision of new transport capacity.

New transport infrastructure – cycle routes, footpaths, Busway, road, rail – and services.

## 11. APPROACH 1: 'BUSINESS AS USUAL'.

- 11.1. Over the past 20 years we have improved the transport network in the Cambridge area by introducing vehicle access controls in the historic core through a system of rising bollards, as well as providing for greater travel choice through the provision of Park & Ride sites. We have also greatly improved bus infrastructure, opened The Busway and expanded the pedestrian and cycle network.

11.2. This has resulted in:

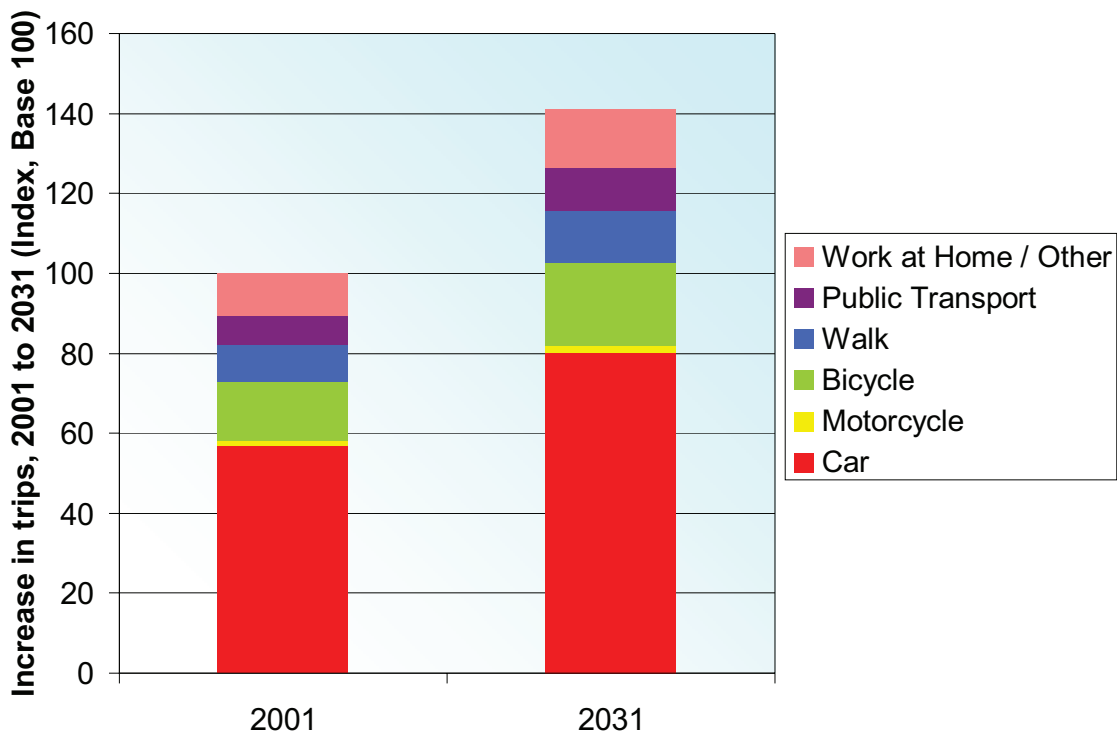
- Traffic levels in Cambridge remaining stable over the past 20 years despite a 14% rise in population.
- Cycling levels already being the highest in the UK and continuing to increase.
- The number of people using the bus in and out of Cambridge has more than doubled since 2001.

11.3. However, despite these measures:

- In South Cambridgeshire residents are reliant on the car with 67.5% of people travelling to work by car (2001 census).
- People are travelling further – a Travel for Work survey of five major employers showed that travel distance to work rose by 8% between 2004 and 2011

11.4. The population in Cambridge and South Cambridgeshire is predicted to be around 40% greater in 2031 compared to 2001. In simple terms, this means that for every 100 trips on the transport network in 2001, there will be 140 trips in 2031. If travel patterns don't change there will be a significant increase in car trips in the area.

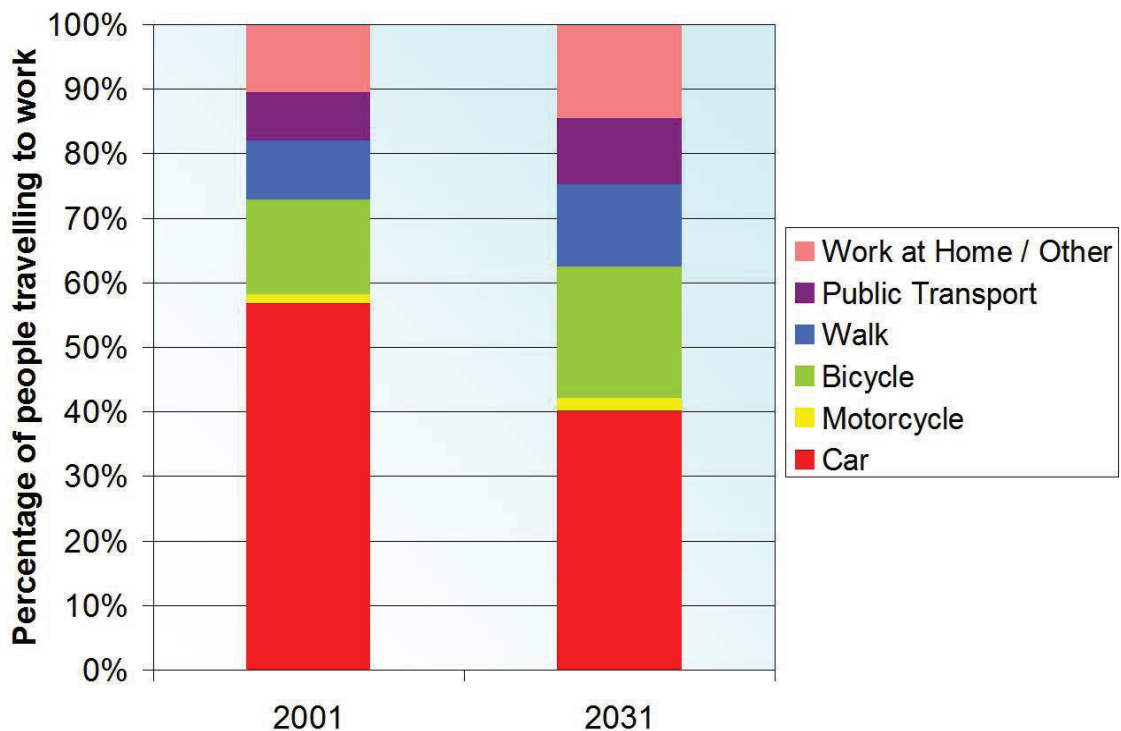
**Figure 6: Potential increase in trip making by different modes of transport due to increase in population, assuming travel patterns do not change.** (2001 data source: 2001 census – mode share of travel for work, Cambridge and South Cambridgeshire combined).



