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Cambridge City Council

ENVIRONMENT SCRUTINY COMMITTEE

To: Councillors Kightley (Chair), Saunders (Vice-Chair), Herbert, Marchant-Daisley, Owers, Tucker, Tunnacliffe, Wright and Znajek

Alternate: Ashton, Kerr and Pogonowski

Executive Councillor for Planning and Sustainable Transport: Councillor Ward

Executive Councillor for Environmental and Waste Services: Councillor Swanson

Despatched: Thursday, 22 September 2011

Date: Tuesday, 4 October 2011

Time: 4.00 pm

Venue: Committee Room 1 & 2 - Guildhall

Contact: James Goddard **Direct Dial:** 01223 457015

AGENDA

1 APOLOGIES

To receive any apologies for absence.

2 DECLARATIONS OF INTEREST

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

3 MINUTES *(Pages 1 - 14)*

To confirm the minutes of the meeting held on 21 June 2011. *(Pages 1 - 14)*

4 PUBLIC QUESTIONS (SEE INFORMATION AT THE END OF THE AGENDA)

Items for decision by the Executive Councillor, without debate

These Items will already have received approval in principle from the Executive Councillor. The Executive Councillor will be asked to approve the recommendations as set out in the officers report.

There will be no debate on these items, but members of the Scrutiny Committee and members of the public may ask questions or comment on the items if they comply with the Council's rules on Public Speaking set out below.

Items for debate by the Committee and then decision by the Executive Councillor

These items will require the Executive Councillor to make a decision after hearing the views of the Scrutiny Committee.

There will be a full debate on these items, and members of the public may ask questions or comment on the items if they comply with the Council's rules on Public Speaking set out below.

DECISIONS FOR THE EXECUTIVE COUNCILLOR FOR ENVIRONMENTAL AND WASTE SERVICES

5 DETERMINE OPTIONS FOR INCREASING RECYCLING IN THE CITY BEYOND 45% RECYCLING RATE (Pages 15 - 28)

DECISIONS FOR THE EXECUTIVE COUNCILLOR FOR PLANNING AND SUSTAINABLE TRANSPORT

Items for decision by the Executive Councillor, without debate

6 CAPITAL PROJECT TO RELOCATE/AMALGAMATE CAR PARK CONTROL ROOM AND SHOPMOBILITY OFFICE AT GRAND ARCADE CAR PARK (Pages 29 - 36)

Items for debate by the Committee and then decision by the Executive Councillor

7 REPLACEMENT OF CAR PARK MANAGEMENT SYSTEM AT GRAND ARCADE CAR PARK *(Pages 37 - 52)*

8 EASTERN GATE DEVELOPMENT FRAMEWORK SUPPLEMENTARY PLANNING DOCUMENT

The main report and appendices are too large to attach to the agenda in hard copy format. Printed copies have been placed for reference on deposit at Guildhall Reception. All documents are published on the Council's website:

- (i) Main report is available as a supplement to the agenda document accessible via the following hyper link <http://www.cambridge.gov.uk/democracy/ieAgenda.aspx?A=709>.
- (ii) All documents are published on the Council's website in the 'Library' folder accessible via the following hyper link <http://www.cambridge.gov.uk/democracy/ecCatDisplay.aspx?sch=doc&cat=13014&path=12931>

9 NEW AND REPLACEMENT BUS SHELTER PROJECT APPRAISAL *(Pages 53 - 62)*

10 JOINT CAPITAL CYCLEWAYS PROGRAMME PRIORITISED PROJECT LIST *(Pages 63 - 70)*

11 PRE-APPLICATION CHARGING *(Pages 71 - 96)*

12 RIVERSIDE CONSERVATION AREA APPRAISAL AND BOUNDARY REVIEW *(Pages 97 - 152)*

13 NEWMARKET ROAD SUBURBS & APPROACHES STUDY *(Pages 153 - 188)*

14 OPEN SPACE AND RECREATION STRATEGY 2011 *(Pages 189 - 204)*

The main report and appendices are too large to attach to the agenda in hard copy format. Printed copies have been placed for reference on deposit at Guildhall Reception. All documents are published on the Council's website:

- (iii) Main report with the agenda document.
- (iv) Appendix A is available in the 'Library' folder accessible via the following hyper link <http://www.cambridge.gov.uk/democracy/ecCatDisplay.aspx?sch=>

- [doc&cat=13014&path=12931](#)
- (v) Appendix B is available on the 'Open Space Strategy' page accessible via the following hyper link <http://www.cambridge.gov.uk/ccm/content/planning-and-building-control/planning-policy/local-development-framework/open-space-strategy.en>

(Pages 189 - 204)

Information for the public

Public attendance

You are welcome to attend this meeting as an observer, although it will be necessary to ask you to leave the room during the discussion of matters which are described as confidential.

Public Speaking

You can ask questions on an issue included on either agenda above, or on an issue which is within this committee's powers. Questions can only be asked during the slot on the agenda for this at the beginning of the meeting, not later on when an issue is under discussion by the committee.

If you wish to ask a question related to an agenda item contact the committee officer (listed above under 'contact') **before the meeting starts**. If you wish to ask a question on a matter not included on this agenda, please contact the committee officer by 10.00am the working day before the meeting. Further details concerning the right to speak at committee can be obtained from the committee section.

Filming, recording and photography at council meetings is allowed subject to certain restrictions and prior agreement from the chair of the meeting.

Requests to film, record or photograph, whether from a media organisation or a member of the public, must be made to the democratic services manager at least three working days before the meeting.

Fire Alarm

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ENVIRONMENT SCRUTINY COMMITTEE21 June 2011
9.30 - 11.00 am**Present:** Councillors Kightley (Chair), Saunders (Vice-Chair), Herbert, Marchant-Daisley, Owers, Tucker, Tunnacliffe, Wright and ZnajekExecutive Councillor for Environmental and Waste Services: Jean Swanson
Executive Councillor for Planning and Sustainable Transport: Tim Ward

Toni Ainley (Head of Streets & Open Spaces), Ian Boulton (Building Control Manager), Simon Bunn (Sustainable Drainage Engineer), Patsy Dell (Head of Planning Services), Simon Payne (Director of Environment), Susan Smith (Senior Conservation & Design Officer) Richard Wesbroom (Accountant (Services))

FOR THE INFORMATION OF THE COUNCIL**11/33/env Apologies**

None.

11/34/env Declarations of Interest

Name	Item	Interest
Councillor Saunders	11/40/env	Personal: Member of Cambridge Past, Present & Future
Councillor Wright	11/40/env	Personal: Member of Cambridge Past, Present & Future

11/35/env Minutes

The minutes of the 15 March and 26 May 2011 meetings were approved and signed as a correct record.

11/36/env Public Questions (See information at the end of the agenda)

Members of the public asked questions under items 11/40/env and 11/45/env.

11/37/env Discussion About Possible Timing Changes for Future Meetings

The committee discussed a proposal to move meeting start times. It was agreed that the committee would start at 4:00 pm for future meetings starting from 4 October 2011.

11/38/env 2010/11 Revenue & Capital Outturn**Matter for Decision:**

The officer's report presented a summary of the 2010/11 outturn position (actual income and expenditure) for services within the Environmental and Waste Services portfolio, compared to the final budget for the year.

Decision of Executive Councillor for Environmental and Waste Services:

- (i) Agreed all of the carry forward requests, totalling £23,860 as detailed in Appendix C of the Officer's report, were to be recommended to Council for approval.
- (ii) Agreed to seek approval from Council to carry forward capital resources to fund rephased net capital spending of £80,000 from 2010/11 into 2011/12, as detailed in Appendix D of the Officer's report.

Reason for the Decision:

As per Officer's report.

Any Alternative Options Considered and Rejected:

Not applicable.

Scrutiny Considerations:

The Committee received a report from the Accountant (Services).

The Scrutiny Committee considered and endorsed the recommendations by 5 votes to 0.

The Executive Councillor for Environmental and Waste Services approved the recommendations.

Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)

No conflicts of interest were declared by the Executive Councillor.

11/39/env Gritting Review of 2010/11 and Plan for 2011/11

Matter for Decision:

The Officer's report set out improvements made to the Council's response to winter gritting in 2010/11, and sought to strengthen this approach for 2011/12.

Decision of Executive Councillor for Environmental and Waste Services:

- (i) Noted the approach taken during adverse weather conditions 2010/11.
- (ii) Supported the approach for 2011/12.
- (iii) Sufficient supplies be stocked at Mill Road next winter to enable bulk bags to be collected and/or shifted during the day after major snow falls are due next winter, to all city areas where local groups and residents offer to clear pavements, paths and cycleways, and which would not otherwise be cleared subject to officer review and a response from the Executive Councillor.

Reason for the Decision:

As per Officer's report.

Any Alternative Options Considered and Rejected:

Not applicable.

Scrutiny Considerations:

The Committee received a report from the Head of Streets and Open Spaces.

In response to member's questions the Head of Streets and Open Spaces confirmed the following:

- (i) The City Council worked with community groups in order to distribute salt/grit. The intention was to expand the list of groups to work with.

The Head of Streets and Open Spaces undertook to confirm to Councillor Tucker the number of community groups waiting to receive salt/grit in future.

- (ii) The Officer noted Councillor's wish to proactively contact community groups and individuals eligible to receive salt/grit, to ensure that they were aware that it was available for usage. Councillors were keen to support improved communication and community outreach concerning salt/grit availability.

City homes and large estates already received some assistance from Council teams. Priority was given to sheltered housing schemes as City Council employees would distribute grit/salt on their behalf. In other areas, neighbours were encouraged to help each other with grit/salt distribution.

The City Council aimed to provide information concerning adverse weather conditions by linking to snow guide information on the County Council website. Press releases were suggested as another communication tool option to consider in future.

It was suggested that Members in their Ward Councillor capacity could ensure local community groups were aware that they could access grit/salt.

- (iii) Salt/grit would be provided in builders bags thus giving flexibility to deliver different amounts of salt/grit to recipients according to need.

Salt/grit stored in builders bags could adversely affect grass verges they were stored on, but it was hoped that fast distribution would help to mitigate this.

- (iv) Noted Councillor's comments about the need to store a suitable reserve of grit/salt. The shelf life of grit/salt in storage would be a factor that governed the amount of time grit/salt could be stored.

The City Council received grit/salt stocks from the County Council. Stocks could be re-ordered as quantities were distributed from the Mill Road Depot, but this was subject to County Council priorities for supply.

The Head of Streets and Open Spaces undertook to review the practicalities of maximising grit/salt storage at the Mill Road Depot.

Labour Councillors requested a change to the recommendations. Councillor Herbert formally proposed to add the following recommendation to the Officer's report:

- (New iii) 'That in addition sufficient supplies be stocked at Mill Road next winter to enable bulk bags to be collected and/or shifted during the day after major snow falls are due next winter, to all city areas where local groups and residents offer to clear pavements, paths and cycleways, and which would not otherwise be cleared subject to officer review and a response from the Executive Councillor.'

The Committee approved adding this recommendation unanimously.

The Scrutiny Committee considered and endorsed the recommendations unanimously.

The Executive Councillor for Environmental and Waste Services approved the recommendations.

Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)

No conflicts of interest were declared by the Executive Councillor.

11/40/env Mill Road Conservation Area Review

Matter for Decision: A review of the 1999 Mill Road and St Matthews Conservation Area Appraisal, and an appraisal for the potential designation of a new Conservation Area in Romsey were agreed as part of the 2009-10 Pro-active Conservation programme. A report on the review findings was presented to Environment Scrutiny in March 2011.

Due to a proposal to extend the Conservation Area boundary beyond the area covered by the review, a further period of public consultation was entered into following the March meeting.

Decision of Executive Councillor for Planning and Sustainable Transport: Approved the revised Conservation Area boundary and the content of the draft Appraisal.

Reason for the Decision:

As set out in the Officer's report.

Any Alternative Options Considered and Rejected:

Not applicable.

Scrutiny Considerations:

This item was not requested for pre-scrutiny by committee.

1. Ms Fletcher addressed the committee and raised the following issues:

- (i) Did not support the inclusion of Brookfields Hospital site within the revised conservation area boundary and referred to representations made at the previous Environment Committee meeting.
- (ii) Observed that various developments had already been undertaken in the area.
- (iii) Felt the form of the development on the north side of Mill Road near to Brookfields Hospital was unsympathetic to the Conservation Area. This would lead to a change to the character of the area if the application went ahead.
- (iv) Queried if the form of the buildings were sympathetic to neighbours.
- (v) Observed that English Heritage had reviewed the hospital buildings in the 1990s and not found them of significant interest and that Tree Preservation Orders were in effect in the area, which gave them protection against removal.

The Senior Conservation & Design Officer responded that a consultation had been undertaken on the extension, and the Brookfield site was worthy of inclusion. Also that Conservation Area status did not preclude development.

Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)

No conflicts of interest were declared by the Executive Councillor.

11/41/env Introduction of Pre-application charging

Matter for Decision: City Council currently provides at no charge to its customers. Preapplication advice is an essential part of delivering a quality planning service, providing informal advice to applicants on the form, content and merits of future planning applications.

The Officer's report sought approval for consultation with service users and key stakeholders on the establishment of a scheme of pre-application charging for Cambridge and also the fringe sites that straddle the City and South Cambridgeshire.

Decision of Executive Councillor for Planning and Sustainable Transport:

- (i) Approved the draft preapplication advice scheme and charging schedule for user consultation and the outcome of the consultation exercise be reviewed by Environment Scrutiny Committee in the autumn. The consultation exercise would be undertaken in parallel with South Cambridgeshire as it is proposed to cover the fringe sites that lie within both authority areas. Householder charges should be deleted from the paper prior to consultation
- (ii) Approved the proposed consultation would be for 6 weeks and would take place over the summer. Service users, fringe site parish councils in South Cambridgeshire, the County Council and key stakeholders would be consulted on the proposals.

Reason for the Decision:

As set out in the Officer's report.

Any Alternative Options Considered and Rejected:

Not applicable.

Scrutiny Considerations:

The Executive Councillor supported Councillor Herbert's request that Councillors be included in the consultation.

The Executive Councillor approved the recommendations with an amendment that householder charges should be deleted from the paper prior to consultation.

Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)

No conflicts of interest were declared by the Executive Councillor.

11/42/env Scheme of Charges for Street Naming

Matter for Decision: Cambridge City Council has a statutory responsibility for the street naming of numbering of streets within its administrative area. The

Officer's report sought to implement a written policy for the street naming and numbering service.

Decision of Executive Councillor for Planning and Sustainable Transport:
Approved the adoption of the Street Naming and Numbering Policy, which included a new scheme of charges for the discretionary part of the service.

Reason for the Decision:

As set out in the Officer's report.

Any Alternative Options Considered and Rejected:

Not applicable.

Scrutiny Considerations:

There was no debate on this item.

Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)

No conflicts of interest were declared by the Executive Councillor.

11/43/env 2010/11 Revenue & Capital Outturn

Matter for Decision:

The Officer's report presented a summary of the 2010/11 outturn position (actual income and expenditure) for services within the Climate Change & Growth portfolio (now Planning & Sustainable Transport), compared to the final budget for the year.

Decision of Executive Councillor for Planning and Sustainable Transport:

- (i) Agreed all of the carry forward requests, totalling £51,150 as detailed in Appendix C of the Officer's report, were to be recommended to Council for approval.
- (ii) Agreed to seek approval from Council to carry forward capital resources to fund rephased net capital spending of £879,000 from 2010/11 into 2011/12, as detailed in Appendix D of the Officer's report.

Reason for the Decision:

As per Officer's report.

Any Alternative Options Considered and Rejected:

Not applicable.

Scrutiny Considerations:

The Committee received a report from the Accountant (Services).

In response to member's questions the Director of Environment confirmed the following:

- (i) The budget contained a 10% underspend this year. The Officer noted this compared to the 5% underspend variance reported to the Executive Councillor for Environmental & Waste Services.

Analysis of car park income was generally undertaken in July of each year, to provide a review of the current year, and budget predictions for the next.

The Director of Environment undertook to provide Members with the quarterly car park income review figures when they became available

- (ii) Noted Councillor's view that car parking income was traditionally under estimated, and that further resources could be allocated to schemes if more income was anticipated. However, the Officer felt that variation figures were within normal parameters.

The Scrutiny Committee considered and endorsed the recommendations by 5 votes to 0.

The Executive Councillor for Planning and Sustainable Transport approved the recommendations.

Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)

No conflicts of interest were declared by the Executive Councillor.

11/44/env Appointment to Cam Conservators**Matter for Decision:**

Under the Act of Parliament governing appointments to the Conservators, the City Council could only make appointments for three-year terms, but could change those appointments at any time during the three years.

Following the resignations of former Councillor Walker, the Executive Councillor was asked to make to recommend an alternative representative to Council for approval. The term of office would run until 31 December 2012.

Decision of Executive Councillor for Planning and Sustainable Transport:
Recommended Councillor Price as a representative to Council.

Reason for the Decision:

As per Agenda.

Any Alternative Options Considered and Rejected:

Not applicable.

Scrutiny Considerations:

Councillor Herbert proposed the nomination of Councillor Price as the Cam Conservators representative.

Councillor Wright proposed herself as the Cam Conservators representative.

The Scrutiny Committee recommended that Councillor Price be the representative until 31 December 2012 by 3 votes to 1.

The Executive Councillor for Planning and Sustainable Transport approved the recommendations.

Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)

No conflicts of interest were declared by the Executive Councillor.

11/45/env Surface Water Management Plan for Cambridge and Milton

Matter for Decision:

Cambridge City Council obtained a grant from The Department for Environment, Food and Rural Affairs (Defra) of £100,000 to undertake a Surface Water Management Plan (SWMP) for Cambridge and Milton. It would provide an evidence base for developing policies in the Local Development Framework (LDF) and will also be a material consideration in the determination of planning applications. The information contained within the assessment would also be used for emergency planning purposes and as a starting point for the strategic surface water flood risk management of Cambridge. It would also be used as an evidence base to obtain further funding and prompt

spending priorities amongst the partner organisations that participated in the SWMP.