## 12. APPROACH 2: 'DOING MORE'

- 12.1. To achieve our proposed vision and provide a transport network that caters for a growing population we need to get even more people using sustainable modes of travel such as walking, cycling and using public transport.
- 12.2. The graph below shows that in order to keep the number of vehicle trips the same in 2031 as it was in 2001, we need to reduce the percentage of journeys made by car from around 56% in 2001, to around 40% in 2031.

**Figure 7: Change in travel behaviour that may be needed to accommodate growth in population without increasing traffic and congestion.**  
(2001 data source: 2001 census – mode share of travel for work, Cambridge and South Cambridgeshire combined).



- 12.3. In order to have a greater impact on people's travel behaviour and maintain or reduce current levels of congestion, it is likely we will need schemes and interventions which go beyond the 'Business as usual' approach and are part of the 'Doing more' approach.

## Theme A: Managing the transport network

12.4. This section outlines some of the types of measures which could be included in the 'Business as usual' / Doing more approaches to 'Managing the transport network'. It is not meant to give a complete list of measures that we might consider, but instead to illustrate the types of measures which could be included. Appendix A contains further information and context for these measures.

**Figure 8: Types of measures included in the two approaches**

Business as usual	Doing more
Maintaining the existing system of vehicle access controls, such as rising bollards.	Additional vehicle access controls, such as more rising bollards to restrict through traffic in Cambridge, retaining public transport access and access to key services and destinations.
Enforcement of parking and traffic offences by the Police and by Civil Enforcement Officers.	Additional enforcement of traffic and parking offences using cameras (such as on bus camera enforcement of bus lane and parking offences, camera enforcement of junction offences).
	Additional restrictions (yellow lines) on parking on key routes where it restricts traffic movements.
Limited additional parking management schemes, (including residents' parking zones, pay & display parking etc) in response to local conditions and public demand.	More extensive use of parking management schemes (residents' parking permit zones pay & display parking).
	Car free or limited parking in new developments.
	No on street parking in new developments.
Limited provision of bus lanes and bus priority measures.	Network of new bus lanes / Busway routes using existing road space on strategic roads in Cambridge and South Cambridgeshire.
	Bus priority measures on all main routes / junctions in South Cambridgeshire.
Limited provision of improvements for cyclists within existing roads and footpaths (i.e. cycle lanes, widened cycle paths, advanced stop lines at traffic lights).	More intensive provision of improvements for cyclists within existing roads and footpaths.
Limited provision of improvements for pedestrians.	More widespread improvements for pedestrians.
	Shared space - remove traditional segregation of motor vehicles, pedestrians and other road users.
	Reduce road space for cars and provide more bus / cycle lanes and pedestrian space.
Removal of some on street parking to give more space to buses and cycles.	Buses and cycles given priority on all key routes.
New technology to detect congestion, improve traffic flow and prioritise buses at congestion hotspots.	Greater investment in new technology.
Improve travel information - electronic signs, Real Time Passenger Information, via internet & mobile phones – such as messages about congestion, car park spaces and bus timetables and maps showing available travel options.	Greater investment in improving travel information.
Influence national policy and funding decisions – including A14 improvements, passenger rail services and rail freight.	

**Questions 18 to 20 in the questionnaire seek your views on the types of schemes and measures that might be included as part of the strategy approach to 'Managing the transport network'.**

## Theme B: Influencing and changing behaviour

- 12.5. This section outlines a list of types of measures which could be included in the Business as usual / Doing more approaches to 'Influencing and changing behaviour'. It is not meant to give a complete list of measures we are considering, but instead to illustrate the types of measures which could be included. Appendix B contains further information and context for these measures.

**Figure 9: Types of measures included in the two approaches**

Business as usual	Doing more
<ul style="list-style-type: none"> <li>• New developments to address their transport impacts.</li> </ul>	
<ul style="list-style-type: none"> <li>• Limited support for travel plans including workplace travel plans (through the Travel for Work Partnership), school travel plans and personalised travel plans.</li> </ul>	<ul style="list-style-type: none"> <li>• Greater levels of support for travel plans, including workplace travel plans (through the Travel for Work Partnership), school travel plans and personalised travel plans.</li> </ul>
<ul style="list-style-type: none"> <li>• Limited support for Car Clubs (car clubs provide vehicles which can be rented by the hour, and are parked in local neighbourhoods, this can mean nearby residents don't need to own their own car but can use a Car Club car).</li> </ul>	<ul style="list-style-type: none"> <li>• Greater levels of support for Car Clubs.</li> </ul>
<ul style="list-style-type: none"> <li>• Improve travel information and marketing so that people are aware of their journey options.</li> </ul>	<ul style="list-style-type: none"> <li>• Greater investment in improving travel information and marketing.</li> </ul>
<ul style="list-style-type: none"> <li>• Road safety training, education and campaigns.</li> </ul>	<ul style="list-style-type: none"> <li>• Greater investment in road safety training, education and campaigns.</li> </ul>
<ul style="list-style-type: none"> <li>• Support for 'alternatives to travel' (measures which mean people don't need to travel so much). This could include support for home and remote working, for example through investment in broadband.</li> </ul>	<ul style="list-style-type: none"> <li>• Greater support for 'alternatives to travel'.</li> </ul>

**Questions 21 to 23 in the questionnaire seek your views on the types of schemes and measures that might be included as part of the strategy approach to 'Influencing and changing behaviour'.**



## Theme C: Providing new transport capacity

- 12.6. This section outlines a list of types of measures which could be included in the Business as usual / Doing more approaches to 'Providing new transport capacity'. It is not meant to give a complete list of measures we are considering, but instead to illustrate the types of measures which could be included. Appendix C contains further information and context for these measures.

**Figure 10: Types of measures included in the two approaches**

Business as usual	Doing more
<ul style="list-style-type: none"> <li>Limited introduction of new and improved pedestrian and cycle paths.</li> </ul>	<ul style="list-style-type: none"> <li>Networks of very high quality segregated cycle routes linking villages and towns.</li> </ul>
<ul style="list-style-type: none"> <li>Car / bus / bicycle interchanges at busier rail stations and bus stops.</li> </ul>	<ul style="list-style-type: none"> <li>Car / bus / bicycle interchanges at all rail stations and more bus stops.</li> </ul>
<ul style="list-style-type: none"> <li>Small scale road safety and capacity improvements.</li> </ul>	<ul style="list-style-type: none"> <li>Larger scale road safety and capacity improvements.</li> </ul>
<ul style="list-style-type: none"> <li>Some new bus lanes and bus priority measures.</li> </ul>	<ul style="list-style-type: none"> <li>New Busway routes parallel to strategic roads.</li> </ul>
<ul style="list-style-type: none"> <li>More Park &amp; Ride spaces at existing sites.</li> </ul>	<ul style="list-style-type: none"> <li>New Park &amp; Ride sites.</li> </ul>
<ul style="list-style-type: none"> <li>More cycle parking at key destinations.</li> </ul>	<ul style="list-style-type: none"> <li>Substantial new cycle parking provision, including bespoke facilities.</li> </ul>
<ul style="list-style-type: none"> <li>Major transport infrastructure delivered if funding opportunities available.</li> </ul>	<ul style="list-style-type: none"> <li>Improvements to A road junctions and pinch points.</li> <li>Major improvements to A roads.</li> </ul>
<ul style="list-style-type: none"> <li>'Cambridgeshire Future Transport' – support for Community Transport services, and for school, health and social services transport.</li> </ul>	<ul style="list-style-type: none"> <li>Wider availability of Community / Demand Led transport services.</li> </ul>
<ul style="list-style-type: none"> <li>Working with rail industry to deliver capacity and service improvements.</li> </ul>	<ul style="list-style-type: none"> <li>Council investment to deliver rail capacity and service improvements.</li> </ul>

**Questions 24 to 26 in the questionnaire seek your views on the types of schemes and measures that might be included as part of the strategy approach to 'Providing new transport capacity'.**

### Are there any other points you would like to raise?

- 12.7. Finally, we would like to capture any other views or ideas that you have. Please feel free to make any suggestions you wish, not just those mentioned elsewhere in this document. Whilst some suggestions may not be deliverable, we are keen to consider as many ideas as possible.

**Question 27 in the questionnaire asks for any other suggestions or comments you might have on the types of measures that might be included in the strategy, suggestions for schemes, and for any further comments.**

## Glossary of useful terms

Local Transport Plan (LTP)	The main transport policy document for the whole county. The current Plan is the <a href="#">Third Cambridgeshire Local Transport Plan 2011-2026</a> (LTP3).
Local Highways Authority	The local government organisation which has responsibility for making decisions about transport. (In Cambridgeshire, Cambridgeshire County Council is the Local Highway Authority)
Local Plan	The statutory local policy document which sets out the growth strategy and levels of growth and development for their areas for the long-term and includes policies to guide development. This is prepared by the Local Planning Authority.
Local Planning Authority	The local government organisation which has responsibility for making decisions about planning and development and for preparing Local Plans to guide development in their areas. (In Cambridgeshire county, Cambridge City Council, South Cambridgeshire District Council, East Cambridgeshire District Council, Fenland District Council and Huntingdonshire District Council are the Local Planning Authorities with responsibility for developing Local Plans.)* *Cambridgeshire County Council is the Local Planning Authority with responsibility for developing the Minerals and Waste Plan but does not have responsibility for developing a Local Plan.
Demand management / managing demand	Demand management tools influence the number of people wishing to travel a certain way. Some demand management tools are likely to increase travel demand (e.g. introducing free bus passes is likely to make bus travel more attractive) whilst others are likely to decrease it (e.g. introducing higher parking charges may mean some travellers decide not to drive in order to avoid paying the higher charges).
'Smarter choices'	These are tools and techniques which influence people to use more sustainable travel options such as walking, cycling, using public transport or car-sharing. These tools may also encourage people to travel at a different time of day (for example at off peak times when there is less congestion) or even to not travel at all (for example by working from home instead of from the office).
Travel plans	These are a package of measures which support sustainable travel options. For example a 'Workplace travel plan' could be drawn up by an employer to make it easier for their staff to get to work using sustainable travel and might include the provision of showers for cyclists/walkers, or interest-free loans for bus or train season tickets.

# Appendices

The tables on the following pages provide additional information, expanding on the types of measures listed in Figures 8, 9 and 10 (pages 18, 19 and 20 of this document) that might form part of a new strategy. Examples are given to illustrate what each approach could include. They are not intended to be read as proposals.

<b>Business as usual:</b>	<i>For example, from Figure 8 - 'Maintaining existing systems of vehicle access controls, such as rising bollards'.</i>
<b>Doing more:</b>	<i>For example, from Figure 8 - 'Additional vehicle access controls, such as more rising bollards to restrict through traffic in Cambridge, whilst retaining access to key services and destinations'.</i>
<p><b>Context</b>  <i>A brief description of what we do at the moment.</i></p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• <i>Examples of what an intensified approach might involve.</i></li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• <i>The implications of an intensified approach, whether positive...</i></li> <li>• <i>...or negative.</i></li> </ul> <p><b>Cost and Deliverability</b>  <i>A brief indication of the level of cost involved in 'Doing more' and whether there would be particular obstacles to delivery.</i></p>	

The County Council is seeking views on whether the types of measures noted should be considered as we develop detailed strategy proposals.

## Note on funding

Schemes can require revenue or capital funding. Capital funding is for use on a one off basis. For example, a new road scheme would be delivered using capital funding.

Revenue funding is required for schemes that require support on an ongoing basis. For example, the provision of travel information on an ongoing basis and the maintenance and updating of the information and systems would require revenue funding. In the current funding environment, it can be as or more challenging to maintain revenue funding support for ongoing projects than to achieve funding for large capital schemes.

Capital costs are referred to in the following bands

Low	Up to £50,000
Moderate	£50,000 - £1M
High	£1M - £5M
Very high	£5M - £30M
Extremely high	£30M+

Individual schemes at the top end of the 'Very high' band are likely to be at the limit of what the County Council will be able to afford to deliver from known funding sources without requiring significant borrowing against future income.