Decision of Executive Councillor for Planning and Sustainable Transport:

- (i) Endorsed the content of the Cambridge and Milton Surface Water Management Plan for use as an evidence base for the Local Development Framework and as a material consideration in planning decisions.
- (ii) Endorsed the content of the Cambridge and Milton Surface Water Management Plan for use as an evidence base for obtaining funding and to influence maintenance priorities.

Reason for the Decision:

As per Officer's report.

Any Alternative Options Considered and Rejected:

Not applicable.

Scrutiny Considerations:

1. South Cambridgeshire District Councillor Mason addressed the committee and raised the following issues:

- (i) Water from South Cambridgeshire (Orchard Park) discharged into the City i.e. it did not follow political boundaries. Queried if this had been considered in the model.
- (ii) **Orchard Park connected into the first public drain, and used an underground balancing facility for surface water drains in the local area.**
- (iii) **Queried if the study had taken into account existing surface water attenuation facilities in the area.**
- (iv) **Queried if s106 funding for the first public drain had transferred from South Cambs DC to the City Council.**

The Sustainable Drainage Engineer responded:

- (i / iii) Information in the report modeled a 1 in 200 year event where man made drains would be ineffective due to the severe level of flooding.
- (iv) S106 funding has been received for the first public drain. This should be used over the next 3 years.

The Committee received a report from the Sustainable Drainage Engineer.

In response to member's questions the Sustainable Drainage Engineer confirmed the following:

- (i) The report modelled the risk of surface water flooding away from rivers where watercourses could not cope with storm water etc from a severe flooding event.

The report was part of an overall examination of flood risk.

- (ii) The report was based on historic information and current LIDAR topographical information of the City and water through flow.
- (iii) Resources and specifications from Defra drove the report, which was modelled according to Defra guidelines. The report set out areas of risk linked to economic damage and numbers of properties damaged.
- (iv) The Cambridge and Milton boundary was designated by Defra. Two areas within this boundary, Kings Hedges and Arbury (combined) plus Cherry Hinton were looked at in more detail. Other areas will be modelled as further resources become available.
- (v) Sustainable Drainage systems (SUDS) should reduced the amount of surface run off water. SUDS are promoted in new developments as a practical intervention to reduce flooding.

The use of SUDS should minimize the risk of flooding in areas not modeled in the Surface Water Management Plan.

- (vi) The Surface Water Management Plan looked at new flood risk areas. It would feed into the County Council Local Flood Risk Management Strategy that joined up flood risk information into an overarching document for the whole area.
- (vii) The purpose of the report was to provide robust evidence to seek the release of further Defra funding for identified flood risk priorities.

The Scrutiny Committee considered and endorsed the recommendations unanimously.

The Executive Councillor for Planning and Sustainable Transport approved the recommendations

Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)

No conflicts of interest were declared by the Executive Councillor.

11/46/env Decisions by Executive Councillors

The Executive Councillor for Environmental and Waste Services and committee noted that a decision had been taken as per the Officer's report that authorised the delegation to South Cambridgeshire District Council pursuant to the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2000.

The meeting ended at 11.00 am

CHAIR

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To: Executive Councillor for Environmental and Waste Services: Councillor Jean Swanson
Report by: Waste Strategy Manager - Jen Robertson
Relevant scrutiny committee: Environment Scrutiny Committee 4/10/2011
Wards affected: All Wards

BEYOND 45% RECYCLING Key Decision

1. Executive summary

- 1.1 The main aims of this report are to:
- Take stock of Cambridge City Council's past and present recycling performance compared to similar authorities within the council's Nearest Neighbour Group.
 - Recommend ways forward for the short term
 - Suggest initiatives that need further information and investigation for the longer term
- 1.2 Recycling continues to be a Council priority for environmental, legal and financial reasons. Current recycling performance is assessed against comparable authorities and found to be good. However, further improvements are required in order to meet locally set stretch targets and National Government targets.
- 1.3 Presently insufficient data is available about the variation in numbers of those who do and do not recycle within the city and why. Collecting this data is essential in order to make decisions about the most effective use of resources.
- 1.4 The Council provides comprehensive recycling services with batteries being the latest addition (introduced in June 2011) to the range of materials being collected at kerbside. A few potential materials are not yet included and it is unrealistic to expect that significant improvements in recycling rates can be made simply by including these due to their lightweight nature. It is believed that the way forward is to increase the extent to which residents use existing services.

- 1.5 Further work on this is needed to establish why some residents are not recycling, which recyclable materials are being put in the black bins, and what new initiatives will offer increased recycling rates in the most cost effective way, providing carbon savings and improved customer satisfaction.
- 1.6 Possible options to be studied are:
- Incentive schemes
 - Compulsory recycling
 - Weekly food waste collection
 - Use of data from new IT systems
 - Enhanced communications

However this work needs to be informed by data about the current state of affairs so that efforts can be channelled into the most effective initiatives.

- 1.7 Authorities that have made significant improvements in a short time have generally changed several things at once. It is therefore difficult to extrapolate data from their experience in order to predict the likely impact of a single new initiative in Cambridge. However, research¹ shows that face to face contact increases participation rates by 2-3%. At present we do not know what our current participation rate is across the city.

2. Recommendations

The Executive Councillor is recommended:

- 2.1 To agree:
- A Waste Compositional Analysis to be carried out with sampling taking place in spring/summer and autumn/winter
 - Participation monitoring work to be carried out
 - A residents survey to be carried out to establish who recycles, why residents recycle and what would help residents to recycle more.
- 2.2 To agree that officers prepare an action plan to increase the recycling rate to 50-55% by 2015/16, based on information gathered from 2.1 above (with an average target increase of 2% per year).
- 2.3 To agree the proposed refinements to the existing service listed at 3.29.

¹ Cambridgeshire and Peterborough Waste Partnership LPA Doorstepping Campaign 2009/10 by Waste Watch July 2010
Report Page No: 2

3. Background

Past and present performance and services

3.1 Cambridge City Council's recycling rate for 2010/11 was 43.7%. The table below gives some further detail and includes the national recycling rate for comparison.

Year	Dry recycling (tonnes)	Composting (tonnes)	Overall recycling rate	National recycling rate
2009/10	17.93 (7,758)	22.91% (9,910)	40.84%	39.7%
2010/11	21.39 (9,472)	22.32% (9,885)	43.7%	40.3%

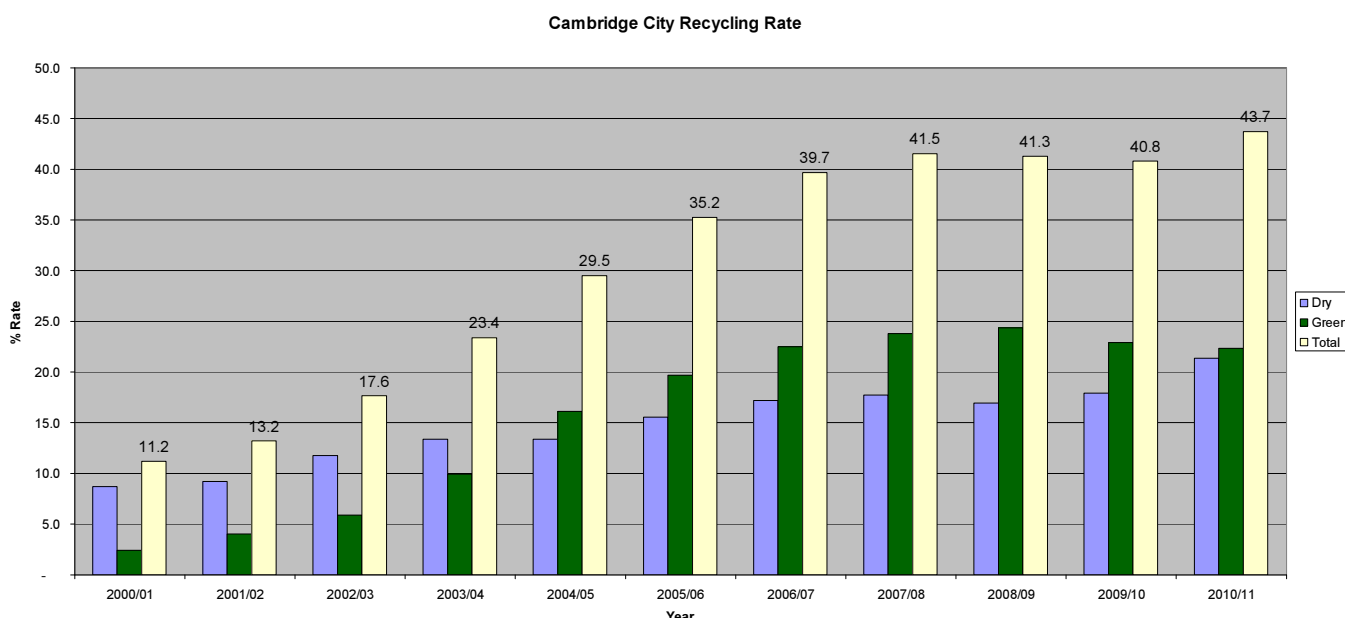


Figure 1 – Cambridge City Council's recycling rate 2000/01 to 2010/11

3.2 For 2010/11 the remaining 56.3% (24,929 tonnes) was sent to the Mechanical Biological Treatment facility at Waterbeach. Figure 1 shows the increase in total recycling rate over the last 10 years. In 2010/11 the city was ranked 110 out of 320 Waste Collection Authorities (WCA) from the data submitted to the national waste database, Waste Data Flow (WDF). The council is predicting a recycling rate of 45% in 2011/12.

3.3 The gradual but steady increase reflected in Figure 1 has been brought about through various infrastructure changes over the last 10 years culminating in the change to blue bins in November 2009. This change was designed to encourage residents to recycle by providing easier to use services that enable residents to place all their recycling in one bin and provide extra capacity to recycle more. This initiative

has generally been well received by residents.

- 3.4 Total waste arisings have declined steadily since 2002/03 with the exception of a small increase last year, notwithstanding an increase of approximately 10% in the number of households over the last 10 years.
- 3.5 During 2010/11, 1,208 tonnes of recyclate was collected from the 23 public recycling points around the city. This is less than the 2009/10 figure of 1,860 tonnes. It is felt that this reflects the popularity of the new blue bin scheme, which provides extra capacity and the ability to recycle more materials (e.g. cartons) at home. The recycling points (see Appendix A for list of sites) supplement the kerbside provision in two important ways:
- Some residents prefer to recycle in this way
 - They provide a collection of other materials that we are not able to collect at the kerbside, eg: textiles, shoes and small electrical items. The intention is to increase the number of sites with this extended range of materials over the coming year to capture as much of these additional materials as possible.
- 3.6 Fifteen litter recycling sites have been installed over the last 2 years, both in the city centre and in parks and open spaces. In 2010/11 we landfilled 2,665 tonnes of street sweepings and litter. Streets and Open Spaces are currently looking at ways in which litter recycling can be increased in the city.
- 3.7 The city council also offers a commercial waste recycling service for business premises, which is growing.

Targets for the future

- 3.8 The Waste (England and Wales) Regulations 2011, which transpose the revised EU Waste Framework Directive, stipulate that by 2020 50% of household waste is to be recycled.

The RECAP Joint Municipal Waste Management Strategy includes a voluntary target of recycling or composting 50 – 55% by 2015/16 and 55 – 60% by 2020/21 for the partnership area.

Cambridge City Council targets have been set based on the small incremental increases shown in the graph above. For 2012/13 it is set at 48% (24% for dry recycling and 24% for composting).

- 3.9 It is timely to now consider what the next steps should be with reference to the national picture and other councils that are similar to

Cambridge.

- 3.10 Cambridge City has a high percentage of residents living in flats, plus significant numbers of transient residents including approximately 26,000 students plus migrant workers many of whom live in Houses of Multiple Occupation (HMO's). From June 2009 to June 2010 internal inflow of people in Cambridge was 12,500 and the outflow was 13,700. The 2001 Census showed that 13,803 people lived in communal establishments. There are 11,479 flats (maisonettes or apartments) in the city. This is 26.9% of the total number of properties. The city also has a highly diverse population with a high percentage of residents for whom English may not be their first language.
- 3.11 Research² has shown that areas with high population densities and high rates of population flux have lower recycling rates. The council has invested in communal bins for recycling at existing flats in the city. This work is now close to completion after 2 years of rolling out bespoke services. All new flats have provision for recycling planned in from the beginning with large blue and green bins installed.
- 3.12 However, there are issues around communal provision for flats including HMOs, with generally reduced levels of participation and increased levels of contamination. This research also shows that to increase recycling in these areas requires targeted and regular communication campaigns particularly for university students.

High performing authorities

- 3.13 Certain WCA are achieving very high recycling rates of over 60%. These rates are beginning to match some of the high performing European countries. For example Flanders (one of 3 regions in Belgium) has a recycling rate of 72% in rural areas and over 60% in urban areas. However, the high performing local authorities in this country tend to have different demographics and different housing types to Cambridge.
- 3.14 For example South Oxfordshire District Council (SODC) is reporting a rate of 65% for 2010/11, but is a predominantly rural area with small proportions of flats and transience. They introduced significant changes to services in June 2009 which included moving to an alternate week collection of refuse and recycling, a weekly food waste collection and 2 wheelie bins across the district. They also provide an opt-in chargeable green waste collection, which has been taken up by 33% of residents. Refuse is collected in a 180 litre bin and dry recycling in a 240 litre bin. In the first year of operating 6,115 tonnes

² International recycling experience for multi-occupancy households - November 2010 – SITA UK
Report Page No: 5

of food waste was collected. SODC emphasise the importance of good communication with residents. They employed consultants and won an award for this communications programme. Their dry recycling rate for 2010/11 was 35.23% and the composting rate was 29.7%. This roll out increased their recycling rate from 42.45% in 2008/09 to 65% 2 years later.

3.15 In order to eliminate or reduce some of these variables it is more useful to make comparisons with our Nearest Neighbour (NN) group of authorities as set out by CIPFA (Chartered Institute of Public Finance and Accountancy). These authorities are grouped together because they are similar across a wide range of socio economic indicators.

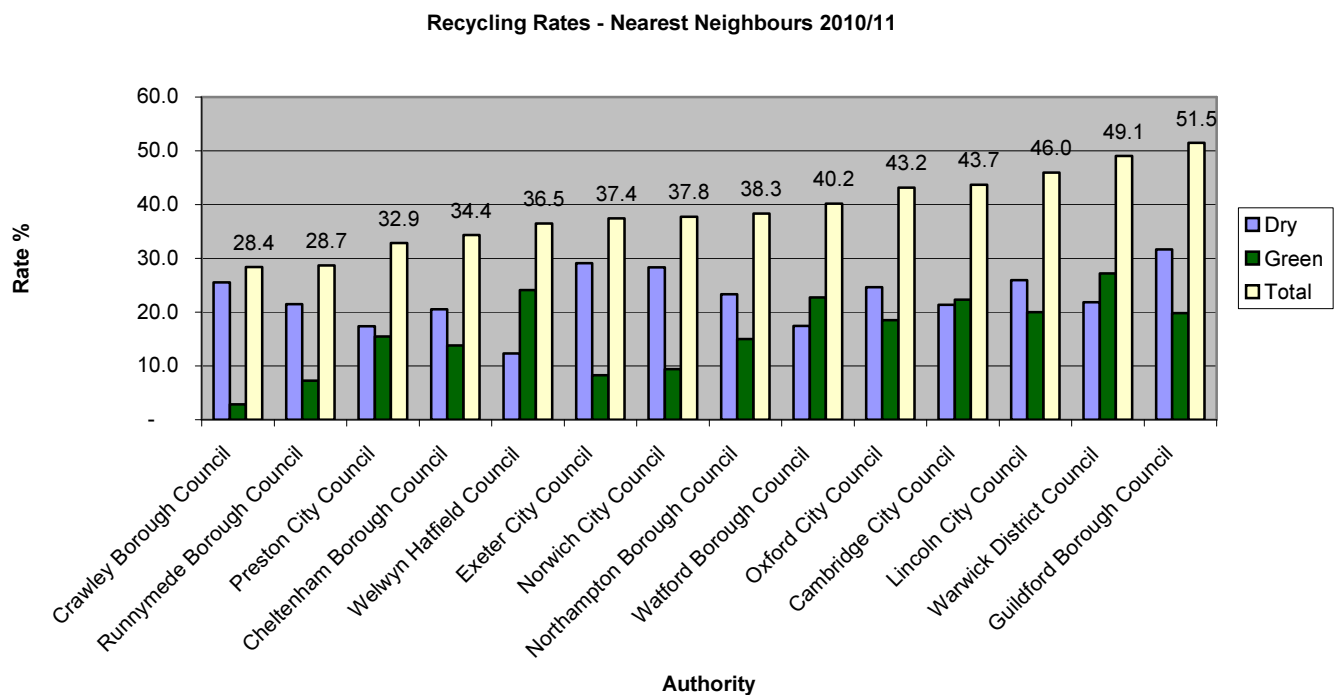


Figure 2 - Recycling Rates for Nearest Neighbour group 2010/11

3.16 Figure 2 above shows Cambridge City is fourth highest for its composting rate and overall recycling rate and tenth for its dry recycling rate. This shows that there is greater scope for improvement within the dry recycling scheme, although all aspects including waste prevention should be considered.

3.17 Figure 3 below shows the residual household waste figures (NI 191) for Cambridge City and demonstrates a steady decline on the amount of material sent to landfill.