## APPENDIX A: MANAGING THE TRANSPORT NETWORK.

<b>Business as usual:</b>	Maintaining existing systems of vehicle access controls, such as rising bollards.
<b>Doing more:</b>	<b>Additional vehicle access controls, such as more rising bollards to restrict through traffic in Cambridge, whilst retaining access to key services and destinations.</b>
<p><b>Context</b> The Cambridge Core Traffic Scheme has markedly improved the city centre environment. Together with the Park &amp; Ride system and improvements to pedestrian and cycle networks. It has been part of the successful strategy to maintain city centre access. It caters for more trips overall while reducing car trips in the city. In the more tightly packed residential areas of the city, closures that limit rat running have been implemented, such as those on streets off Mill Road.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Additional phases of the Core Traffic Scheme might be introduced in the city centre.</li> <li>• Additional closures to limit rat running on residential streets might be introduced in other areas of the city or in villages in South Cambridgeshire.</li> <li>• A more radical option would be to consider severing major routes in the city to general traffic, allowing for car access to the city centre, but prohibiting direct cross city movements. Buses, emergency vehicles and cycle trips would have priority on routes treated in this way.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• In the longer term, this might achieve a major shift in travel away from the private car to public transport, walking, and cycling, as the quality and reliability of these modes is enhanced, and the ease of accessibility by car is decreased.</li> <li>• Potential for short / medium term increases in congestion; it would take time to change travel / living patterns.</li> </ul> <p><b>Cost and Deliverability</b> Depending on the particular measures used, and the amount of landscaping / streetscape works undertaken, costs will generally be moderate to high. Schemes of this nature tend to be relatively straightforward to deliver as they do not usually require additional land. Capital funding will be required for delivery, but ongoing revenue funding for maintenance and enforcement might be required for some schemes.</p>	
<b>Business as usual:</b>	Enforcement of parking and traffic offences by Police and Civil Enforcement Officers.
<b>Doing more:</b>	<b>Additional enforcement of traffic and parking offences using cameras (such as on bus camera enforcement of bus lane and parking offences, and camera enforcement of junction offences). Additional restrictions (yellow lines) on parking on key routes where it restricts traffic movements.</b>
<p><b>Context</b> Inappropriately parked or stopped vehicles can cause or exacerbate congestion, and often delay bus journeys disproportionately, particularly when road space is constrained.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• 'No stopping during busy periods' on key roads in the city (similar to red routes in London).</li> <li>• On bus camera enforcement of bus lane offences / parking offences.</li> <li>• Camera enforcement of junction offences (jumping lights, yellow box offences, etc).</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Improved reliability of bus services and safer conditions for pedestrians and cyclists.</li> <li>• Reduced congestion.</li> <li>• Businesses might incur costs or be inconvenienced by having to change delivery arrangements to avoid contravening restrictions.</li> <li>• Some enforcement may depend on the Government enacting Part 6 of the Traffic Management Act 2004.</li> </ul> <p><b>Cost and Deliverability</b> There would be a capital cost involved in implementing technological solutions and a revenue cost associated with the monitoring and enforcement of the restrictions.</p>	

<b>Business as usual:</b>	Limited additional parking management schemes, (including residents' parking zones, pay & display parking etc) in response to local conditions and public demand.
<b>Doing more:</b>	<b>Greater use of parking management schemes to shape travel choices.</b>
<p><b>Context</b> A number of residents parking zones and areas of charged on street car parking are managed by the County Council. The City Council runs a number of car parks in the city. The availability of parking impacts on people's travel patterns and congestion. There can be problems for residents parking near their own homes if parking is badly managed.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• More extensive use of parking management schemes (residents' parking permit zones and pay &amp; display parking).</li> <li>• Car free or limited parking in new developments, particularly those that are highly accessible by public transport or cycle.</li> <li>• No on street parking in new developments.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Potential to manage pressure from workplace parking spilling onto residential streets.</li> <li>• Discourages car trips / long stay parking where viable alternative travel options are available.</li> <li>• Encourages sustainable travel behaviour by residents in new developments.</li> <li>• There is a cost involved with most resident permit schemes that is typically borne by residents.</li> <li>• Car free / limited parking development can lead to problems with on street parking, even in areas that are highly accessible by other modes.</li> </ul> <p><b>Cost and Deliverability</b> There is a capital cost involved in setting up new parking schemes. To date, schemes in Cambridge have operated on the basis that after their introduction they should be self supporting, with the ongoing management and enforcement costs covered by revenue from permits or from parking charges.</p>	

<b>Business as usual:</b>	Limited provision of bus lanes and bus priority measures.
<b>Doing more:</b>	<b>Network of new bus lanes / Busway routes using existing road space on strategic roads in Cambridge and South Cambridgeshire.</b> <b>Bus priority measures on all main routes / junctions in South Cambridgeshire.</b>
<p><b>Context</b> A number of major routes in Cambridge have bus lanes, but even on these routes, buses will seldom have an uninterrupted trip in the morning and evening peak periods. On some roads where there are bus lanes, the number of junctions and the intermittent nature of the bus lanes often means that buses get held up by general congestion (for example, on Newmarket Road and Milton Road). On other routes space is limited to achieve any form of bus priority (for example, Histon Road). In South Cambridgeshire, there are many areas where buses get held in congestion, decreasing the attractiveness of longer bus journeys compared to a car or Park &amp; Ride trip.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Reallocation of road space for bus lanes, particularly on key routes, for example: <ul style="list-style-type: none"> <li>○ Provide central busway / bus lanes along the entire East Road to Abbey Stadium stretch of Newmarket Road, with reduction in space for general traffic.</li> <li>○ Reallocate road space on East Road and Gonville Place for bus lanes.</li> </ul> </li> <li>• Bus priority through / around pinch-points / on main roads in South Cambridgeshire.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Improved conditions for buses, pedestrians and cyclists.</li> <li>• Potential for increased congestion on adjoining parts of the network.</li> </ul> <p><b>Cost and Deliverability</b> Capital costs for schemes of this nature could range from low (£tens of thousands) to very high (£millions / £tens of millions). The scope for funding very high cost schemes from traditional government sources in the foreseeable future is likely to be extremely limited. If such schemes are to form part of the strategy, new ways of funding will need to be found.</p>	