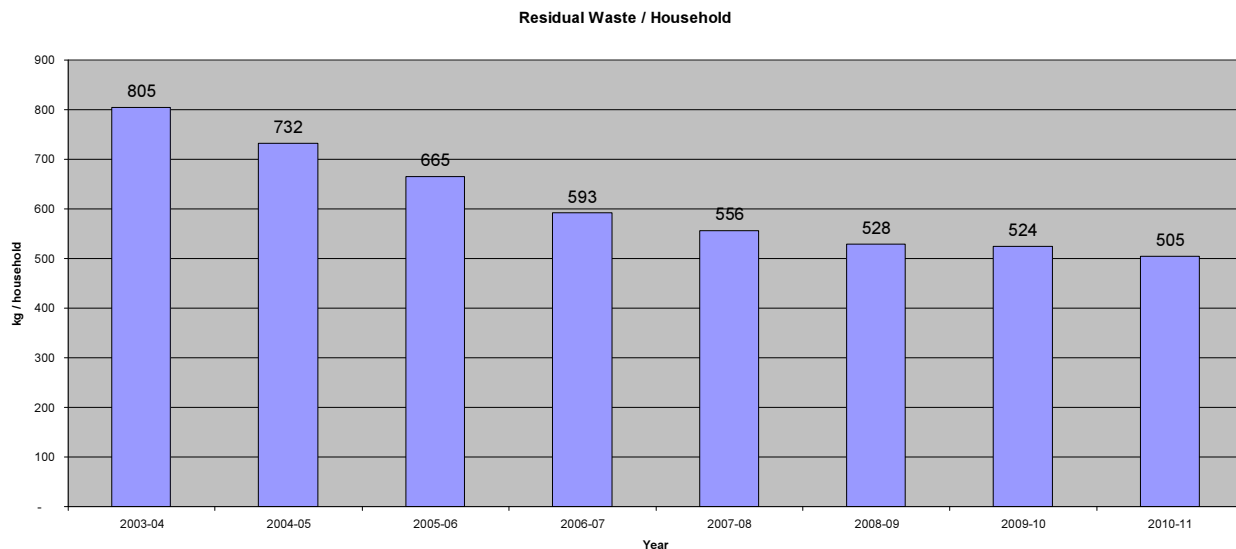


Figure 3 Cambridge City Council – NI 191 kg of Residual waste per household for 2003/4-2010/11

3.18 Figure 4 below is a comparison with the authorities in our NN group and shows that for 2010/11 we are in the middle of the group with a residual waste figure of 505 kg per household. The range is from 653 kg for Welwyn and Hatfield to 391 kg for Guildford Borough Council. This demonstrates again that we could be diverting more material for recycling.

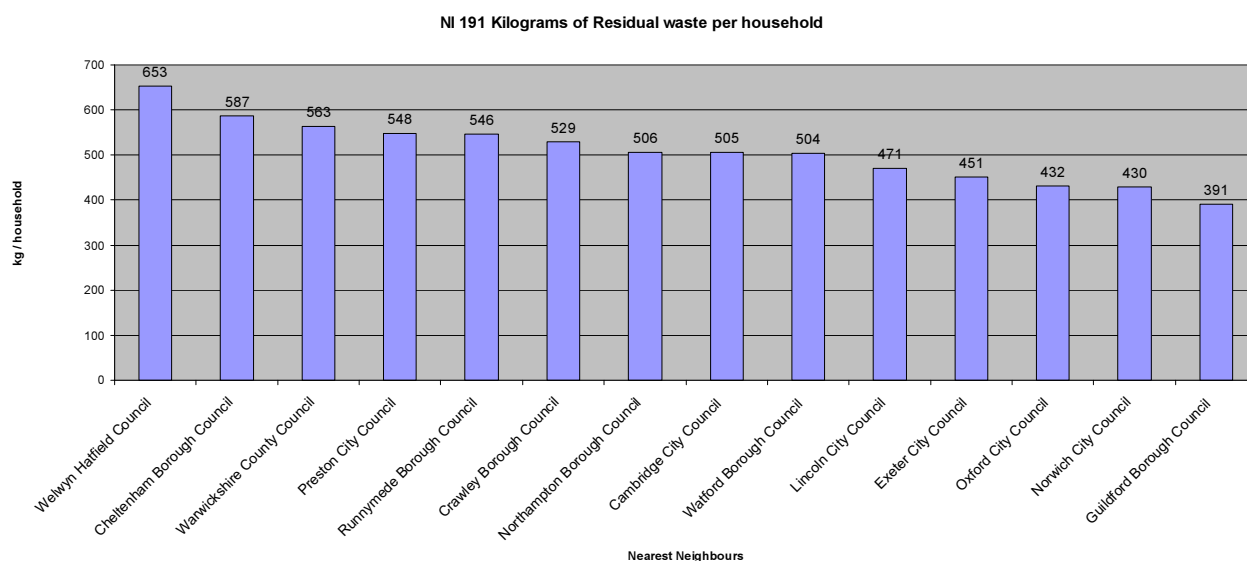


Figure 4 NI 191 kg of Residual Waste per household for Nearest Neighbour Group 2010/11

3.19 Guildford BC is the highest performing council in the NN group with an overall rate of 51.5%. They are also the highest for their dry recycling with 31.7%. Although their dry recycling collection system differs from ours in that they have a weekly box collection, it does demonstrate what can be achieved from dry recycling and what we should be aiming for. The materials collected are very similar to ours.

- 3.20 Exeter has the next highest dry recycling rate with 29.1%. Oxford City, although performing less well overall than Cambridge, has a slightly higher dry recycling rate than us at 24.6%. Both these authorities are university cities with transient people and high density housing areas. They also have very similar schemes to us. Again these examples demonstrate that we should be able to achieve more through our blue bin scheme.
- 3.21 Within Cambridgeshire, Huntingdonshire DC has the highest overall recycling rate with 57.8% and a dry recycling rate of 26.7%.
- 3.22 Between April and July 2010 participation monitoring was carried out on one collection round in the city that was identified as potentially being able to increase recycling. This was done before and after a door-knocking campaign, which covered this area plus 3 other collection rounds, to directly speak to and educate residents about the use of blue and green bins. In total, 2,801 residents were spoken to directly out of the 3,936 properties contacted.
- 3.23 The participation monitoring prior to the door-knocking campaign demonstrated a participation rate in the blue bin recycling service of 88.7% and a rate of 84.3% in the green bin recycling service. Participation in the blue bin recycling service increased by 2.9% to 91.6% after the door-knocking campaign, while participation in the green bin recycling service increased by 3.2% to 87.5%. Analysis of tonnes collected at the time showed an overall increase in both the blue and green bins of 15 tonnes across the chosen rounds during the two months of the door-knocking.
- 3.24 This work provided some useful information and has influenced some promotions including work done by our volunteer recycling champions. However, it was a relatively small sample and more representative data is required to extrapolate figures for the city as a whole.

Proposals for the Future

- 3.25 Comparing our figures with those in our Nearest Neighbour group, Cambridge is performing well overall. However, the above demonstrates we can achieve more dry recycling in order to increase our diversion rate and meet our targets. Compared to many high performing authorities we have very similar schemes apart from the fact that around 74 local authorities in England are either offering or plan to offer separate weekly food waste collections. In Cambridge food waste is collected in the green bin on a fortnightly basis. This material is sent to an In-Vessel Composting (IVC) facility. A waste analysis carried out in 2007 showed that 31% of the contents of the black bin was made up of food waste at that time. However, the

amount captured in the green bin, although low, was higher in Cambridge than for the other districts in Cambridgeshire. It is important to carry out a new waste analysis before considering introducing any more changes to existing services, as the composition of waste in the black bins is likely to have changed significantly in the past 4 years.

- 3.26 It is also important to note that the contract with Viridor for the bulking, transporting and sorting of the blue bin material includes a wide range of materials but does not include polypropylene or polystyrene (plastic pots, tubs and trays). Banks at the main recycling points have recently been provided for this material and are being well used by residents (they are emptied weekly with 261 kg collected in the first 2 months). The Materials Recycling Facility (MRF) contract runs until November 2014 and the intention is to include this material within the new contract. In the meantime negotiations are taking place with Viridor to ascertain the feasibility and impact on the current contract of including these materials in the blue bin
- 3.27 To increase our recycling rate in the city, further information needs to be gathered about participation rates and waste composition to find out what is being recycled or composted and what is remaining in the black bins that could be recycled through our existing schemes. Participation monitoring work needs to be done over a six week period and waste compositional analysis work needs to be carried out on a minimum of two separate occasions. A resident survey conducted in low performing areas would also help find out who is not recycling and why. It could also identify what residents feel would encourage participation.
- 3.28 Depending on the results of these studies, we will need to consider a range of initiatives, which would be likely to require significant investment. These should include evaluating authorities which
- Have introduced incentive schemes e.g. Royal Borough of Windsor and Maidenhead. Birmingham City Council has also introduced an incentive scheme in partnership with Nectar. These schemes are based on rewarding either individuals or communities for adopting positive recycling behaviour. Rewards can be in the form of vouchers, donations to charities or local groups, points that can be redeemed at local facilities (possibly linked to council facilities), or discounts on goods or services.
 - Have introduced compulsory recycling e.g. London Borough of Barnet (Mar 2005), Bromley (Apr 2006, and reported a dry recycling rate of 28.3% in 2009/10) and Lambeth BC (Apr 2011). This approach focuses on the fact that legally under the Environmental Protection Act 1990 residents are required to

recycle. Barnet does not allow residents to put glass, paper or cans in their black refuse bin. This does not apply to flats. Residents who persistently and deliberately fail to recycle receive warnings and formal notices. As a last resort the council can prosecute persistent offenders.

- Are providing a weekly food waste collection. This could be done in Cambridge by providing a food waste collection for the week when the green bin is not being emptied. A pilot scheme should be considered first in order to explore the best way of gaining the most food waste.
- Have invested in IT systems that provide real time data from collection vehicles resulting in improved reporting and better information to customers. In-cab technology enables drivers to report issues that can then be picked up straight away by Customer Service staff. These systems can also be used to target promotions, for example by automatically generating letters to residents who are not recycling.
- Have been recognised for delivering best practice communications and the impact these have had on recycling rates. Hull City Council received the Communications Campaign of the Year award last year from CIWM's (Chartered Institute of Wastes Management) Awards for Excellence for their communications programme, which was geared to increasing their recycling rate. Their budget was £180,000, a high proportion of which was spent on a door-knocking exercise to educate residents and improve participation through face to face contact. The dry recycling rate went from 20.16% in 2008/09 to 32% in 2010/11. However, it is important to note that in the same period they also changed their collection arrangements. 94% of residents recorded an increase in recycling as a result of the communications campaign together with the new recycling initiative.

Refinements to current service

3.29 Smaller initiatives which officers suggest should be pursued now and for which committee approval is sought are:

- Removing restrictions on the provision of extra/second green bins.
- Continuing to promote the use of smaller refuse bins
- Promoting the option of having more than one blue bin
- Continuing the recycling champions scheme, which provides important face to face support for and encouragement to residents. This programme has been highly successful and now has 75 volunteers signed up to the scheme. Some volunteers are very active and have for example, attended events to promote recycling, run events with the help of the recycling champions coordinator and delivered leaflets. A Recycling Champions Group has been established in the north of the city and meets on a monthly basis to

organise events, share knowledge and decide on future local initiatives. This is invaluable work and needs to be built on across the city. Research shows that face to face contact has a real impact in terms of changing people's behaviour.

- Promoting new bring banks and extending the provision for recently introduced materials (eg small WEEE, pots, tubs and trays)

4. Implications

(a) Financial Implications

There are no financial implications in the current year as a result of this report. Any budget proposals for 2012/13 and beyond will be considered during the forthcoming budget cycle. Landfill tax, which is a cost to the public purse overall, is £56 per tonne for 2011/12.

In 2010/11 avoiding landfill tax for all the dry recycling tonnage saved £539,904 in landfill tax alone. This excludes the gate fee costs. The tax is rising by £8 each year up to 2014/15 when it will be £80.

At the current rate a 1% increase in dry recycling saves the County Council £25,000 of landfill tax. At present the recycling credit paid by the county council for waste diverted from landfill is £38.65 per tonne, which for a 1% increase in dry recycling would generate an extra income of £17,100. Any increase in recycling will result in additional income for the material from our contractors. We do not receive recycling credits for green waste as this material is composted through a county council contract with AmeyCespa (formally Donarbon) at Waterbeach.

(b) Staffing Implications

There are no staffing implications.

(c) Equal Opportunities Implications

An Equality Impact Assessment has not been carried out as no decisions have been made yet as to which changes will be implemented. This will be done once it is decided what policy changes and service changes are required.

(d) Environmental Implications

Increasing recycling rates has environmental benefits and is more carbon efficient than landfilling. There are no specific carbon savings at present, as these recommendations are not making substantial changes to the service. However, the proposals made at 3.27 will have a low positive impact (+L). For common household waste

streams such as paper, glass and metal, recycling incurs lower environmental costs than production from virgin materials.

(e) **Consultation**

Consultation with members of the public would be carried out if service changes were being considered in order to ascertain which options were most acceptable to residents. Until data is gathered and direction agreed no consultation will take place.

(f) **Community Safety**

There are no community safety implications.

5. Background papers

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

Environment Scrutiny Committee Report - Proposed changes to Dry Recycling Service – 13/1/09

Government Review of Waste Policy England 2011

6. Appendices

Appendix A - List of Recycling Points and the materials collected at each point

7. 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 - List of Public Recycling Points

Find your local recycling point

We've introduced new banks for more materials at some recycling points:

check to see what you can recycle at your local site

										
	glass bottles & jars	food tins & drink cans	newspapers & magazines	plastic bottles	textiles & clothes	books, tapes & discs	low-energy light bulbs & batteries	small appliances	plastic pots, tubs & trays	cartons
Sainsbury's, Coldhams Lane										
Waitrose, Hauxton Road										
Tesco, Newmarket Road										
Beehive Centre, Coldhams Lane										
Arbury Court car park										
Cherry Hinton Hall car park										
Lammas Land car park										
Colville Road car park										
Daily Bread car park, Kilmaine Close										
Chesterton Rec. Ground, Church Street										
Wulfstan Way shops										
McDonalds, Newmarket Road										
Stretten Avenue, behind church										
Campkin Road shops										
Adam & Eve Street car park										
Gwydir Street car park										
Addenbrooke's, Robinson Way										
Cherry Hinton High Street, behind shops										
Byron Square Rec. Ground										
Park Street car park										
Abbey Road car park										
Castle Hill car park										
Chesterton Road, near public toilet										

Recycling centres

You can recycle more items including timber, scrap metals, cardboard, cooking oil, garden waste, paint and paint tins, large appliances such as fridges or washing machines, fluorescent tubes and car batteries at the large County Council recycling centres. The nearest centres to Cambridge are off the A10 near Milton and off the A505 near Thriplow. You can also dispose of extra household rubbish, DIY waste, carpet and household chemicals at these sites.

To find out more, including opening times, visit:

www.cambridgeshire.gov.uk/environment/recycling

or call 0345 045 5207.

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Project Appraisal and Scrutiny Committee Recommendation

Project Name	Relocation of Car Park Control Room at Grand Arcade Car Park
Committee	Environment Scrutiny Committee
Portfolio	Planning and Sustainable Transport
Committee Date	4 October 2011
Executive Councillor	Tim Ward
Lead Officer	Sean Cleary

Recommendations

Financial recommendations –

- The Executive Councillor is asked to recommend this capital scheme (which is not included in the Council's Capital Plan) for approval by Council, subject to resources being available to fund the capital costs associated with the Scheme. The total capital cost of the project is up to £70,000, and it is proposed that this funded from Repairs and Renewals funds.
- There are no revenue costs arising from this scheme.
- Savings from further absorbing the management of ShopMobility within the Parking service, as recommended in the 2008/09 review of ShopMobility, are dependant on this project being delivered.

Procurement recommendations:

- The Executive Councillor is asked to approve the carrying out and completion of procurement exercises with a number of different contractors for the relocation of the Grand Arcade operations control room. The total cost for this project is estimated to be £70,000, with the building works likely to cost approximately £44,000.
- If the quotation or tender sum exceeds the estimated contract value by more than 15% the permission of the

Executive Councillor and Director of Resources will be sought prior to proceeding.

1 Summary

1.1 The project

To relocate the car parks' operational base within the Grand Arcade Car Park. The new facility will accommodate a new car park management system, and manage both the car park operations and the ShopMobility service from a single location. This will considerably improve accessibility for our customers, operational efficiency and significantly improve health and safety for the general public and staff who will no longer be required to cross the busy exit lane at the bottom of the car park exit spiral.

Target Start date	January 2012
Target completion date	March 2012

1.2 The Cost

Total Capital Cost	£70 000
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Capital Cost Funded from:

Funding:	Amount:	Details:
Reserves		
	£15,500	23548 - Car Park office R&R
	£44,500	27721 - Car park Structural R&R
Repairs & Renewals	£10,000	23545 - Car park Equipment R&R
	TOTAL	
	£70,000	
Section 106	£	
Other	£	

Revenue Cost

Year 1	Following the relocation of the operations control room a review of the management structure will be conducted. We will then be able to determine any revenue savings as a result.
Ongoing	

1.3 The Procurement

City Council Architects will lead on the procurement on the building work. Candidates will be selected from the Construction Line list and a tender will be issued to appoint external contractors. Planning and building regulation fees are likely to cost about £500.

Parking Services will run a further two elements of this project, namely:

- Arranging for outfitting the room with elements such as flooring, lights, fixtures, fittings and furniture at an estimated cost of £10,000.
- Relocating the car park management system of computers and servers to the new office; this will include extending cabling into the new office at an estimated cost of £10,000. Manufactures who supply the current car park equipment will arrange the relocation of the management system and wiring and cabling, in order to avoid invalidating any warranties or maintenance agreements that are currently in place.

Each element is expected to cost up to £10,000. In the event of this sum exceeding £10,000 an exemption will be sought for approval.

2 Capital Project Appraisal & Procurement Report

2.1 What is the project?

The central operations room at the Grand Arcade Car Park needs to be relocated to address access and associated health and

safety issues for staff and the general public who currently have to cross the busy exit lane at the bottom of the car park exit spiral to access the customer service kiosk.