<b>Business as usual:</b>	Limited provision of improvements for cyclists within existing roads and footpaths (i.e. cycle lanes, widened cycle paths, advanced stop lines at traffic lights).
<b>Doing more:</b>	<b>More intensive provision of improvements for cyclists within existing roads and footpaths.</b>
<p><b>Context</b> The dedicated cycle network in and around Cambridge has been expanded and enhanced very significantly over the past 20 years. However, there are still numerous gaps and pinch points, particularly as you get further from the city. Cycle usage in Cambridge remains the highest in the UK and South Cambridgeshire has high cycle use compared to most other rural areas. Measures in this theme would seek to improve conditions for cyclists within the constraints of the existing road and footway / footpath network.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• More cycle lanes marked on road</li> <li>• Widened cycle paths where space</li> <li>• More advanced stop lines provided at traffic lights</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Improved conditions for cyclists – greater prominence and safety.</li> <li>• Mode share of cycling increases.</li> <li>• Potential for increased congestion for general traffic if road space is reallocated.</li> </ul> <p><b>Cost and Deliverability</b> The cost of individual schemes might range from low (£tens of thousands) to high (£hundreds of thousands).</p>	
<b>Business as usual:</b>	Limited provision of improvements for pedestrians.
<b>Doing more:</b>	<b>More widespread improvements for pedestrians. Shared space - remove traditional segregation of motor vehicles, pedestrians and other road users. Reduce road space for cars and provide more bus / cycle lanes and pedestrian space.</b>
<p><b>Context</b> The pedestrian network in Cambridge and South Cambridgeshire has many high standard links, but equally there are many areas with lower quality facilities and many gaps in the network, particularly in South Cambridgeshire.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• In areas with low vehicle speeds – particularly residential areas and town centres, the traditional segregation of paths and roads can be removed. By removing kerbs and changing surfaces, the road and path space can feel like one shared area. In some cases elsewhere, this has given pedestrians and cyclists greater priority over motor vehicles.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Improved conditions for pedestrians – greater prominence and safety.</li> <li>• Potential for increased congestion for general traffic if road space is reallocated.</li> </ul> <p><b>Cost and Deliverability</b> The cost of individual schemes might range from low (£tens of thousands) to high (£hundreds of thousands).</p>	
<b>Business as usual:</b>	Removal of some on street parking to give more space to buses and cycles.
<b>Doing more:</b>	<b>Buses and cycles given priority on all key routes.</b>
<p><b>Context</b> Where road space is constrained, on street parking can restrict the flow of traffic and exacerbate congestion, particularly where traffic volumes are high.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Removal of on street parking on major routes in Cambridge, and where space allows, replacement with cycle or bus lanes.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Reduced congestion improved journey times for buses and safer conditions for cyclists.</li> <li>• Displacement of parking to other streets.</li> </ul> <p><b>Cost and Deliverability</b> Low cost. Traffic orders would probably be required.</p>	

<b>Business as usual:</b>	New technology to detect congestion and improve traffic flow and prioritise buses at congestion hotspots.
<b>Doing more:</b>	<b>Greater investment in new technology.</b>
<p><b>Context</b> Using new technology to detect congestion at junctions, to improve traffic flow and prioritise buses.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>Greater investment would enable more junctions to be linked by the same technology to improve traffic flow over a much wider area and improve more bus journeys</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>Improvements to bus journey times: bus becomes a more reliable and attractive travel choice.</li> </ul> <p><b>Cost and Deliverability</b> The cost per set of traffic signals to introduce this detection is relatively low, although precise costs can depend on the age and condition of the equipment at each junction.</p>	
<b>Business as usual:</b>	Improve travel information - electronic signs, Real Time Passenger Information (RTPI), via internet & mobile phones – such as messages about congestion, car park spaces, bus timetables and maps showing available travel options.
<b>Doing more:</b>	<b>Greater investment in improving travel information.</b>
<p><b>Context</b> RTPI is provided at many bus stops in Cambridge and 'Variable Message Signs' are used to provide information on congestion and delays on a number of the busier roads into Cambridge. A great deal of information on travel is available online, but while some systems are accessible and user friendly, there is significant scope for improvement.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>Greater investment in information systems.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>The provision of travel information to transport users in real time allows for more informed choices on travel to be made by travellers.</li> <li>Operationally it can allow for better management of the transport network when incidents or delay occurs,</li> </ul> <p><b>Cost and Deliverability</b> The cost of providing RTPI at bus stops and on buses is relatively low per site or bus, but over the entire area and entire bus fleet is quite substantial. Other types of on street infrastructure can cost more. For all types of scheme there will be a 'back office' revenue funding requirement to keep systems running and keep the information provided up to date and relevant.</p>	
<b>Business as usual:</b>	Influence national policy and funding decisions – including A14 improvements, passenger rail services and rail freight.
<b>Doing more:</b>	-
<p><b>Context</b> The County Council is driving work with Government to deliver the upgrade of the A14 Trunk Road between Huntingdon and Cambridge. It is also working with Local MPs, neighbouring Local Authorities, businesses and Government on a number of other important projects, including:</p> <ul style="list-style-type: none"> <li>The upgrade of the Felixstowe to Nuneaton rail corridor for freight, which will take up to 750,000 Heavy Goods Vehicles a year off the A14.</li> <li>Increases in frequency of passenger rail services, particularly on the rural routes – Cambridge to Norwich, Cambridge to Ipswich and Cambridge to Peterborough.</li> </ul> <p><b>What might 'Doing more' entail?</b> More resource and staff time put into such projects.</p> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>Success in this area brings in more investment in Cambridgeshire's transport network.</li> <li>Could involve local funding of networks that are traditionally managed and run by national government or by businesses, diverting County Council funding away from the locally managed transport network.</li> </ul> <p><b>Cost and Deliverability</b> -</p>	