Service reviews in 2008/09 recommended further integration of the ShopMobility service into the car park operations. Following reorganisation of the car parks operations at the Grafton Centre, a single office base now serves both ShopMobility and general car park customers.

At the Grand Arcade, current arrangements for customers using ShopMobility services or receiving help with car parking problems are inefficient in their use of staff, and unsatisfactory in their location.

This project proposes an extended, single office location within the current ShopMobility car park area to:

- Improve operational efficiency by physically integrating the operational management arrangements for ShopMobility and car parking services at the Grand Arcade;
- Create one point of contact for the public;
- Improve safety and access for customers seeking support at the Grand Arcade car park, and particularly for Blue Badge holders needing to have their ticket validated;
- Offer the potential to improve customer service for all users of car parks and ShopMobility services, for example by enabling longer opening times for ShopMobility services;
- Improve service flexibility, as the staff will be able to operate both services from a single base. The car park management team will oversee both services.

Following the building of the new combined operations room a management review will be undertaken to identify any further savings.

2.2 What are the aims & objectives of the project?

The relocation of car park control room and ShopMobility office to a single operations centre within the Grand Arcade car park will offer the opportunity to improve the current level of services to ShopMobility and car park customers at lower cost. The relocation of the operations room will also improve the access, availability and safety of our customers when accessing the new office, who

Revenue savings:

Following the relocation of the operations control room a review of the management structure will be undertaken, and this process is expected to generate future revenue savings.

This project has no adverse VAT implications

(b) Staffing Implications

Staffing hours for this project are estimated to be:

- Procurement team – 2 hours
- Parking Service management team - 170 Hours
- Cambridge City Council Architects - 100 Hours
- Finance and legal services are required to prepare and administer the contract for this project – 10 hours

(c) Equal Opportunities Implications

For the general public,

- Single point of contact to access ShopMobility and Parking services in the Grand Arcade car park
- Combined office will positively benefit customers with impaired mobility
- Improved access for Blue Badge holders who visit the customer services kiosk to receive the 3 hour parking discount
- Improved access for ShopMobility customers due to extended opening hours
- Improved Health and Safety to the general public and staff as easier and safer access to car parking and ShopMobility operations room

For Retailers

- Potential for a more flexible services through longer opening hours

For the Council

- Improved Health and Safety for staff as they will no longer have to cross the car park exit lane to access car parking

equipment and manage traffic control at the base of the exit spiral

- Efficient service delivery of both car park and ShopMobility services from one location
- Better services will be provided to disabled customers as opening hours will be extended

An Equality Impact Assessment has been completed for this project and is attached.

(d) Environmental Implications

Climate Change impact	+L
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Potential for reduced energy costs from amalgamating two separate offices into a single central operations centre.

Lighting will be purchased for the new office. We will ensure that energy efficient lighting is selected. Energy savings for lighting will need to be quantified once installation is completed.

(e) Consultation

The Grand Arcade Partnership was consulted as were the Landlords USS, who have given their permission for this project and as required in the car park underlease.

(f) Community Safety

Concerns have existed for some time about the health and safety risks to car park users including blue badge holders wanting to visit the current customer services kiosk at the Grand Arcade car park, and who must cross very busy exit lanes at the bottom of the car park spiral exit. This is a route used regularly by customers and staff, and including Blue Badge holders and ShopMobility users. The newly located operations room, combining both ShopMobility and Parking services would allow for easier access for the public when making car park and ShopMobility enquiries as well as considerably reducing the health and safety risks.

4. Background papers

Car Park ShopMobility review 2008/09.
Equalities Impact Assessment

5. Appendices

N/A

6. Inspection of papers

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

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To: Executive Councillor for Planning and Sustainable Transport: Councillor Tim Ward
Report by: Head of Specialist Services
Relevant scrutiny committee: Environment Scrutiny Committee 4/10/2011
Wards affected: All Wards

Replacement of Grand Arcade Car Park Management System

Key Decision

1. Executive summary

- 1.1. The Grand Arcade car park management system is now more than 7 years old and needs to be replaced to sustain and protect the council's income stream. A decision needs to be made to commit the capital expenditure to procure a suitable solution that addresses customer needs and expectations.
- 1.2. A new system will need to comply with new rules relating to processing cashless parking payments. It will need to be capable of delivering key objectives that will enhance access to the car park and enable emissions-based charging and customer-focused initiatives and promotions that can influence parking demand. The new system will include Pay on Foot technology to control access to and facilitate payment for parking across one or more multi-storey car parks, and enable web-based payment and pre-booking of parking at the Grand Arcade car park.

2. Recommendations

The Executive Councillor is recommended:

- 2.1 To delegate authority to the Director of Environment and, in consultation with the Director of Resources and the Head of Legal to procure and award a contract to implement a new car park management system, to be installed in the Grand Arcade

car park. The total capital cost of the project is approximately £400,000, and this is to be funded from the car parks' equipment R&R budget.

3. Background

- 3.1 The current Grand Arcade car park management system was installed in the former Lion Yard Annex to manage the reduction from 1000 spaces to 330 spaces during the construction of the Grand Arcade and the new car park. The system is now over seven years old and nearing the end of its useful life. Rising maintenance costs and decreasing reliability present real operational and financial risks to the city's busiest car park. Developments in technology and growing customer expectations also call into question the suitability of the present system to satisfactorily meet the needs of today's stakeholders.
- 3.2 Given the developmental nature of the project, it is proposed that specialist advice be procured to help with the detailed definition and technical specifications of the project tender documentation and with the management and implementation of the specific solution and costing.

4. Implications

(a) Financial Implications

Capital costs are estimated to be in the region of £400,000, consisting of the costs of the equipment (£370,000), civil works (£10,000) and specialist advice in specifying and procuring a suitable solution (£20,000). These costs will be incurred in the 2012/13 financial year.

Additional Revenue costs of £1,500 per annum are anticipated, to fund costs associated with operating internet-based pre-booking facilities.

Equalities Impact Assessment

6. Appendices

Appendix 1- Capital Project Appraisal

7. Inspection of papers

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

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APPENDIX 1

Project Appraisal and Scrutiny Committee Recommendation

Project Name	Replacement of Grand Arcade Car Park Management System
Committee	Environment Scrutiny
Portfolio	Climate Change and Transport
Committee Date	4th October 2011
Executive Councillor	Tim Ward
Lead Officer	Sean Cleary

1. Recommendations

Financial recommendations –

- 1.1 The Executive Councillor is asked to approve the commencement of this scheme, which is already included in the Council's Capital & Revenue Project Plan (SC506).
- 1.2 The total capital cost of the project is estimated to be £400,000 and it is proposed that this is funded from the car parks equipment R&R fund.

Procurement recommendations:

- 1.3 The Executive Councillor is asked to approve the carrying out and completion of the procurement of a new car park management system and its installation.
- 1.4 If the quotation or tender sum exceeds the estimated contract value by more than 15% the permission of the Executive Councillor and Director of Finance will be sought prior to proceeding.

Summary

2. The project

- 2.1. To procure a suitable Pay on Foot car park management system to replace the present system at the Grand Arcade Car Park.
- 2.2. A car park management system includes front line car park equipment such as entries, exits, barriers and paystations. It also includes computer equipment so the car park attendants can view and operate the equipment from the control room in the Grand Arcade car park. Equipment may also be needed so the management team can remotely operate equipment and run reports of car park operations from their centralised business office.
- 2.3. The control equipment must also be able to act as a central hub to view and control the function of the other multi storey car parks after their car parking equipment is replaced.

Target Start date	<i>April 2012</i>
Target completion date	<i>March 2013</i>

The Cost

Total Capital Cost	£400,000
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Capital Cost Funded from:

Funding:	Amount:	Details:
Reserves	£0	
Repairs & Renewals	£400,000	Car park Equipment R&R23545. Capital project ref. SC506
Section 106	£0	
Other	£0	

Revenue Cost

Year 1	£1,500	Fees for external management of pre booked parking payments made on website
Ongoing	This will be reviewed as new service introduction	

3. The Procurement

- 3.1. The car park management system at the Grand Arcade car park will be competitively tendered.
- 3.2. The tender will be for replacement of the car parking equipment at the Grand Arcade, It will also ask for an option price on the same parking equipment to be installed in the other multi storey car parks in the future. This option price will enable us to use this one procurement exercise to install equipment in all of our car parks some years apart and ensure competitive purchase prices. Advice will be sought from the procurement team regarding this matter.
- 3.3. Committee approval will be sought as expected before purchasing car parking equipment for installation in the other multi storey car parks.
- 3.4. Given the developmental nature of the project, it is recommended that specialist advice be procured from a parking consultant to help with the detailed definition and technical specifications of the project tender documentation and with the management and implementation of the specific solution and costing.

Capital Project Appraisal & Procurement Report

4. What is the project?

- 4.1 The project is to replace the car park management system at the Grand Arcade Car Park. The existing car park equipment is now seven years old having been installed during the initial

phase of the Lion Yard demolition in 2004/05.

- 4.2 The equipment is nearing the end of its useful life with rising maintenance costs and decreasing reliability, which present a real operational and financial risk to the city's busiest car park.
- 4.3 Developments in technology and growing customer expectations also call into question the suitability of the present system to satisfactorily meet the needs of today's stakeholders.
- 4.4 Emerging innovations in the way parking is purchased and paid for, including 'Wave and Pay' contactless technology, and new opportunities for pre-payment and cashless payment are available to customers through the Internet. Pre-payment for parking and advanced booking of parking space through on-line and telephone-based technology including Near Field Communications (NFC) and Automatic Number Plate Recognition (ANPR), are becoming a common feature of large car parking operations, particularly at airports and shopping centres.
- 4.5 Some of the most popular examples of NFC applications in mobile devices initially focussed on contactless ticketing. For car park customers, the convenience of using their mobile phone to pay for the train or bus fare is proving increasingly popular. Cambridgeshire's Park and Ride Service is trialing NFC technology for ticketing and payment of this service.
- 4.6 ANPR has operated successfully in Cambridge for nearly three years for blue badge holders and season ticket holders as a means of enhancing access and control in and out of car parks.
- 4.7 A new car park management system will need to:
 - Strictly control customer access including paper tickets, pass cards, credit/debit cards, bar codes, pin pad, licence plate, Radio Frequency Identification (RFID) tags
 - Be able to remotely provide a discount to blue badge holding customers

very busy area. It is felt that there will soon be an accident as cars emerging from the exit spiral, often travelling too quickly, find the road to the exit barriers blocked by parked cars.

- Provide car park customers with new services including ticketless credit/debit card at entry and exit, replacement ticket issue at pay stations, web based prebooking and prepayment, NFC payment at pay stations and eliminate the need for cashiers at car park exits.
- Integrate financial systems and on-line card authorisation, improve financial and management control and enable car park tariffs and statistical reports with minimal dependency on the system provider
- Minimise the scope for fraud through the application of technology such as ANPR, event driven CCTV & intercom file retrieval functions.
- Increase commercial opportunities by linking into events and retail initiatives
- Improve car park security and control including the integration of ANPR to capture, record and print vehicle registration numbers onto uniquely numbered and encoded car park entry tickets.

5.2 The project contributes to the Council's vision of a city:

- in the forefront of low carbon living and minimising its impact on the environment from waste and pollution through reduced ticket and paper use and reduced cash collections through the promotion of non cash methods of payment.

6. The major issues for stakeholders & other departments

6.1 General public

- More options for payment reducing the requirement for cash
- Improved efficiency of access & egress
- Improved security with licence plate linked ticketing
- Improved information via web and VMS systems
- Improved customer services eg replacement tickets at pay stations
- Improve access for disabled drivers

6.2 Retailers

- More ways to use and promote car parks to go shopping
- Council
- More ways to improve cost/benefits
- Increased scope to refine and increase car park revenue
- Improved financial control
- Improved management information
- Enhanced demand management toolkit

6.3 Environment

- More ways to encourage greener parking

7. Summary of key risks associated with the project

7.1 Installation of new equipment could:

- Disrupt operations during installation period
- Cause loss of income due to closure of parking spaces

Both of these can be mitigated through a phased installation during off-peak or closed car park periods

7.2 To do nothing will:

- Result in increased maintenance
- Increased disruption due to break down
- Loss of reputation
- Loss of revenue.

8. Financial implications

8.1 Appraisal prepared on the following price base: 2011/12

Capital & Revenue costs

(a) Capital	£	Comments
Building contractor / works		
Purchase of vehicles, plant & equipment	370,000	
Professional / Consultants fees	20,000	Estimate cost for 2012/13 budget period
IT Hardware/Software		
Other capital expenditure	10,000	Civil works/cabling
Total Capital Cost	400,000	

(b) Revenue	£	Comments
	1,500	Fees for external management of pre booked parking payments made on website. Bid for funding would be made through annual budget review
Total Revenue Cost	1,500	

9. VAT implications

This project has no adverse VAT implications.

10. Equal Opportunities Implications

The new entry, exit and pay machines procured in this project will be suitable for use by disabled customers. The new equipment will enable us to remotely provide a parking discount to blue badge holders meaning that they will no longer have to park next to the exit and get out of their cars to visit the customers services kiosk.

The Grand Arcade has an equalities impact assessment but this will be updated in the near future for the two proposed new projects at this car park.

11. Environmental Implications

Climate Change impact	+L
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- 11.1 This project will have a positive climate change impact.
- 11.2 We are anticipating having less pay machines, which handle cash, and therefore fewer cash collections will be required. Payment machines will have the ability to switch off after prolonged periods of inactivity. They will automatically switch back on when customers approach the machine these requirements will be shown in the specification when procuring the project. However, details have not yet been finalised.
- 11.3 The new management system will handle pre booking with a ticket less system so saving on paper tickets being used. We expect this process to become popular. However, we are unable to quantify the usage of pre booking at this time.

12. Other implications

None

13. Estimate of staffing resource required to deliver the project

- Procurement team – 10 hours
- Parking Service management team will project manage – 700 hours
- Finance and legal services required to prepare and administer the contract - 25 hours
- External consultancy to provide detailed specification and evaluate tender – 100 hours

14. Dependencies upon other work or projects

The new car park management system is reliant on the new integrated car park and ShopMobility control room being completed

Capital Project Appraisal - Capital costs & funding - Profiling

Appendix A

	2010/11	2011/12	2012/13	2013/14	2014/15	Comments
	£	£	£	£	£	
Capital Costs						
Building contractor / works	0					
Purchase of vehicles, plant & equipment			370,000			estimated
Professional / Consultants fees	0		20,000			estimated
Other capital expenditure:	0		10,000			cabling/civils (estimated)
	0					
Total Capital cost	0	0	400,000	0	0	
Capital Income / Funding						
Government Grant	0					
S106 funding	0					
R&R funding			400,000	0		Car park Equipment R&R 23545 Capital project SC506 already set up
Earmarked Funds	0					
Existing capital programme funding	0					
Revenue contributions	0					
Total Income	0	0	400,000	0	0	
Net Capital Bid	0	0	0	0	0	

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Project Appraisal and Scrutiny Committee Recommendation

Project Name	New and Replacement Bus Shelter Project
Committee	Environment Scrutiny Committee
Portfolio	Planning and Sustainable Transport
Committee Date	4 th October 2011
Executive Councillor	Cllr Tim Ward
Lead Officer	Andy Preston

Recommendation/s

Financial recommendations –

- The Executive Councillor is asked to approve commencement of the project, which is already included in the Council's Capital Plan. The total capital cost of the project is £217,000, this is to be funded from the capital programme for new and replacement shelters PR018.
- The revenue costs of the project are £8,400, these are to be the subject of a separate revenue bid.

Procurement recommendations:

- The Executive Councillor is asked to approve the carrying out and completion of the procurement of new and replacement bus shelters.
- If the quotation or tender sum exceeds the estimated contract value by more than 15% the permission of the Executive Councillor and Director of Finance will be sought prior to proceeding.

1 Summary

1.1 The project

The project proposes to replace 50% of the existing stock of 58 shelters, identified from a condition survey and provide 10 new shelters at existing bus stops, identified from passenger volumes and stakeholder consultation.

Target Start date	5th October 2011
Target completion date	31st March 2012

1.2 The Cost

Capital Cost Funded from:

Funding:	Amount:	Details:
Reserves	£217,000	<i>Bus Shelters Capital Programme PR018</i>
Other		
TOTAL	£217,000	

Revenue Cost

Year 1	£8,400
Ongoing	£8,400

1.3 The Procurement

All construction services will be procured externally from Cambridgeshire County Council through their contract with Cambridgeshire Highways. This arrangement is regulated by the existing Agency Agreement between the City and County Council. The procurement of highway construction services through this route was approved by Environment Scrutiny Committee in October 2010. An extension to this approval is also being sort from Strategy and Resources Scrutiny Committee in October, whilst the procurement of a new City Council Civil Engineering Construction framework is completed.

The Streets and Open Spaces Project Delivery Team will provide all design and supervision services within the current budget.

2 Capital Project Appraisal & Procurement Report

2.1 What is the project?

The City Council currently owns and maintains 58 bus shelters across the city, many of which are in need of replacement being difficult to maintain due to the lack of available spare parts following the demise of the manufacturer.

This project proposes to replace 50% of the existing shelter stock, targeting those with the greatest need, identified through a condition

survey that has recently been carried out. The continuing need for existing shelters will also be assessed, as bus routes may have changed over time reducing the level of use of certain shelters.

It is also proposed to provide 10 new shelters at existing bus stops. The routes with higher passenger volumes will take priority, along with areas of the City where bus use is predominantly by vulnerable groups such as the elderly and infirm.

Consultation will take place with key stakeholders such as the County Council and bus operators and proposals will be presented to Area Committees for comment and review.

Further consultation with directly affected residents will be carried out for the 10 new shelter sites, any objections will be presented to Ward Councillors to determine.

2.2 What are the aims & objectives of the project?

This project will contribute to achieving the following Council Vision:

- **A city where getting around is primarily by public transport, bike and on foot.**

Improvements to waiting facilities for passengers will help make bus travel more attractive.

Bus shelters across the City will have a smarter, better-integrated appearance, presenting a better image of public transport than at present.