## Appendix B: Influencing and changing behaviour

<b>Business as usual:</b>	New developments to address their transport impacts.
<b>Doing more:</b>	-
<p><b>Context</b></p> <p>Developers are required to ensure that the impacts of development on the transport network near their sites can be accommodated. This can involve some or all of the following:</p> <ul style="list-style-type: none"> <li>• Providing road, pedestrian and cycle access into new sites.</li> <li>• Funding contributions towards new / upgraded pedestrian, cycle, bus and road links that would be used by residents / employees (e.g. contributions towards the Busway and Addenbrooke's Access Road).</li> <li>• Funding contributions towards traffic calming or safety schemes.</li> <li>• Development-wide Travel Plans and marketing.</li> </ul> <p><b>What might 'Doing more' entail?</b></p> <p>The level at which development can contribute is governed by legislation and influenced by commercial concerns. In Cambridge and South Cambridgeshire, significant levels of investment from development are already achieved, and there is relatively little scope to increase the level of direct funding for transport improvements that is received.</p> <p><b>Pros and cons</b></p> <p>-</p> <p><b>Cost and Deliverability</b></p> <p>-</p>	
<b>Business as usual:</b>	Limited support for travel plans including workplace travel plans (through the Travel for Work Partnership), school travel plans and personalised travel plans.
<b>Doing more:</b>	<b>Greater levels of support for travel plans, including workplace travel plans (through the Travel for Work Partnership), school travel plans and personalised travel plans.</b>
<p><b>Context</b></p> <p>'Smarter choices' type measures involve working with people and organisations to influence and change travel behaviour. Current programmes include:</p> <ul style="list-style-type: none"> <li>• Personalised Travel Planning – working with individuals to encourage journeys by sustainable modes.</li> <li>• Travel for Work Partnership – working with businesses to encourage journeys by sustainable modes.</li> <li>• School Travel Planning – working with schools to encourage journeys by sustainable modes</li> </ul> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• More intensive / wider programmes of travel planning in the areas noted above.</li> <li>• More area wide travel planning initiatives (such as <a href="#">Travel Plan Plus</a>, a European / County Council / developer funded project to develop an area wide travel plan for the Cambridge Science Park and the surrounding business parks).</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• An intensified programme would work with more people and businesses and would be able to achieve better results.</li> <li>• Results of this type of programme often give better results than physical improvements.</li> <li>• There would be an increased ongoing revenue cost that might be difficult to maintain in the longer term.</li> <li>• Potential for diminishing returns as intensity of programmes increase.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>The costs involved in delivery of 'Smarter Choice' type interventions are generally low to moderate, but typically require revenue funding on an ongoing basis.</p>	
<b>Business as usual:</b>	Limited support for car clubs (car clubs provide vehicles which can be rented by the hour, and are parked in local neighbourhoods, this can mean nearby residents don't need to own their own car but can use a car club car).
<b>Doing more:</b>	<b>Greater levels of support for car clubs.</b>
<p><b>Context</b></p> <p>The County Council supports car clubs (for example, <a href="#">Streetcar</a>) through the provision of dedicated parking spaces for car club cars. The <a href="#">Camshare</a> car sharing system seeks to link travellers who can share car trips.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Greater support for car clubs (for example, provision of dedicated parking for car club vehicles).</li> <li>• Greater support for and marketing of car sharing schemes.</li> </ul>	



<b>Business as usual:</b>	Limited support for car clubs (car clubs provide vehicles which can be rented by the hour, and are parked in local neighbourhoods, this can mean nearby residents don't need to own their own car but can use a car club car).
<b>Doing more:</b>	<b>Greater levels of support for car clubs.</b>
<p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Car clubs and car sharing can provide opportunities to reduce and share the cost of car usage, and reduce the number of single occupant trips on the road network.</li> <li>• Car clubs require parking space to be available that might otherwise be used by residents / other drivers.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>The capital investment required to support car clubs is relatively small. In the current financial climate, provision of revenue funding for the ongoing support of schemes such as Camshare can be challenging.</p>	
<b>Business as usual:</b>	Improve travel information and marketing so that people are aware of their journey options.
<b>Doing more:</b>	<b>Greater investment in improving travel information and marketing.</b>
<p><b>Context</b></p> <p>A great deal of travel information is available online or in leaflet form. However, many people are not aware of travel choices that are available in their area, or where these might give them an attractive alternative option to how they currently travel.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Greater investment in public transport information and marketing.</li> <li>• Greater investment in community transport information and marketing.</li> <li>• More robust and easily accessible journey planning tools.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• The County Council can provide a single point from which information on the whole range of travel information can be provided.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>Relatively low cost, but revenue budget required on ongoing basis to maintain.</p>	
<b>Business as usual:</b>	Road safety training, education and campaigns.
<b>Doing more:</b>	<b>Greater investment in road safety training, education and campaigns.</b>
<p><b>Context</b></p> <p>The County Council delivers <a href="#">cycle training</a> for children and adults, road safety <a href="#">campaigns</a> and road safety education in schools.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• More intensive programmes in the areas noted above.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Improved safety awareness of vulnerable road users.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>In the current financial climate, the provision of revenue funding to support such programmes on an ongoing basis can be challenging.</p>	
<b>Business as usual:</b>	Support for 'alternatives to travel' (measures which mean people don't need to travel so much).
<b>Doing more:</b>	<b>Greater support for 'alternatives to travel'.</b>
<p><b>Context</b></p> <p>If services can be provided locally or in the home, or if home and remote working can reduce the need to travel for work purposes, there will be benefits in terms of reduced traffic levels and congestion. The County Council is investing in broadband provision, aiming to ensure that most areas have access to download speeds of 30Mbps, and never less than 2Mbps, by 2015.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Support for home and remote working.</li> <li>• Encouraging and working with other service providers to provide or maintain local services.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Removal of trips from the transport network, reducing congestion.</li> <li>• Many jobs cannot be undertaken by home or remote working.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>Costs involved in broadband provision are high, but significant capital funding (£26.75M) already committed.</p>	