Improving shelters will help to make them safer and more attractive for vulnerable bus users.

This will help to boost use of public transport.

2.6 Capital & Revenue costs

(see also Appendix B for spread across financial years)

(a) Capital	£	Comments
Construction Costs	195,300	
Professional / Consultants fees	0	
10% Project contingency	21,700	
Total Capital Cost	217,000	

(b) Revenue	£	Comments
Maintenance and R&R	8,400	
Total Revenue Cost	8,400	

2.7 VAT implications

There are no adverse VAT implications to this project.

2.8 Other implications

Equal Opportunities Implications

Improvements to shelters would reduce the fear of crime. This would be particularly beneficial in areas of the City where bus use is predominantly by vulnerable groups such as the elderly and infirm. It is anticipated that the new shelters will be better for the partially sighted.

Environmental Implications

Improvements to waiting facilities for passengers will help to make bus travel more attractive. The local street scene will be improved. Bus shelters across the City will have a smarter, better-integrated appearance, presenting a better image of public transport than at present.

Capital Project Appraisal - Capital costs & funding - Profiling

Appendix A

	2011/12	2012/13	2013/14	2014/15	Comments
	£	£	£	£	
Capital Costs					
Construction Costs	195,300				
Purchase of vehicles, plant & equipment					
Professional / Consultants fees					
10% Project Contingency	21,700				
Total Capital cost	217,000	0	0	0	
Capital Income / Funding					
Government Grant					
S106 funding					
R&R funding					
Earmarked Funds					
Existing capital programme funding	217,000				PR018 Capital Programme
Revenue contributions					
Total Income	217,000	0	0	0	
Net Capital Bid	0	0	0	0	

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To: Executive Councillor for Planning and Sustainable Transport: Councillor Tim Ward
Report by: Toni Ainley
Relevant scrutiny committee: Environment 4/10/2011 Scrutiny Committee
Wards affected: All Wards

JOINT-FUNDED CAPITAL CYCLEWAYS 2011 - 2015

Not a Key Decision

1. Executive summary

This report seeks approval for a prioritised list of schemes to be considered for funding as part of the Cycleways programme 2011-2014 with a budget of £542,000 in total.

2. Recommendations

The Executive Councillor is recommended to:

- i) approve the prioritised list of schemes set out in appendix A;
- ii) approve the setting aside of £10,000 per year for smaller schemes such as cycle parking, flush kerbs and signage.

3. Background

At the Environment Scrutiny Committee on 11 January 2011 the bid of £100,000 per annum (£50,000 from the City and £50,000 from the County Council) was approved to extend the Cycleways programme to 2014/15. The Committee also approved the carrying forward of £142,000 for the implementation of the Downham's Lane and Perne Road roundabout schemes.

The County Council are currently undertaking procedures necessary to adopt Downham's Lane as a restricted byway. Once adopted, works can then be undertaken to improve the path for pedestrians and cyclists.

Design and costing work has been undertaken for safety improvements to the Perne Road/Radegund Road roundabout. Further costing work is currently underway and further funding may be sought from the Joint-

Funded budget if necessary. The aim is for consultation on the scheme to be undertaken towards the end of autumn or in January.

Members and residents, through the Area Joint Committees, were asked to submit any suggestions they had for future schemes to be funded through this budget. All schemes that have potential were prioritised according to an approved method and added to the list (Appendix A).

It is intended that schemes be further investigated with regards feasibility and cost. Some of the schemes will be led by the County Council, particularly those on the highway where the majority of funding is through 2 Seas or Corridor Plan Developer Contribution funding, whilst other smaller schemes will be led by the City Council. At the appropriate stage individual schemes will be consulted on and taken to both the Cambridge Environment and Traffic Management Area Joint Committee and Environment Scrutiny Committee for approval.

It is proposed that a small budget of £10,000 is available each year for very small schemes such as: installation of cycle racks, putting in flush kerbs, removing barriers and additional signs.

4. Implications

(a) Financial Implications

The financial implications will be assessed on a scheme by scheme basis.

(b) Staffing Implications

The staffing implications will be assessed on a scheme by scheme basis.

(c) Equal Opportunities Implications

The equal opportunity implications will be assessed on a scheme by scheme basis

(d) Environmental Implications

The environmental implications will be assessed on a scheme by scheme basis

(e) Consultation

Local members will be consulted at an early stage when considering proposed schemes. Schemes taken forward will then be fully consulted on.

5. Background papers

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

Scrutiny Committee Report 11/1/11 'Cycleways Joint Capital Programme Review'.

Prioritisation scores for each scheme.

Full list of Area Committee suggested schemes

7. Inspection of papers

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

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DRAFT PRIORITISED SCHEME LIST FOR FUNDING 2011 – 2015

Scheme	Description	Comment	Additional funding sources	Score (max. 45)
Radegund Road/Perne Rd Roundabout	Remodelling to make roundabout more cycle friendly	Towards a more “continental” design such as that on Cherry Hinton Road to reduce vehicle speeds.	2 Seas	27
Green Dragon Bridge	Legitimise cycling – improve sightlines, could include widening footway.	The narrowness of the bridge does not make it ideal for cycling so this is only a partial solution.		24
Greville Rd/Rustat Rd/Davy Rd traffic reduction	Consider road closures to prevent rat running in area and introduce 20mph limits.	Could look at removing commuter parking on Davy Rd	2 Seas European funding, Joint Highways budget	23*
20mph for residential streets	Suggested areas include west and south of Grange Rd and Peveral estate, riverside area; Wadloes Rd, Dudley Rd/Keynes Rd.	Pilot area to be identified. Signage, promotion and features such as removal of centre line to be considered.	2 Seas European funding	20
Cherry Hinton Road	Improvements to existing off-carriageway facility continuing improvements undertaken through the Cycle Cambridge project towards the city.	Could include reducing radii of side roads and putting in raised tables and flush kerbs, removal of signage,		19*
Improvement to path across Jesus Green	Remove camber, investigate widening and resurface path.	Path is in very poor state with compacted earth at either side. No dig possible due to tree roots.	W.Central EIP	19
No-entry except cycles for one-way streets	Open up more one-way streets to two way cycling with use of new exemption sign.		2 Seas	19

APPENDIX A

Dawes Lane	Construct hard surfaced cycle route on access to allotments and route used by cyclists to access Snakey Path and Cherry Hinton Park. Existing muddy path is adjacent to narrow footway.	Land owned by College – would need to get license to undertake work and permissive agreement or adoption if possible.		18
Wadloes Rd to Stourbridge Common path	Construct hard surfaced path across City Council housing land to provide direct link between two paths & sign path from Newmarket Rd	May be an issue with tree roots.		17
Brooklands Avenue (north)	Minor work to finish off the cycle improvements that were started under GADG.	Widen out and resurface small section of path not upgraded as part of the GADG funded scheme.		17
Arbury Road off-road cycle facilities	Likely to include widening footways and improving crossing facilities to link to the schools and Meadow Centre.		Sec. 106	17*
Improvement to NCN route 51 from Northfield Avenue to Victoria Road	Could include improved signage, traffic calming along Northfield Ave, cycle friendly traffic calming on Stretten Ave, and 20mph zones in Arbury and Kings Hedges.		Sec 106	17*
Cherry Hinton High Street	Remove existing cycle unfriendly traffic calming.	Unclear what would replace it.		16*
Ashbury close/Golding Way	Construct cycle and ped path to legitimise cut through for cyclists.	Issue of loss of green space. Initially a City EIP but funding no longer available.		16
Huntingdon Rd cycle Lanes	Provide bus boarder islands, resurface and possibly widen existing cycle lanes.	Existing cycle lanes already work fairly well. The constant stream of cyclists in the morning peak make it difficult for buses to pull into stops without conflicting with cyclists. It is also difficult for cyclists who have to move into the busy		15*

APPENDIX A

		traffic stream to overtake stationary buses. Design of bus boards would need to be safe for bus users with disabilities.		
Burnside/ Brookfields junction &signage	Improve links to crossing and signage to Cherry Hinton	Given congestion at this junction the scope for improvement is limited.	Sec 106	14
Small schemes	e.g. dropped kerbs/signage/removal of obstructions/cycle parking	£10k per year		

* score may change once more details of measures proposed emerge.

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To: Executive Councillor for Planning and Sustainable Transport

Report by: Head of Planning Services

Relevant scrutiny committee: Environment Scrutiny Committee 4th October 2011

Wards affected: All

ADOPTION OF A SCHEME OF CHARGING FOR PRE-APPLICATION PLANNING ADVICE

Not a Key Decision

1. Executive summary

- 1.1 At its June meeting Members agreed that there would be consultation on proposals for the introduction of a scheme of charging for the provision of pre-application planning advice by Cambridge City Council. The council currently provides planning advice at no charge but has decided to review the funding of this area of service. Pre-application advice is an essential part of delivering a quality planning service, providing informal advice to applicants on the form, content and merits of future planning applications. Customers value this service but the provision of pre-application advice can be costly and requires appropriate resources to make it effective. Charging for pre-application advice is now a widespread practice amongst local authorities in England.
- 1.2 This report provides the results of the consultation on the establishment of a scheme of pre-application charging for Cambridge and also the Fringe sites that straddle the City and South Cambridgeshire. Overall the response has been positive and pragmatic with few fundamental objections raised to the introduction of a charging scheme.

2. Recommendations

- 2.1 The Executive Councillor is recommended to approve the introduction of a pre-application advice scheme with associated charging schedule

as set out in the attached papers. The scheme of charges to be reviewed each year as part of the council's budget cycle process.

- 2.2 Officers will look to implement the scheme immediately for the joint Fringe sites and from 1st November 2011 for elsewhere within the City. Because of the need to manage joint arrangements on the Cambridge Fringe sites the final detail of the establishment of the scheme to be delegated to the Head of Planning Services.

3. Background

3.1 The benefits of providing pre-application advice

These details were rehearsed in the report to June Environment Scrutiny Committee but in summary councils are not obliged to enter into pre-application discussions but there are recognisable and tangible benefits from well-managed engagement prior to the submission of a planning application. These include:

- Improved efficiency for all users by reducing wasted time and money spent on abortive work
- Clarification about community engagement and involvement
- Identification of who should be involved from an early stage
- Clarity and certainty for the applicants, scoping of issues
- Better quality application submissions and outcomes
- Helps filter out speculative and poorly thought out development proposals
- Pre-application advice is part and parcel of a professional, comprehensive and responsive service
- Helps sustain and improve the service provided and to ensure that the cost of providing pre-application advice does not fall as a general cost to the council taxpayer.

3.2 Charging for Pre-application Advice - Considerations

The introduction of a charge is considered a fair and proportionate way of continuing to provide pre-application advice but shifts some of the cost of provision to applicants and those directly benefiting from the service. The Council has decided not to charge householders for this service and will still have a duty-planning officer available to give advice on general planning queries within the Customer Service Centre each day.

The consultation responses accompany this report at Appendix B. Details are also summarized briefly in Section 4f) of the report. We

are grateful for the responses returned and in summary there was overall support for the introduction of charging, but to exempt householders from the charge. A number of detailed points about the text of the guidance for service users have been incorporated in Appendix A. Suggestions that the proposed charges should be increased have been considered but as the council is unable to exceed the costs of delivering the service this has not been carried forward, but costs will be kept under review going forward.

3.3 Charging and Cost

The Local Government Act 2003 gives planning authorities a discretionary power to charge for giving pre-application advice. The basic principle behind the income raised is that it must not exceed the cost of providing the service. A simple flat fee system is proposed for City Council pre-application meetings (see charging schedule in Appendix A). The fee scales proposed equate to the council's costs in delivering the service and are roughly a mid-range based upon comparative evidence gathered from other authorities.

The charging schedule should be reviewed on a yearly basis. A bespoke fee for follow-up meetings, especially for strategic sites where numerous meetings over a prolonged period of time may be required and will be agreed upon application with the relevant officers before they take place. The Head of Planning Services will have overall responsibility for agreeing these charges and for ensuring consistency with practice in the Fringe sites where the system will operate in conjunction with South Cambridgeshire District Council.

Charging for pre-application advice will not alter the informal status of the advice given from the situation that currently exists. Pre-application advice is always given on an informal basis, without prejudice to the ultimate decision of the planning or area committees. This arrangement is a known and understood feature of the planning advice service. A 'without prejudice' caveat or footnote will accompany all advice.

3.4 What Service will be charged for

The fee for pre-application advice will cover the cost of the meetings involved (officer attendance and any preparatory work) and the preparation of a written response signed off by the New Neighbourhoods or City Development Managers.

The structure of the meeting and key attendees will be agreed in advance with the developer. Where there is a need for substantial

advice to be provided into the pre-application process from other internal City Council services eg Urban Design, Environmental Health etc, additional charges will be levied for this advice/input equivalent to a senior planner average hourly rate, where the time/input required equates to an hour or more from each individual service/officer. The Council will minute the meeting and provide a follow-up written response. For strategic sites, it will often be necessary to accommodate a series of follow-up meetings. This might comprise, for example, six meetings over a three-month period. This allows for an iterative process that better suits the development of strategic proposals.

Where it is necessary for the design of the scheme under consideration to be reviewed by the Cambridgeshire Quality Panel the costs of this review will also need to be met by the applicant. The panel is to be self-financing from next year and these costs are anticipated to be £1200 – £1500 for each design review.

3.5 What is required of the Local Planning Authority

If an approach for a pre-application meeting is made by a developer the Council will aim to provide the following level of service:

- Confirm the name and contact details of the case officer for the site
- Agree the scope of the meeting and officers required
- Arrange a meeting within 21 days (or less where possible) of payment
- Provide a written response within 14 days of the meeting setting out the advice on the development proposals

3.6 What is required of the Developer

Once the pre-application fee has been paid and the meeting date set, the developer will:

- Provide the required plans and supporting information in one hard copy set and electronically at least 5 working days prior to the meeting date.

This will allow officers time to understand the nature of the proposal, undertake any research required, informally discuss its merits and scope the need for any further information or clarification. The provision of this information upfront will allow for a more efficient meeting. It is in the interests of the developer to provide as much information as possible.

3.7 Other Issues

For the Fringe sites a joint approach is proposed with South Cambridgeshire. The two councils have set slightly differing charges for the Fringe sites, depending on the nature of the scheme being pursued and reflecting the differing cost of service provision. Alignment/adjustment of costs on joint schemes may be necessary and the approach to this has been referred to in paragraph 3.3.

Officers have had discussions with their counterparts at South Cambridgeshire District Council (SCDC) and working arrangements are being put in place to address situations where a joint approach will be used. The County Council has not yet determined that it will make a charge for the input it makes to pre-application discussions but may opt to do so over the coming months (refer to Section 4f) for summary of County Council response). These charges will need to be added to the base charges set out in Appendix A in due course.

3.8 Freedom of Information Act Implications

The Freedom of Information Act 2000 requires us to make all documents available if requested. Pre-application advice can only be treated as confidential if there are clearly demonstrable issues of commercial sensitivity or other significant reasons why this information may not be made public. If a planning application is made as a result of pre-application advice, all documentation may be publicly available, as they will form background papers to the application.

3.9. Conclusions

The proposal to introduce a scheme of charging for pre-application advice has been consulted upon and the outcome of that process can be described as generally pragmatic and supportive. There is significant planning activity in the City at the moment and it is appropriate to ensure that the pre-application planning advice service is efficient, effective and appropriately resourced. Introducing a charge for pre-application planning advice will support the continued and hopefully improved delivery of a service that customers and users value.

4. Implications

a) Staffing Implications

The formalisation of the pre-application advice service will bring in income to support the staffing and overhead costs in providing this service.

b) Finance

The implementation of a charge for pre-application advice is estimated to bring in income of between £20,000 and £40,000 in the first full year. This will support the cost of providing this important area of service.

c) Environmental Implications

The environmental implications are set out within the report above. The introduction of a more structured approach to provision pre-application advice will assist in the effective identification of environmental /sustainability issues at an early stage of the planning process. The proposals will therefore have a medium positive impact (+M).

d) Community Safety

There are no direct community safety implications.

e) Equal Opportunities Implications

An Equality Impact Assessment (EQIA) has been undertaken to determine any adverse impacts or mitigation that will be required. Two groups were identified who may potentially be adversely affected by the introduction of the charging approach: householders and small businesses. The decision was taken at the June meeting to remove the proposed charge for householders so this issue has been addressed. Business in general is often critical of the procedures involved in the planning process however it is not clear to what degree small businesses will be specifically affected. Small retailers for example make applications for changes of use, new shop fronts and signs which depending upon the location of the proposal and the property may or may not be controversial.

The charges being proposed for advice on minor proposals (those set out above that it may be anticipated will be brought forward by small business's) are not significant and appointments for discussions with the duty planning officer system will still be available for business users to take advantage of. These appointments will focus on offering general rather than specific planning advice. Officers suggest that there is monitoring over the next 12 months to assess the degree of impact upon this user group.

Many of the professional agents who work in the planning and development field and who were consulted about the introduction of pre-application charging have not raised objections on behalf of their client groups.

f) Consultation

An extensive consultation process has been undertaken, including Members, key customers of the planning service and partners. The consultation period extended from 11 July until 6 September. Consultees included: a wide range of residents associations across the city; a large number of developers/professional agents including those involved on the Fringe sites; registered provider contacts, parish councils around edge of the City; other internal Council services; Cambridgeshire County Council and South Cambridgeshire District Council. In addition, a small City/County/SCDC officer working group was set up to discuss implementation of pre-application charging where all three authorities are involved, to maximise consistency of approach etc.

The response to the consultation has been largely positive. Comments have been received from two parish councils, four residents associations, one architect, one developer, one individual, the University of Cambridge and Cambridgeshire County Council. In terms of key objections received, Cambridge University has objected to the proposals in principle on timing and economic grounds and on the basis that it considers that the benefits of the proposals will be limited and potentially result in a poorer level of service in some areas. These arguments are not accepted. The University does, however, suggest a number of considerations that should be taken into account and measures that could be introduced if the Council decides to proceed with the introduction of charges. These have been noted.

Cambridgeshire County Council has raised a number of issues in its response to the consultation. The County Council advises that it is in the process of considering the introduction of pre-application charging for its services and is currently undertaking a benchmarking exercise including costs analysis work. The County Council suggests that the City Council's charging schedule should be amended to include reference to charges for County costs, once the ongoing costs analysis work has been completed, anticipated spring 2012. The County Council also raises the potential issue of duplicating charges on the Fringe sites, in situations where City, County and SCDC are all involved in provision of pre-application advice. Finally, the County raises the question of possible exemptions being introduced for community –related projects, public sector bodies and infrastructure providers.

In response to this, given that the County Council has yet to take a decision on the principle of pre-application charging and the timetable for provision of finalised costs information is uncertain, it is not considered that it would be appropriate to delay the implementation of City Council's pre-application charging process at this time. However, it is intended that the pre-application charging scheme would be

subject to an annual review so issues of incorporation of County Council charges could be taken into account at a later stage. City and SCDC officers are currently putting together an officer working protocol to ensure that there will be no duplication of charges on split boundary Fringe sites. No further formal exemptions to the charging schedule are intended to be introduced at this stage (beyond those set out in Appendix A) but the need for any additional exemptions can be addressed through the annual review process. The local authority will retain the ability to exercise discretion in relation to the waiving of charges in exceptional circumstances.

5. Background papers

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

- Planning Advisory Service guidance on introducing pre-application charges.
- Environment Scrutiny Report on pre-application charges June 2011
- South Cambridgeshire District Council Sustainability, Planning and Climate Change Portfolio Holder meeting 9th September – report on Charges for Pre-Application advice on the fringe sites

6. Appendices

Appendix A – Protocol and Charging Schedule

Appendix B – Consultation responses

7. Inspection of papers

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

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Author's Phone Number: 01223 – 457103
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Appendix A:

Cambridge City Council: Protocol for Providing Pre-Application Advice and charges

We are able to provide you with pre-application advice and information if you are considering carrying out development within Cambridge.

We would encourage you to seek advice before submitting a formal application in order to help speed up the development process and avoid unacceptable proposals.

Pre application advice will provide you with the following:

- A better understanding of how our policies will be applied to your proposal
- An identification of the need for specialist input at an early stage
- Assistance in the preparation of proposals for formal submission, which, if you follow our advice, should be handled more quickly and be more likely to result in a positive outcome
- A reduction in the time that you or your professional advisors spend in working up the proposals
- An indication where proposals are unacceptable, saving the cost of pursuing a formal application.

Proposals requiring a fee

The planning service will still operate a duty officer system based in the Customer Service Centre. A fee would be charged for pre-application advice within the following categories and in accordance with the procedures contained within this note:

Proposed Schedule of charges

(See attached)

The pre-application process - how it will operate

1. Discuss the need for pre-application advice with the New Neighbourhoods or City Development Managers. They will confirm the name and contact details of the case officer for the site who will then contact you to agree the scope of the meeting, the officers required and the cost.

2: Fill out the formal request form and pay for the meeting. The case officer will then seek to arrange a meeting within 21 days of payment.

3: Provide the required plans and supporting information as agreed with the case officer in one hard copy set and electronically at least 5 working days prior to the meeting date (provide link for required list of plans).

4: Convene the meeting bringing any professional advisors as necessary. The meeting will have an agreed agenda and will be minuted by council officers.

5: A written response setting out the informal advice on the proposed development will be provided within 14 days unless otherwise indicated. The advice will be signed off by the New Neighbourhoods or City Development Manager.

6. Where necessary you should amend the scheme in the light of the comments received and either: proceed to a formal application; or if significant alterations to a scheme are required to make the proposal acceptable, then a further round of correspondence and meetings may be needed prior to a formal submission and a further fee may be required.

7. When you consider that the application is ready for submission, a further discussion with the case officer is advisable in order to ensure that enough information is submitted to validate the application.

Community Involvement in the Planning Process

8. We encourage community involvement in the planning process at an early stage, preferably before an application is submitted. This may take the form of a local exhibition, public meeting, circulation of leaflets, or the creation of a well-publicised dedicated website, including a facility to make comments. The case officer can advise you of community groups that are likely to have an interest in the proposal. Their comments should be considered before formalising a proposal and any application which has undertaken pre-application consultation with a community group should set out the details of the consultation process and how the application has responded.

Without prejudice status of the pre-application advice

9. Any advice given by the Council in relation to pre-application enquiries will be based on the case officer's professional judgement and will not constitute a formal response or decision of members of the Council with regard to any future planning applications. Any views or opinions expressed, are given without prejudice to the consideration by the Council of any formal planning application, which will be subject to wider consultation and publicity. Although the case officer may indicate the likely outcome of a formal planning application, no guarantees can or will be given about the decision that will be made on any such application.

Cambridge City Council: Protocol for Providing Pre-Application Advice and Charges

Public Participation Report

1. Introduction

1.1

Representations	Nature	Summary of Main Issue	Council's Assessment	Action
1. Introduction				
1.1				
5586 - Haslingfield Parish Council	Comment	I have no objection to charging large scale developers for advice, but it seems odd to charge someone for help with a house or extension. Don't we pay council tax for this? It seems like just another level of bureaucracy , I thought it was supposed to be cutting down - I agree larger developments OK but not minor work	Comment noted. The Council is not proposing to apply pre-application charging to householder developments at the present time.	
5300 - Bradmore & Petersfield Residents Association	Comment	Dear Patsy: Charge away. I must say that our organisation's faith in the democratic value of the current planning system vanished entirely after we fought unsuccessfully against ARU and your planning officers to try and stop ARU building an unattractive barn 4 metres from one of your own conservation areas. Hardly a murmur was raised by any of your team: they liked it! Compromise is one thing; capitulation is another. We were also struck by the clear signs that your people (and the planning committee) feared having to pay costs after an appeal rather than stand up for aesthetic standards. Pathetic.	Support. This consultation is purely related to the proposed pre-application charging process. The Council takes seriously the involvement of local communities in the decision making process. However, the concerns raised are outside the parameters of this consultation.	
5942 - Glisson Road/Tension Road Area Residents Association	Object	The introduction of charges is presumed to be an endeavour to discourage poorly supported bids to achieve new developments which may not meet the latest criteria set by Government and adopted by Local Planning Department and also to cover some of the costs of public hearings on those schemes. On the face of it, it appears to be a good idea,economically. However, insofar as it stultifies proper local involvement in decisions which directly	Comment noted.	

Representations

Nature Summary of Main Issue

Council's Assessment

Action

affect their rights to express opinions and present legitimate concerns about their environment, their security and comfort, the application of such restrictions are of some concern.

The University, , does not favour the introduction of such charges for the reasons set out below. Firstly, we believe it is the wrong time in the economic cycle to be considering the introduction of these additional charges. The development industry continues to experience difficulties while the Government is keen to encourage development, introducing additional costs at this time cannot be conducive to economic recovery

If however, the Council does decide to proceed to introduce charges, then the University believes that any revenue raised should be used to provide additional resources to improve the service provided not to offset departmental running costs. Any income should be ring-fenced to deliver an enhanced level of service to applicants.

The proposal to charge for pre application advice is headed Cambridge City Council and therefore no relevance to HPC. If SDC adopt the same there is no legal requirement to pre advise so it is simply a money making exercise, private householders will be faced with extra costs and developers will pass costs onto the house sale. The proposal is scandalous.

Many local authorities now charge for pre-application advice and we do not object to this in principle.

We have benefited from a good pre-application service to date from the Major Development Growth Team, now the New Neighbourhoods team, and if charging allows this to continue and be expanded upon, including by providing advice in writing, it is welcomed in principle.

A more structured approach is welcomed.

Concerns noted. Many Councils already operate a system of charging and its introduction helps recover the public cost of providing a non-statutory service. It would be at the discretion of the University whether it chooses to use this service. The fees are proportionate to the costs of providing the advice.

Comments noted in relation to any revenue raised from pre-application charging.

Concerns noted. The Council is not proposing to apply pre-application charging to householder developments at the present time. Comments on South Cambridgeshire's pre-application charges should be directed to that organisation.

Support noted.

Representations**Nature Summary of Main Issue****Council's Assessment****Action**

Charging should help to filter out speculative and poor quality proposals allowing more time for local authorities to focus on good quality applications.

Support Support for Pre-application charges

Support noted.

5267
5477
5481 - Petersfield Area
Community Trust (PACT)

5958 - Cambridgeshire County
Council

We support the proposal and understand the need to better recover costs. The County, are exploring what the best approach might be to pre-application charging. In support of this, we are undertaking a benchmarking exercise which will help to determine hourly charge out rates which should help to ensure transparency regarding potential future costs. In this case, we would welcome assurance that you would be willing to include reference to costs for County advice and that you would amend your schedule to include reference to this once we have concluded work on our charging schedule, anticipated spring 2012.

The Council notes the County Council's exploration of pre-application charging etc. Should the County Council opt to charge for pre-application advice, this will need to be added to the base charges.

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2. The Benefits of Pre-Application Advice

2.1

5964 - University of Cambridge

Comment

The introduction of charges will do nothing to encourage applicants to seek advice resulting in poorer quality submissions, additional work for the Council's planning officers, increased time and costs for the Council. The introduction of charging appears to be driven by budgetary pressures rather than any desire to improve the service. No estimates are provided of the sums likely to be raised or the costs of administering the new system but it may be that the costs may exceed the monies collected. Experience suggests that the benefits are limited and unless additional resources are made available to support the 'paid for' service the other parts of the service will suffer. This is particularly concerning in that many applicants will qualify for 'free' advice and, as 'paid for' advice will be prioritised, other applicants will receive a poorer service. This cannot surely be the intention

Comment noted. There is no evidence to suggest that this would be the outcome. The introduction of charging is likely to improve the quality of submissions. Free advice will not suffer on the basis that paid advice will be prioritised. The Council will continue to operate its Duty Planning Officer service.

The estimated income from the service is between Â£20-Â£40,000 pa. Which will cover the costs of providing pre-application advice.

Representations

Nature Summary of Main Issue

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of the City Council.

5943 - Glisson Road/Tension Road Area Residents Association
 Object From recent observation, Planning Officers are already using NPPF, the presumption in favour of sustainable development, as an opportunity to totally block justified concern about the local effects of decisions and public protest can be ignored and imposing decisions without proper attention to justified objections.

Concerns noted. The Council takes seriously the involvement of local communities in the decision making process, however, the concerns raised are outside the parameters of this consultation exercise.

Bullet 3

5482 - Petersfield Area Community Trust (PACT)

Comment Under section 2.1, third bullet point: 'and be more likely to result in a positive outcome' - change to 'and be more likely to result in a positive outcome (but see caveat below)'. (See also our points 2 and 6.)

Comments noted. Paragraph 2.1 bullet point 3 will be amended to read "and be more likely to result in a positive outcome".

Comments noted. Paragraph 2.1 bullet point 3 will be amended to read "and be more likely to result in a positive outcome".

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Bullet 5

5483 - Bruce Stuart Architects

Comment My experience is that proposals are sometimes rejected at informal advice stage but later approved by other officers, this would certainly not be acceptable if the applicant was charged for the advice (accepting that committees will often overturn officers' recommendations).

The pre-application advice provided in the future will be on the same basis as previous pre-application advice i.e. that they are informal views only based on the information provided. Matters can only be considered fully upon receipt of a planning application, and a thorough assessment against development plan policy and other material planning considerations, including neighbour and other third party representations and comments. Any views will not bind any Committee decision on the application, nor any decision made by senior officers under delegated powers. The potential for an application to be rejected following a positive response at pre-application stage cannot be ruled out.

No changes to pre-application document

3. Proposals Requiring a Fee

3.1

5484 - Petersfield Area Community Trust (PACT)

Comment Under current section 3.1: For the sake of clarity, we suggest the following addition to the first sentence: '...Customer Service Centre, which will be free of charge for individual householders seeking advice about extensions, outhouses, attic conversions,

Comment noted. Paragraph 3.1 will have the following text added "The Council will not charge for pre-application discussions by individual householders over proposed extensions, attic conversions etc"

Comment noted. Paragraph 3.1 will have the following text added "The Council will not charge for pre-application discussions by individual householders over proposed extensions, attic conversions etc"

Representations

Nature Summary of Main Issue

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conservation area restrictions, etc.' We feel very strongly that council tax should pay for such advice to individual householders, and that this should be spelled out explicitly.

Initial findings from the County benchmarking exercise are that the average hourly rate across counties is £47. It would be helpful to have more clarity about what your hourly rate is and how your proposed charges are expected to work, what is included/ extra and perhaps make this clear in the Schedule for all to see.

Comment noted.

I agree with many of the comments above. I see no reason not to charge professional developers but would not want to charge domestic householders. I believe that charging for pre application advice has problems, What if the advice is paid for and permission denied? What if advice is paid for (guaranteeing approval) - the planning permission has effectively been short circuited etc?

The pre-application advice provided in the future will be on the same basis as previous pre-application advice i.e that they are only informal views based on the information provided. The matter can only be considered fully on receipt of a planning application, and through assessment against development plan policy and other material considerations, including neighbour and other third party representations and comments.

Why we were not happy is that as a neighbour to the City Council many planning applications made to and by our respective councils have impact on each other. In part this is why in development terms the City Council and South Cambs Council work together on such projects as NIAB and North West Cambridge. The Committee feel it is unfair we could be charged the same fees for advice as commercial developers whose finances and internal sources of information are far greater than a parish council. Would the City Council be willing to waive charges for consultation made by the Parish Council.

The inclusion of additional categories of development that benefit from free pre-application advice can be considered in the review of the scheme once implemented. However, there are other mechanisms by which schemes that provide community benefit could access funding to pay for such advice. This should be considered in the round once the scheme has been up and running.

If the Council does decide to proceed to introduce charges, then the University believes that any revenue raised should be used to provide additional resources to improve the service provided not to offset departmental running costs. Any income should be ring-fenced to deliver an enhanced level of service to applicants.

Concerns noted.

Representations

Nature Summary of Main Issue

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4. Proposed Schedule of Charges

A. Strategic Development Proposals

5485 - Petersfield Area Community Trust (PACT)	Comment	The proposed schedule of charges (current section 4) seems overly generous, especially for categories A (strategic development proposals) and B (major development). Given the amount of time case officers devote to pre-application advice (both in terms of meetings and in providing written advice), we feel the charges in these categories could be doubled.
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Comment noted. The process will be subject to review after 12 months. There will be an opportunity to increase charges if it is demonstrated that costs are not be covered. However, the Council cannot make a profit from the process.

A1

5955 - Countryside Properties (Special Projects) Ltd	Object	In order to explain the new system more fully, and for applicants to gain an understanding as to why it is being introduced, it may be appropriate to publicise how this new source of income will be used. Minor householder proposals do not appear to be on the charging schedule, and it is unclear how certain small proposals such as new shop fronts would be dealt with. Would the duty officer system continue to cover such enquiries on a payment free basis?
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Concerns noted.

The Council is not proposing to apply pre-application charging to householder developments at the present time. The duty officer system will continue on a free basis.

Page 88

5268
5298

Support Do charges meet the costs

Support noted. The charge has been calculated by considering similar charging regimes used at other local authorities and assessing the amount of officer time spent on pre-application work. Charges will be subject to review after 12 months.

A3

5957 - Countryside Properties (Special Projects) Ltd	Comment	Reference to bespoke charges for large-scale strategic proposals - with no indication of a range of costs - is a significant concern. How would this be managed? How would fees be agreed? There needs to be a fixed set of criteria such as which officers are involved (with the opportunity for the developer to request certain officers), number of meetings, length of meetings etc. It is hoped that the collaborative approach adopted to date will continue and that this will not be replaced by a formulaic approach with little flexibility.
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Comment noted. Bespoke processes will need to be agreed at the outset depending on the scale and complexity of the individual proposals. The Council will be responsible for allocations of individual officer resources. Realistically, given overall workload levels, allocation of resources will largely depend on officer availability at the time.

Costs of the Quality Panel will form part of more detailed guidance for applicants prior to the operation of the scheme.

Representations

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The consultation notes states that the Council will charge the costs of any pre-application quality panel presentations on top of other charges. No amount is suggested and as with the bespoke charging for large-scale strategic proposals, it would be beneficial to set out an expected range.

It is not clear whether advice given prior to condition submissions would be chargeable.

B. Major Development

5486 - Petersfield Area Community Trust (PACT)

Comment The proposed schedule of charges (current section 4) seems overly generous, especially for categories A (strategic development proposals) and B (major development). Given the amount of time case officers devote to pre-application advice (both in terms of meetings and in providing written advice), we feel the charges in these categories could be doubled.

Comment noted. The process will be subject to review after 12 months. There will be an opportunity to increase charges if it is demonstrated that costs are not being covered. However, the Council cannot make a profit from the process.

5989 - Cambridgeshire County Council

Object In your charging schedule, you set out a range of costs for different types and sizes of developments. For example for major developments, the charge set out is £500 for one meeting including written follow up. More clarity as to what these costs cover in terms of officers involved and expertise would be beneficial. Will this cover only City planning advice or will it include related areas on design, drainage/suds, highways, travel assessments, S106, archaeology etc. A number of these areas are where the County would be called on to advise. Therefore it would be helpful to ascertain whether the charge includes costs for County advice where relevant, and if so, how and at what rate (presumably in line with average hourly rates mentioned) is this expected to be reimbursed to cover costs. Clarity on this issue is welcomed.

Concerns noted. The rates will be set out more clearly in pre-application guidance notes.

The Council notes the County Council's exploration of pre-application charging.