## Appendix C: Providing new transport capacity.

<b>Business as usual:</b>	Limited introduction of new and improved pedestrian and cycle paths.
<b>Doing more:</b>	<b>Networks of very high quality segregated cycle routes linking villages and towns.</b>
<p><b>Context</b></p> <p>The cycle network in Cambridge and South Cambridgeshire has many high standard links, but equally, there are many areas with lower quality facilities, and many gaps in the network, particularly in South Cambridgeshire. Cycle usage in Cambridge remains the highest in the UK, and South Cambridgeshire has high cycle use compared to most other rural areas.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Networks of new pedestrian/cycle routes. <ul style="list-style-type: none"> <li>○ New / upgraded pedestrian and cycle routes to main bus and rail routes and large villages across South Cambridgeshire.</li> <li>○ Major cycle / pedestrian schemes (of the scale / cost of the Riverside Bridge, Cambridge or the Willow Bridge, St Neots), delivered where obstacles such as rivers, railways or major roads significantly discourage or inhibit walking and cycling.</li> </ul> </li> <li>• Very high quality (Dutch standard) cycle routes segregated from car traffic on all main routes between Cambridge and neighbouring market towns, and linking all large villages in South Cambridgeshire to Cambridge and / or their nearest town / key service centre.</li> <li>• Major investment in 'missing links' in Cambridge.</li> <li>• New cycle parks in Cambridge city centre.</li> <li>• Provide on street cycle parking in residential areas in the city where storage space for cycles is limited.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• More people choose to walk and cycle and can then use public transport for longer journeys.</li> <li>• Potential for major shift to walking and cycling across the strategy area, and for cycling to become a far more attractive alternative for many trips.</li> <li>• Benefits in terms of reduced congestion, improved health and lower emissions.</li> <li>• Land acquisition can be difficult.</li> <li>• While far cheaper than road construction, new routes can still be very expensive. The scope to fund an extensive network is likely to be extremely limited from traditional government funding sources.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>A comprehensive network of high quality off road routes across the area would be very expensive, and in delivering individual schemes there are often local issues that can be tricky to resolve. However, investment in cycling over the past twenty years has seen bike usage increase significantly, and costs are far lower than those involved in new road construction.</p>	
<b>Business as usual:</b>	Car / bus / bicycle interchanges at busier rail stations and bus stops.
<b>Doing more:</b>	<b>Car / bus / bicycle interchanges at all rail stations and more bus stops.</b>
<p><b>Context</b></p> <p>The ability to interchange with public transport provides a significant opportunity to reduce the need for car trips over the entire length of a journey. However, at many bus stops and at some smaller stations, the potential to do this is limited by the lack of facilities such as car and cycle parking, footpath links, and safe and comfortable waiting facilities.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Providing small rural interchange facilities on main bus routes, with some car and cycle parking, and community transport stops.</li> <li>• Providing cycle parking / bus interchange improvements at rail stations.</li> </ul> <p><b>Pros and Cons</b></p> <ul style="list-style-type: none"> <li>• Potential to achieve modal shift from car to car and bus / rail (or walk / cycle and bus / rail), reducing congestion on the road network.</li> <li>• Unless the bus trip is competitive in journey time with a car trip, the potential of such schemes may be limited compared to current Park &amp; Ride services.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>Low to moderate investment at each bus stop treated. Moderate to high cost at stations. The ability to deliver schemes may be limited by available space. Work at stations would be undertaken with rail industry partners</p>	

<b>Business as usual:</b>	Small scale road safety and capacity improvements.
<b>Doing more:</b>	<b>Larger scale road safety and capacity improvements.</b>
<p><b>Context</b></p> <p>Over the past ten years, a small number of very large junction improvement schemes have been implemented for safety or capacity reasons. These include a new roundabout at the A505 / A1301 junction, and the A14 / A10 / Milton Road / Cowley Road junction improvements. A far greater number of small and medium sized safety schemes have been implemented in the same period, and the level of road accident casualties across Cambridgeshire (and nationally) is at an all time low. Current safety programmes are focussed on medium and small scale schemes, as most cluster sites with high rates of accidents have been treated, and smaller schemes tend to give a higher reduction in accidents.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Further large junction improvement schemes.</li> <li>• Intensification of expenditure on small / medium sized safety improvements.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Such schemes will bring safety and capacity benefits.</li> <li>• The safety improvements delivered by major safety schemes can often be achieved with more modest levels of investment (at the A141 / A605 Goosetree junction in Fenland, a £0.5M traffic signal scheme was introduced instead of a £2M roundabout, and achieved the desired reduction in accidents).</li> </ul> <p><b>Cost and Deliverability</b></p> <p>A major safety scheme costing £2M would take up around half of the annual budget for small scale transport improvement across all of Cambridgeshire. For such schemes to be delivered without severely prejudicing other programmes, funding from new sources would need to be found.</p>	

<b>Business as usual:</b>	Some new bus lanes and bus priority measures.
<b>Doing more:</b>	<b>New Busway routes parallel to strategic roads.</b>
<p><b>Context</b></p> <p>In Cambridge there are bus lanes on a number of the key radial routes into the city, and bus priority is being provided at most signal junctions through GPS and transponder technology. In South Cambridgeshire, there is far less bus priority, with the notable exception of the Busway route from north Cambridge to St Ives.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• New Busway routes linking Cambridge to new developments.</li> <li>• New Busway routes parallel to strategic roads in South Cambridgeshire, together with Park &amp; Ride sites further away from the city.</li> <li>• Linking the north and south sections of Busway through Cambridge.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Increase in reliability and shorter journey times for bus trips.</li> <li>• Bus becomes a far more attractive choice for longer distance trips into Cambridge. Mode shift away from car and from inner ring of Park &amp; Ride.</li> <li>• The scope to fund such routes is likely to be very limited from traditional government funding sources.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>Schemes of the scale could cost tens or hundreds of million pounds. The scope for funding schemes of this scale from traditional government sources in the foreseeable future is likely to be extremely limited. If such schemes are to form part of the strategy, new ways of funding will need to be found.</p>	

<b>Business as usual:</b>	More Park & Ride spaces at existing sites.
<b>Doing more:</b>	<b>New Park &amp; Ride sites.</b>
<p><b>Context</b></p> <p>The Cambridge Park &amp; Ride system takes around four million passengers each year. The sites are in a relatively tight ring around the city, with the exception of the Longstanton and St Ives sites on the Busway. Bus lanes and other bus priority measures are provided on the routes between all of the sites and Cambridge City centre.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• New sites on corridors into Cambridge that are not currently served by Park &amp; Ride.</li> <li>• New sites further away from Cambridge.</li> </ul>	

<b>Business as usual:</b>	More Park & Ride spaces at existing sites.
<b>Doing more:</b>	<b>New Park &amp; Ride sites.</b>
<p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Additional transport capacity into the city, catering for increased demand.</li> <li>• Sites further from Cambridge would have the potential to reduce or limit increases in traffic on routes in South Cambridgeshire.</li> <li>• Unless the bus journey between sites that are further out from the city provide a reliable and competitive journey time compared to the comparable car trip, they may not achieve substantial use.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>As a rule of thumb, at current day prices, an investment of £1M would allow provision of around 250 additional spaces at an existing Park &amp; Ride site. New sites would have additional costs to provide access for cars, buses, pedestrians and cyclists, and to provide bus stops and passenger waiting facilities. There could be land costs and green belt issues with expansion of existing sites or the development of new sites.</p>	