C. Minor Development

5587 - Haslingfield Parish Council

Comment I think there needs to be a different classification for 'Developers' and householders who would like to improve their property through an alteration

Comment noted. There is no charge for householder development e.g. extensions. The comparative costs relating to minor applications for residential and non-residential development are considered to

<i>Representations</i>	<i>Nature</i>	<i>Summary of Main Issue</i>	<i>Council's Assessment</i>	<i>Action</i>
		or extension. The householders pay council tax to fund these services, but the developers do not!	be appropriate.	
		3 other councillors agreed with the proposals above		
<i>CI</i>				
5270 - Bruce Stuart Architects	Comment	There seems to be no difference in cost between a small domestic extension and 9 commercial units - this seems strange.	Comment noted. There is no charge for householder development e.g. extensions. The comparative costs relating to minor applications for residential and non-residential development are considered to be appropriate.	
<i>E. Permitted Development</i>				
5270 - Bruce Stuart Architects	Comment	Presumably the checking to confirm whether or not the proposal is permitted development is not considered pre-application advice and would not be charged for?	Comment noted. The charges only relate to advice in advance of planning application and advice on the need for planning permission for non-householder development (permitted development). There is currently no charge for obtaining informal advice on the need for planning permission for householder development although the submission of an application for a Lawful Development Certificate is encouraged for which a charge is made.	
<i>Note</i>				
5478	Comment	Fees should not include VAT and meetings should be time limited	Comment noted. Fees stated include VAT to offer clarity on costs of the process. Fees for planning applications are advertised on the same basis. It is not considered to be necessary to time limit meetings as the costs reflect having longer meetings for more complex proposals.	
5479			Any views will not bind any Committee decision on the application, nor any decision made by senior officers under delegated powers. The potential for an application to be rejected following a positive response at pre-application stage can not be ruled out.	
5566 - University of Cambridge	Object	We note that the Government may shortly permit the Local Authorities to set their own planning fees and, if	Concerns noted. This could be considered under Local Fee Setting, but many pre-application queries	No changes to be taken forwards

Representations

Nature Summary of Main Issue

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charging for pre-application advice is to be introduced, we believe it would be more sensible to introduce these charges as part of a single package of fee changes rather than as a series of incremental changes. Neither would we wish to be charged twice for the service.

While we do not support the introduction of these charges, on specific matters of detail, we believe that the protocol needs to be amended to:-
 1) make clear whether the fees relate to all types of application, eg. Full. Outline. Reserved Matter or whether there are different rates for different types of application.
 ii) make it clear that there is no pre-application fee for advice on applications for Conservation Area Consent
 iii) include pre-application advice on advertisements at 'no charge'

do not materialise into formal applications and likewise many development proposals change from pre-application to formal application, so it may be difficult to operate a single fee system.

5.9 The Pre-Application Process - How it will operate

5961 - Countryside Properties (Special Projects) Ltd	Comment	It would be useful to have a standard meeting request form.	Comment noted.	Provide a standard meeting request form as part of a pre-application information available through the Council's website.
5961 - Cambridgeshire County Council	Object	Pre-application advice is critically important and the benefits are clear. It will be imperative that the planning authorities continue to encourage early engagement with applicants and that they engage early with the local community. It may be more appropriate if Authorities and the County adopted a joined up approach to charging in relation to major developments, as otherwise there is a risk that that, a developer may be charged 3 times for advice. There could be one overall fee divided proportionately, depending on resource input from each of the partners. This would ensure that applicants engage with the key stakeholders early, and there is clarity between partners on key issues. This would also enable the often crucial advice from our colleagues in Highways, Archaeology and other services around S106 and travel assessments to be	The Council is already working closely with South Cambridgeshire Council on the coordination of pre-application charging for major sites. The Council notes the County Council's exploration of pre-application advice charging.	

Representations

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taken into account early.

5.2

5272 - Bruce Stuart Architects

Comment 21 days is excessive

Comment noted. There is no differentiation for the time period for setting a meeting between different types of enquiry. 21 days is a maximum and it is anticipated that it will be less for straightforward enquiries.

5951 - Countryside Properties (Special Projects) Ltd

Object Some flexibility should be retained. For example in certain instances an urgent meeting may be required and waiting up to (or longer than) 21 days may not be in the interests of either party. Having said that a fair system of registering requests for pre-application advice will be important. It would be worth allowing developers to pay monies on account to save time, with any excess amount then being deducted from the application fee.

Concerns noted. The Council is mindful of the comments and occasional urgent need for meetings and, within reason, will arrange meetings accordingly in light of this.

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5.3

5956 - Countryside Properties (Special Projects) Ltd

Object In the section 'The Pre-Application Process - How it will operate' reference is made to potential further discussions with the case officer being advisable in order to ensure that enough information is submitted to validate the application. It is assumed this discussion will not be chargeable.

Concerns noted. Further advice on application validation and information to be submitted will be provided.

Further advice on application validation and information to be submitted will be provided.

5.4

5273 - Bruce Stuart Architects

Comment Presumably a copy of the minutes will be issued to the attendees?

Comment noted. Minutes will be made by the case officer to enable a written response to be provided in accordance with Paragraph 5.5.

5.5

Representations

Nature Summary of Main Issue

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5967 - University of Cambridge
 Comment Any advice provided should be professional, timely, comprehensive and constructive and be advice that applicants can confidently rely upon. The fee should be refundable if any subsequent application, based on the pre-application advice provided, is refused. Performance against identified service delivery targets for the provision of pre-application advice should be measured and published so that service improvements can be monitored.

Comment noted. The pre-application advice provided in the future will be on the same basis of previous pre-application advice i.e. that they are informal views only based on the information provided and that the matter can only be considered fully upon receipt of a planning application, and a thorough assessment against development plan policy and other material planning considerations, including neighbour and other third party representations and comments.

Any views will not bind any Committee decision on the application, nor any decision made by senior officers under delegated powers.

The potential for an application to be rejected following a positive response at pre-application stage cannot be ruled out. On this basis it is not agreed that the fee would be refundable.

5968 - Bruce Stuart Architects
 Comment 14 days is excessive

Comment noted. There is no differentiation for the time period for responding to different types of enquiry. 21 days is a maximum and it is anticipated that it will be less for straightforward enquiries.

5952 - Countryside Properties (Special Projects) Ltd
 Object A review period should be set out whereby all parties are given the opportunity to comment on the service and refinements are made. Certain other local authorities have such processes built in and have made adjustments to the service over time.

The LPA will review the operation of the service after twelve months.

The advice will be tailored to the request and will be constructive.

The tone and content of responses from the Council will be very important. Merely setting out a list of planning policies will not be acceptable; a constructive and comprehensive response will be expected once fees are paid. This should be produced following consultation with all key officers and should highlight all important points as early in the process as possible. It is important that the advice then forms the basis for officer consideration once the application has been submitted.

5.6

5953 - Countryside Properties
 Object

A review period should be set out whereby all parties

Concerns noted. The Council will review the

Representations

Nature Summary of Main Issue

Council's Assessment

Action

(Special Projects) Ltd

are given the opportunity to comment on the service and refinements are made. Certain other local authorities have such processes built in and have made adjustments to the service over time.

operation of the service after one year.

5.7

5954 - Countryside Properties (Special Projects) Ltd

Object

Planning Performance Agreements should be considered as an option. These offer a collaborative approach where issues, timescales, costs and requirements such as community involvement are agreed at an early stage. What are the City Council's view on PPAs? If PPAs are established it will be crucial for the County Council to be signed up to the process.

Concerns noted. Planning Performance Agreements are already being considered by the Council.

Page 04

Community Involvement in the Planning Process

5460 - Petersfield Area Community Trust (PACT)

Comment

Under current section 6.1, first sentence: delete 'often'. In our experience, local exhibitions, public meetings, etc. serve little or no useful purpose after a planning application has been submitted. Especially for strategic and major development proposals, pre-application community involvement should be the norm, without offering developers any loopholes (as suggested by the word 'often').

Comment noted. Paragraph 6.1 "often" will be deleted.

Comment noted. Paragraph 6.1 "often" will be deleted.

5944 - Glisson Road/Tension Road Area Residents Association

Comment

In addition to that, the arbitrary relegation of Planning decisions (to the East Ctee for example) where presentations by objectors, restricted to one minute only, are relegated to very brief consideration by tired Ctees to end-of-Agenda, late night sittings (one we opposed was not heard until 24.10 at the end of a meeting started at 7pm) and was summarily refused by A Planning Officer clearly operating under the 'presumption in favour' approach for all five Planning Applications heard that evening. It undermines so-called Localism and deprives council tax payers their rights to participate in the preservation of the communal good. Your claim to encourage community involvement in the planning process is not well-supported by recent experience.

Comment noted. The Council takes seriously the involvement of local communities in the decision making process, however, the concerns raised are outside the parameters of this consultation.

Representations

Nature Summary of Main Issue

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Action

5962 - Cambridgeshire County Council
 Object
 Planning authorities should investigate how to support the delivery of improved outcomes for local communities across Cambridgeshire. Especially as budgets and resources have been reduced. One solution could be to exempt pre application charges on developments which deliver 'community benefit'. This would need to be defined clearly to avoid misinterpretation e.g. development that fulfils a public function such as schools, libraries, community halls, playgrounds, hospitals etc. East Cambridgeshire is a good example of this. Adopting a County wide approach to exempting development proposals such as these which deliver a community benefit could ensure a joined up approach which would help to achieve the best community outcomes. Would Cambridge City Council be willing to consider such an approach as a means of supporting the delivery of community outcomes and fostering the delivery of sustainable development?

Concerns noted. The inclusion of additional categories of development that benefit from free pre-application advice can be considered in the review of the scheme once implemented. However, there are other mechanisms by which schemes that provide community benefit could access funding to pay for such advice.

Support

The Nineteen Acre Field Residents Association (whom I am representing for the purposes of this response) welcomes the encouragement given in 6.1 for early community involvement in the planning process and, in particular, the requirement for comments obtained during such a consultation to be taken into account by developers. By requiring that the details of such consultation be given in any subsequent planning application it will also be clear when developers have chosen to ignore this provision and not to undertake such consultation. This, too, should be of benefit to local communities.

Support noted.

7. Without Prejudice Footnote

5275 - Bruce Stuart Architects

Comment

Presumably the outcome of this professional advice, which attracts fees is to be made known in the formal documentation and presentation of the application?

Comment noted. Pre-application advice would not automatically become public information on the receipt of a formal application. However the applicant would be at liberty to include the pre-application advice as part of his submission, which would then become publicly available. There is no change to this process in comparison with current practice.

Representations **Nature** **Summary of Main Issue** **Council's Assessment** **Action**

<p>5483 - Petersfield Area Community Trust (PACT) 5488 - Petersfield Area Community Trust (PACT)</p>	<p>Comment Without prejudice caveat suggested.</p>	<p>Comment noted. The addition of a caveat is not considered to be necessary. Subject to clarification of the fact that any views will not bind any Committee decision on the application, nor any decision made by senior officers under delegated powers is necessary it is considered that this point is properly addressed in part 7.</p>	<p>Part 7 is at the end of the document which is expected will leave a lasting impact on the reader. Advice on householder development is free of charge both in relation to pre-application advice and permitted development queries. The view that this should be highlighted in the document is supported.</p>	<p>Add two rows to table at section 4. The charge has been calculated by considering similar charging regimes used at other local authorities and assessing the amount of officer time spent on pre-application work. Charges will be subject to review</p>
<p>5486</p>	<p>Comment Section 7 should state that applications are determined not by case officers but by the Planning Committee.</p>	<p>Comment noted. Clarification of the fact that any views will not bind any Committee decision on the application, nor any decision made by senior officers under delegated powers is necessary.</p>	<p>Add clarification to Section 7, of the fact that any views will not bind any Committee decision on the application, nor any decision made by senior officers under delegated powers is necessary.</p>	<p></p>



To: Executive Councillor for Planning and Sustainable Transport: Councillor Tim Ward
Report by: Head of Planning Services
Relevant scrutiny committee: Environment Scrutiny Committee 4/10/2011
Wards affected: Abbey, Market, East Chesterton

CONSERVATION AREA BOUNDARY REVIEW AND APPRAISAL FOR RIVERSIDE Not a Key Decision

1. Executive summary

- 1.1 The City Council has an obligation under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to periodically review its Conservation Area designations and boundaries, to consider any new areas, and under Section 71 of the Act to formulate and publish proposals for the preservation and enhancement of these areas.
- 1.2 Consultants drafted an Appraisal of the Riverside area of the Central Conservation Area with a proposal to extend the boundary. The Central Conservation Area was designated in 1969 and extended to include the Riverside area in 1993. This draft Appraisal provides evidence to illustrate that the area meets current national criteria, in terms of the special architectural and historic interest for Conservation Area designation, and in addition that sections currently outside the existing boundary are also worthy of inclusion.
- 1.3 A period of public consultation has been held and the responses have been broadly in support of the findings in the appraisal and the boundary changes.

2. Recommendations

- 2.1 The Executive Councillor is recommended to approve the revised Conservation Area boundary and the content of the draft Appraisal.

3. Background

- 3.1 The draft Appraisal, Appendix 2, was prepared by consultants in 2010. Funding was agreed for Pro-Active Conservation work for each of the financial years 2008-9, 2009-10, and 2010-11.

- 3.2 Conservation Areas are defined as “areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance”.
- 3.3 Consultants were invited to quote for work to appraise the Riverside area of the Central Conservation Area in May 2010 and one, of two, bids was accepted in June 2010. The first draft was completed in August 2010.
- 3.4 The methodology the consultants used for the work was in accordance with the best practice guidance set out in Planning Policy Statement 5 and Guidance on Conservation Appraisals, February 2006.
- 3.5 The amenity societies, English Heritage, County Highways and Planning, Environment Agency, the Ward Councillors and the County Councillor were consulted as statutory consultees.
- 3.6 The formal public consultation period was held from 7th July to 19th August 2011, with an additional two weeks given to environmental groups who were not consulted formally in the first instance. The public consultation was promoted on the City Council website with a link to the draft Appraisal and a comments form. A press release was issued to promote the consultation. Hard copies of the document were available at Cambridge City Council Customer Service Centre for reference along with comments forms. A public exhibition for the proposed Central Conservation Area expansion and Appraisal was held on the 22nd and 23rd July 2011 in the River Lane Centre, River Lane.
- 3.7 The consultation received 17 responses, all broadly in support of the draft Appraisal and proposed extension, with some proposed additions or alterations to the text. A summary of the responses has been included at Appendix 1. This includes responses to each comment and notes of any amendments made to the draft consultation document.
- 3.8 Some responses suggested that the proposal to exclude some areas from the conservation area be reconsidered so that they would be under tighter controls should they come forward for development in the future. These areas are Riverside Place, St Bartholomews Court and an area to the north of Elizabeth Way bridge.
- 3.9 Members are asked to consider the recommendation to approve the alterations to the boundary of Conservation Area no 1 as shown on the proposed Riverside Conservation Area map, Appendix 3. The proposed new boundary includes: Elizabeth Way roundabout; 95 to 213 and 112 (the Rose and Crown) to 128 (the Five Bells) Newmarket

Road; 3 Abbey Road; 1 to 17 (odd) and 2 to 20 (even) Godesdone Road; Kings College boathouse, Logans Way; Penny Ferry, Water Street; 85 to 89 (consec.), Stourbridge House, 96 to 98 (consec.) Riverside; 143 to 155 (odd) and 158 to 160 (even) Stanley Road; Barnwell Junction; Chapel of St Mary Magdalene, 525, 529 and the Old Paper Mill Newmarket Road; Stourbridge Common to the City boundary.

3.10 The draft Appraisal provides a detailed assessment, in accordance with national best practice, of the area's special architectural or historic interest. That assessment shows that the area, and its proposed extension, clearly meets the statutory Conservation Area criteria of an "area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance". It is therefore recommended that the draft Appraisal be approved and adopted.

4. Implications

(a) Financial Implications

The financial implications are set out within the report above.

(b) Staffing Implications

The extensions to the Conservation Areas will result in some additional workload arising from planning and tree work applications that involve properties and trees in the Conservation Area boundaries.

(c) Equal Opportunities Implications

There are no direct physical equality and diversity implications. Involvement of local people in the work followed the guidance set out in the Statement of Community Involvement. There are additional responsibilities on householders living within conservation areas who will need to apply for planning permission for certain works to their dwellings and their trees.

(d) Environmental Implications

There is a low positive impact on climate change as the demolition of existing buildings within conservation areas, which contain a lot of embodied energy, needs additional justification and may not be supported.

(e) Consultation

The consultations are set out in the report above.

(f) Community Safety

There are no direct community safety implications.

5. Background papers

These background papers were used in the preparation of this report:
Planning Policy Statement 5

<http://www.communities.gov.uk/publications/planningandbuilding/pps5>

English Heritage: Guidance on Conservation Appraisals, February 2006

<http://www.english-heritage.org.uk/publications/guidance-conservation-area-appraisals-2006/>

Consultation draft Riverside Conservation Area Character Appraisal, 2011

6. Appendices

Appendix 1

Summary of responses to public consultation

Appendix 2

Draft Riverside Conservation Area Character Appraisal, June 2011

Appendix 3

Draft Conservation Area Boundary map

7. Inspection of papers

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

Author's Name:	Susan Smith
Author's Phone Number:	01223 - 457168
Author's Email:	susan.smith@cambridge.gov.uk

Riverside Conservation Area - Draft Appraisal: Summary of Responses

1 = action taken

2 = not within the remit of this document

3 = no action taken

NB: Where the same comments have been made by different methods, these have only been included once e.g. where emails are making the same points as Comments Forms.