<b>Business as usual:</b>	More cycle parking at key destinations.
<b>Doing more:</b>	<b>Substantial new cycle parking provision, including bespoke facilities.</b>
<p><b>Context</b></p> <p>Cambridge has significant amounts of cycle parking, but in the city centre there are more bikes than stands, and the Grand Arcade cycle park is frequently full. There are typically 1,200 bikes crammed into around 700 spaces at Cambridge Station, and a new 3,000 space facility is planned. Many villages in South Cambridgeshire have little or no cycle parking. The lack of secure cycle parking facilities can act as a deterrent to cyclists, particularly if their bike is going to be left for a few hours or more.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• More cycle parking at destinations such as schools, workplaces, libraries, shops, leisure facilities, etc.</li> <li>• Bespoke facilities at key locations, providing significant increase in capacity.</li> </ul> <p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>• Additional capacity will reduce the disruption for pedestrians that bikes parked on railings or leaning against walls can cause on busy shopping days in the city centre.</li> <li>• Secure cycle parking will reduce bicycle theft.</li> <li>• Unless provided close to cyclist's destination, provision of new capacity may not reduce on street clutter.</li> <li>• Competing demand for space in city centre may limit ability to deliver additional cycle parking.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>Provision of basic 'Sheffield stands' is a cheap and relatively straightforward matter. Bespoke facilities can be very expensive (the Cambridge Station cycle park will cost £3M - £3.5M for 3,000 spaces), and might require a relatively large amount of land.</p>	

<b>Business as usual:</b>	Major transport infrastructure delivered if funding opportunities available.
<b>Doing more:</b>	<b>Improvements to A road junctions and pinch points or Major improvements to longer stretches of A roads.</b>
<p><b>Context</b></p> <p>Motorways and Primary Routes (see Figure 1 on page 3) are the recommended routes for long distance journeys, and in Cambridgeshire, generally take high levels of both local and longer distance traffic. There are a number of other A and B class roads that in the Cambridge area that also take significant levels of traffic. Major road improvements might bring congestion, safety, environmental and quality of life benefits. However, there can also be environmental impacts, and increased capacity for car trips has in some areas simply been taken up by more car trips being made, negating the intended benefits.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>• Improvements to A road junctions and pinch points. Examples of this type of scheme might include: <ul style="list-style-type: none"> <li>○ A bridge over the railway on the A10 at Foxton and closure of Foxton level crossing.</li> <li>○ Medium sized junction improvement schemes at key points on the A Road network.</li> </ul> </li> <li>• A very high cost option for improving the reliability of journey times by car is to provide more capacity for car trips. Examples of this type of scheme might include: <ul style="list-style-type: none"> <li>○ Major junction improvements – for example: a bridge or underpass for the A10 at the Milton junction with the A14.</li> <li>○ Dualling of key sections of the primary route network linked to major increase in the capacity of the Park &amp; Ride network.</li> </ul> </li> <li>• Upgrades / bypasses on routes that do not form part of the primary route network.</li> </ul>	

<b>Business as usual:</b>	Major transport infrastructure delivered if funding opportunities available.
<b>Doing more:</b>	<b>Improvements to A road junctions and pinch points or Major improvements to longer stretches of A roads.</b>
<p><b>Pros and cons</b></p> <ul style="list-style-type: none"> <li>Targeted schemes to remove pinch points may improve journey times and reduce congestion.</li> <li>Major improvements could remove or reduce congestion on the key links principal road network.</li> <li>The removal of a pinch point or provision of new capacity can have the effect of relocating rather than reducing congestion, and therefore have relatively little impact on journey times overall.</li> <li>Risk of more traffic being generated by road improvement.</li> <li>Limited space in Cambridge to provide additional capacity might limit the potential benefits of such schemes in South Cambridgeshire.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>The cost of major road improvement schemes tends to be very high, particularly where major structures such as bridges are involved. For example, a simple road bridge scheme, such as over the railway at Foxton on the A10 would be likely to cost between £8M and £10M.</p> <p>Larger road schemes could cost tens or hundreds of million pounds. The scope for funding schemes of this scale from traditional government sources in the foreseeable future is likely to be extremely limited. If such schemes are to form part of the strategy, new ways of funding will need to be found.</p>	
<b>Business as usual:</b>	'Cambridgeshire Future Transport'– support for community transport solutions, and to meet a range of demands including school, health and social services transport.
<b>Doing more:</b>	<b>Wider availability of Community / Demand Led transport services.</b>
<p><b>Context</b></p> <p>The 'Cambridgeshire Future Transport' (CFT) investment programme focuses on the delivery of appropriate demand led transport solutions. It looks at alternative methods of transport delivery and for the Council and local communities to co-design solutions where commercial bus services are not viable.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>Wider support for locally led transport services in South Cambridgeshire that provide links to public transport hubs and to key services.</li> </ul> <p><b>Pros and Cons</b></p> <ul style="list-style-type: none"> <li>Locally led and supported community transport services.</li> <li>Requires revenue funding – if community transport services cannot be self sustaining, there will be an ongoing budgetary requirement that will be difficult to meet.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>An annual budget of £1.5M countywide has been set aside to provide transport solutions. Deliverability will depend on the expansion of alternative or existing transport providers.</p>	
<b>Business as usual:</b>	Working with rail industry to deliver capacity and service improvements.
<b>Doing more:</b>	<b>Council investment to deliver rail capacity and service improvements.</b>
<p><b>Context</b></p> <p>The County Council does not have a direct statutory responsibility for rail. The rail network provides vital public transport links within the county and to national destinations / international gateways. On the A10, M11, A1301 and A14 corridors, rail provides a high quality public transport option for trips into Cambridge.</p> <p><b>What might 'Doing more' entail?</b></p> <ul style="list-style-type: none"> <li>Investment in station facilities and access.</li> <li>Consideration of investment in track capacity upgrades.</li> <li>New trains / carriages.</li> </ul> <p><b>Pros and Cons</b></p> <ul style="list-style-type: none"> <li>Would relieve congestion on parallel road routes.</li> <li>There is opportunity to lengthen trains to provide additional capacity in the medium / longer term.</li> <li>Significant increases in capacity (other than using longer trains) are likely to be limited by the cost of track capacity upgrades in Cambridge and Ely.</li> <li>Investment in rail should ideally be led by the rail industry rather than the County Council.</li> </ul> <p><b>Cost and Deliverability</b></p> <p>Increasing track capacity can be very expensive. Unlike the road network, there is a potential revenue stream if improvements delivered would lead to a significant increase in passenger numbers.</p>	

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