	Respondent	Comment	Response	Action
1	English Heritage East of England Region	(i) Green Belt should be referred to in the document and shown on the maps (ii) Cambridge Preservation Society is now Cambridge Past, Present and Future (iii) Butts Green may derive from archery butts set up in the area (iv) Cheddars Lane Pumping Station is a Scheduled Ancient Monument (v) Fourth listed boat house is Corpus Christi and Sidney Sussex not Gonville and Caius and Sidney Sussex (vi) More consistent to list the open spaces from the city centre outwards (vii) Brunswick area - it would be useful to note where houses have small gardens or where they are back of pavement (viii) A development brief should be prepared for Elizabeth Way/Newmarket Road roundabout (ix) There is an arc of view to the east/south east and to the west/south west (x) Overstatement that replacement windows can 'destroy' subtleties – suggest 'harmed by inappropriate alterations'	(i) Added to document and maps (ii) Text changed in document (iii) To research and add if correct (iv) Text altered (v) Text altered (vi) Text altered (vii) Additions made (viii) Noted (ix) Added to maps (x) Text altered	(i) 1 (ii) 1 (iii) 1 (iv) 1 (v) 1 (vi) 1 (vii) 1 (viii) 2 (ix) 1 (x) 1
2	Natural England	(i) Support extension of conservation area	(i) Noted	(i) 3
3	Cambridge Past, Present Future	(i) Strongly support extension of the conservation area to include commons, northern river	(i) Noted	(i) 3

	embankment and area next to Elizabeth Way roundabout		
(ii)	More descriptions required of greened front gardens and low walls which contribute to streetscape	(ii)	Text altered (ii) 1
(iii)	Spatial analysis with regard to building heights needs to be made clearer	(iii)	Text altered (iii) 1
(iv)	The areas proposed to be removed from the conservation area should remain within boundary	(iv)	Noted and reported to committee (iv) 3
(v)	Area north of towpath should include tree belt to rear gardens to ensure setting of river	(v)	Noted – mainly covered by TPOs (v) 3
(vi)	Colour schemes of railings, bridges and other street furniture missing	(vi)	Noted (vi) 3
(vii)	Definition and descriptions of the commons and their edges needs to be clearer	(vii)	Text altered (vii) 1
(viii)	Threats to Stourbridge Common need to be included	(viii)	Noted however not within the remit of this document (viii) 2
(ix)	River approaches study required	(ix)	Noted (ix) 2
(x)	Need to include the intensive recreational use as well as commuter use of the commons and the river. Major improvements still needed to enhance overall street furniture	(x)	Text altered (x) 1
(xi)	Are there any pinder (herdsman) issues?	(xi)	Not that are known (xi) 3
(xii)	Research should also cover issues relating to boaters and moorings	(xii)	Additional text added regarding the house boats (xii) 1
(xiii)	Inclusion of Penny Ferry welcomed. Should include more information about ferry crossings in this location.	(xiii)	Noted (xiii) 3
(xiv)	Open spaces strategy and management plans findings should be reflected in the appraisal	(xiv)	This would be duplication of information (xiv) 3
(xv)	The Green Belt should be more clearly described in the text	(xv)	Text altered (xv) 1
(xvi)	Chapel Meadows is also a City Wildlife Site. Boundary treatments to commons should be clearer described and actions for neglected areas scheduled	(xvi)	Addition made to map. Scheduling of actions not within the remit of this document (xvi) 1
(xvii)	Add additional text to last sentence in Key	(xvii)	Text altered (xvii) 1

		(xviii) Characteristics Welcome the inclusion of Article 4 measures which needs to be clearer in the document and the City Council's overall stance	(xviii) Noted, however there are no Article 4 directions in the city	(xviii) 3
		(xix) Describe protection for each common	(xix) Additions made to map	(xix) 1
		(xx) Improvements requested for Walnut Tree Avenue have been ignored	(xx) Noted	(xx) 3
		(xxi) Has street furniture been surveyed and historic features logged?	(xxi) Not within remit of this document	(xxi)2
		(xxii) CPPF have recently requested the BLI designation of the Penny Ferry due to its location and history	(xxii) Noted	(xxii)2
		(xxiii) Suggested alterations to the boundary to include a larger area	(xxiii) Not deemed necessary at this time	(xxiii) 3
		(xxiv) Suggested additions to townscape analysis map	(xxiv) Alterations made	(xxiv) 1
		(xxv) Suggested text alterations	(xxv) Text altered	(xxv) 1
4	Cambridgeshire County Council – Strategic Planning	(i) No comment	(i) Noted	(i) 3
5	Cambridgeshire County Council – Highways	(i) No comment	(i) Noted	(i) 3
6	Environment Agency	(i) Add the fact that the majority of the area is in the floodplain	(i) Text altered	(i) 1
7	Cllr Wright – Ward Councillor	(i) Consider inclusion other properties along Stanley Road	(i) The area suggested has been looked at but is not considered to be of the same character as the majority of the proposed conservation area	(i) 3
8	Cllr Rosenstiel – Ward Councillor	(i) Suggested corrections to the text	(i) Text altered	(i) 1
9	Cambridge Natural History Society	(i) The appraisal must be objective and authoritative. Bias towards architecture and little interest in the countryside	(i) Comments noted. The biodiversity of the city is addressed by other departments within the council. This document is mainly for the use of the Planning department when considering development.	(i) 3

10	Riverside Area Residents Association	(i)	In general the proposals are welcome. Would like to see more protection in place to retain and improve what remains. Urge Council to apply and enforce conservation policies robustly in future – do not understand how large modern developments that were approved are now considered for removal from the conservation area	(i)	Noted	(i)	3
		(ii)	It would be useful to include the area around Elizabeth Way as a 'zone of opportunity'.	(ii)	Noted – already highlighted as an area for visual improvement	(ii)	3
		(iii)	Strongly support inclusion of Godesdone Road and parts of Newmarket Road	(iii)	Noted	(iii)	3
		(iv)	West's site next to River Lane should also be classed as a 'zone of opportunity'	(iv)	Reported to committee	(iv)	3
		(v)	Modern blocks along Riverside should be kept in the conservation area and labelled as 'zones of opportunity'	(v)	Reported to committee	(v)	3
		(vi)	The green space and landscaping around Regatta Court should be protected in some way	(vi)	Difficult to include without the buildings too which are of the same character as the rest of the conservation area	(vi)	3
		(vii)	Support inclusion of north side of river, Stourbridge Common and Ditton Meadows	(vii)	Noted	(vii)	3
		(viii)	Strongly support adoption of Article 4 directions	(viii)	Noted, however there are no Article 4 directions in the city	(viii)	3
		(ix)	Support proposals to improve entrance to Stourbridge Common and to repaint railings	(ix)	Noted	(ix)	3
		(x)	Welcome proposals to protect trees by St Andrews Church, plant trees on Walnut Tree Avenue and improve landscaping in front of Pepys Court and Water Street	(x)	Noted	(x)	3
		(xi)	Any residents affected by the boundary change should be fully informed of the implications	(xi)	Noted	(xi)	3
11	Petersfield Area Community Trust (PACT)	(i)	Strong support inclusion of the suggested new areas	(i)	Noted	(i)	3
		(ii)	Issue of most immediate concern to PACT is Elizabeth Way roundabout and stretch of road	(ii)	Noted	(ii)	3

			along Newmarket Road immediately to the east, and its hostile environment				
12	2 email	(i)	There is no reference to the visual impact of the moored boats along this stretch of the river	(i)	Text altered	(i)	1
		(ii)	Support the proposal to remove Riverside Place from the conservation area due to the over exhaustive, time wasting and costly exercise involved in getting permission to do works to trees	(ii)	Noted	(ii)	3
13	2 comments forms	(i)	Fair analysis of area. Support inclusion Newmarket and Godesdone Roads. Elizabeth Way approaches should be classed as 'an area of opportunity' – should include West's garage and modern blocks Riverside	(i)	Noted	(i)	3
		(ii)	Would be good to have future liaison with Conservation team and Environmental Improvements re extending street improvements along Riverside – 'boulevard' aspiration	(ii)	Noted	(ii)	3
		(iii)	It would be good if could prevent people from vandalising front elevations of houses – e.g. by the installation of inappropriate windows	(iii)	Noted	(iii)	2
14	Save Our green Spaces	(i)	Supports aim to extend the conservation area and would like to encourage the Council to implement the tree planting recommendations in the document	(i)	Noted	(i)	3
15	Friends of Stourbridge Common	(i)	Whole-hearted support	(i)	Noted	(i)	3
		(ii)	Preservation of spaces, protection of grassland site, furthering biodiversity, provision of wildlife corridor and green space, important 'visual relief' in the city are all covered in the Appraisal	(ii)	Noted	(ii)	3
		(iii)	Every effort should be made to protect what has not already been ruined in Cambridge	(iii)	Noted	(iii)	3
		(iv)	A few specific points relative to Stourbridge Common	(iv)	Noted	(iv)	2

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Riverside

Conservation Area Appraisal

Cambridge City Council

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1. Introduction

1.1 Aims and Objectives

This Appraisal seeks to define what is special about the Riverside area of the Central Conservation Area, and to provide information about its landscape, architectural merit and historical development. The Central Conservation Area is one of eleven designated Conservation Areas in Cambridge. It was originally designated in 1969 and extended eastwards, beyond Elizabeth Way, in 1993. This Appraisal reviews the existing Conservation Area boundary and makes suggestions for its extension. There are a number of reviews of areas of the Central Conservation Area that will be undertaken in the near future. Once these have been completed, it is proposed that the areas will be designated as separate Conservation Areas, subject to approval, which would be more relevant to local residents.

1.2 Method

Beacon Planning Limited, working on behalf of the Cambridge City Council, has assessed the character of Riverside and has set out measures to ensure the future protection and improvement of the area.

1.3 Location

The area covered by this Appraisal is the stretch of the River Cam from Victoria Bridge north-eastwards to the city boundary. It comprises the river frontages and towpaths and the adjacent meadows (including Midsummer and Stourbridge Commons); the 'Brunswick area', north of Maid's Causeway and the north side of Newmarket Road towards the Leper Chapel and the former Barnwell Junction Station. It borders the Conservation Areas of 'Ferry Lane' (Chesterton) and 'De Freville' to the north, and the areas appraised in the Cambridge Historic Core Appraisal, to the west, and The Kite Conservation Area Appraisal to the south. On the northeast side, beyond the city boundary, are the Bait's Bite and Fen Ditton Conservation Areas, which lie in South Cambridgeshire District. The majority of the area is in the floodplain.

2. The Planning Policy Context

Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 imposes a duty on Local Planning Authorities (LPAs) to designate as 'Conservation Areas' any "areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance".

The special character of Conservation Areas means that the control of development is stricter than in other areas. Therefore new buildings and the spaces around them must preserve or improve the character of the area. The siting, scale, height, form, details and building materials will all need to be carefully chosen.

2.1 National Policies

Planning Policy Statement 1 (PPS1): 'Delivering Sustainable Development' (2005) outlines the Government's commitment to protecting and enhancing the quality of the historic environment (paragraph 17).

Planning Policy Statement 5: (PPS5) 'Planning for the Historic Environment' (2010) advocates that local plans should consider the qualities and local distinctiveness of the historic environment and how these can contribute to the development of the spatial vision in the local development framework core strategy. This PPS explains government policy toward heritage assets of which Conservation Areas form a part.

2.2 Local Policies

The Cambridge Local Plan 2006 sets out policies and proposals for future development and land use to 2016. A summary of Local Plan policies and the major implications of Conservation Area designation are appended to the end of this report.

3. Summary of Special Interest

3.1 General Character

The Riverside section of the Central Conservation Area comprises the River Cam flowing east from Victoria Bridge, north-eastwards to the city boundary. The river runs parallel to the former causeway and main road to Newmarket, lying to the south, with its terraced streets mostly of two or sometimes three storey gault brick houses. Between the two are commons and open fields, except for an area north-eastwards from Elizabeth Bridge, where the terraced housing comes close to the river.

A slow moving river, populated by ducks, swans and rowers; a towpath with dog walkers, joggers, cyclists and strollers; riverside pubs, boathouses, moorings and fishermen, whilst beyond are grazing cattle and horses. Then further beyond are streets of 'villas' and terraced houses. This is quintessential 'Town' Cambridge as opposed to 'Gown' Cambridge, although this area of the river is heavily used for University rowing.

3.2 Landscape Setting

A backcloth of trees surrounds the open commons to the south, softening and at times hiding the built-up area beyond. Mature trees criss-cross the commons and riverside willows follow the stream. North-eastwards, the landscape becomes rural as Fen Ditton is approached through the Green Belt, yet much of it is well within the urban bounds of a city. It forms part of a green wedge, which penetrates to the heart of Cambridge – further westwards forming Jesus Green and eventually The Backs, before passing yet further west beyond the city via Coe Fen and Sheep's Green to Grantchester Meadows. Not only, then, is Riverside an important landscape feature, but also a significant linear wildlife corridor, linking the City Centre with its countryside.

There are no views of rolling countryside, despite the slight rise of the land towards Fen Ditton. It provides a pleasant setting for Fen Ditton Meadows. It is on the fen edge with buildings confined to river terraces beyond the water meadows.

3.3 Historical Development

The historical development of 'Riverside' has much to do with Barnwell and its common fields. Barnwell was a small settlement, separate from and lying to the east of Cambridge. There were four particular periods in Barnwell's history which were to shape the form and character of the Riverside area:

1. The foundation of a leper hospital and the associated development of Stourbridge Fair.
2. The foundation of Barnwell Priory in 1092 near to Cambridge castle and its subsequent relocation to Barnwell in 1112. The granting of a midsummer fair to the priory in 1211 and disputes over common rights.
3. The severe overcrowding of Cambridge in the late 18th century and the enclosure of the East Field in the early 19th century.

4. The subsequent industrial growth of Barnwell, the arrival of the railway and rowing on the Cam.

The Hospital of St Mary Magdalene and Stourbridge Fair

In 1169 a payment of 20 shillings yearly to the Hospital of Barnwell was recorded under the 'customary alms' of the bishop of Ely. So the hospital was established some time before then and it seems to have been founded by Cambridge burgesses for the sanitary protection of the town. As was customary, it was located well outside the town but on a main approach road. It was built to accommodate lepers and others with disfiguring diseases. Only the hospital chapel (now known as the Leper Chapel and owned by Cambridge Past, Present and Future) now survives; a small building of Barnack limestone and flint rubble, comprising a nave and chancel, but a rare, complete Romanesque building, which is listed, grade I and thought to be the oldest complete building in Cambridge.

In 1210 or 1211, King John granted the hospital a fair to be held on the eve and feast of the Exaltation of the Holy Cross (13th and 14th September). This was to develop into one of the greatest centres of trade in England. By 1516 it lasted from the 24th August until the 29th September. It spread across the fields around the chapel and to the south and west. It covered Stourbridge Common with stalls and booths and led to the development of wharfs along the Cam with river traffic reaching the port of Lynn. The fair had become the mart for all manner of goods from all over the country; rentals from the booths benefited the Corporation, and the mayor held the pie powder court. Though it was closed during the plague years of the 17th century, it survived the Civil War and only began its decline in the 18th century. By 1840 there was just one row of booths where previously there had been 'streets' and by 1897 it lasted a mere three days. It was proclaimed for the last time to an audience of three in 1933 and was officially closed the following year.

The legacy is the open common and street names such as Garlic Row, Cheddars Lane, Oyster Row and Mercers' Row, the number of public houses and former alehouses in 'bawdy Barnwell' and the remarkable survival of the hospital chapel. The lepers had left by 1279 and the building became the Free Chapel of St Mary Magdalene. It ceased to have any religious function in the 17th century and became used as a store for Stourbridge Fair. It resumed use as a chapel for workmen building the Eastern Counties Railway in the 1840s and in 1951 it passed to the Cambridge Preservation Society, now known as Cambridge Past, Present and Future.

Barnwell Priory

In 1092 William Picot, sheriff of Cambridgeshire, founded a house for six secular canons attached to St Giles Church, close to the castle on Castle Hill. After Picot's death shortly after the foundation, the priory passed into the King's hand and it declined into a 'desolate' condition. Henry I subsequently gave it to Pain Peverel, a successful crusader, who received permission in 1112 for it to be moved to a more spacious site in Barnwell as an Augustinian Priory. The chosen site was around a holy well (probably of pre-Christian

origin) where a Saxon hermit called Godesone had created a wooden oratory dedicated to St Andrew. The street names Saxon and Godesdone Roads commemorate this. The former said to be near the well and the latter a misspelt version of the hermit's name. Following Peverel's death and that of his son on crusade, his inheritance in Barnwell passed to the Peche family (after whom Beche Road could be named, although it is more commonly thought to be named after Sir Everard de Beche, an early benefactor of the priory, and a notorious anti-Semite).

By the end of the 12th century, the priory was sufficiently prosperous and comfortable for the king to stay there, the first of many royal visits, and by the end of the 13th century most of the claustral buildings had either been enlarged or replaced. A church for the parish of Barnwell was built by the priory in the early 13th century, outside its walls and away from its own church. Dedicated to St Andrew and thus perpetuating the dedication of hermit Godesone's oratory, the church became known confusingly as the Abbey Church and though partly rebuilt in the 19th century, still stands on Newmarket Road. It is listed, grade II.

King John granted the Midsummer Fair to Barnwell Priory in 1211, and in 1232 Henry III allowed the fair to be held over four days from the vigil of St Etheldreda to the third day following, the 22nd to the 25th June. The fair enabled the priory to take advantage, financially and socially, of the long-existing midsummer celebrations, now under a respectable religious veneer. In 1235 the burgesses of the town and the priory came to an agreement in compensation for an event from which the priory drew profit. This showed that the fair was held on common pastureland near the priory to the possible detriment of the common users.

Attempts were made by the priory in the late 14th century to acquire the area of common land between the priory buildings and the river and the newly erected fences became a target during the Peasant's Revolt of 1381. The suppression of the revolt by the Crown left the priory in possession of the land, thus splitting Midsummer Common from Stourbridge Common – a situation which has survived to this day.

The control of the Midsummer Fair gradually shifted from direct management by the priory to that of the town and a new agreement of 1506 defined the role of each.

In 1538 the priory was dissolved and ownership passed to private hands. By the 19th century ownership of the priory lands was held by Thomas Panton. The great priory church and the claustral buildings became a quarry by 1578. Substantial ruins survived until, between 1810 and 1812, the site was levelled and the foundations were largely destroyed. So today only fragments survive, in the walls and grounds of Abbey House and as the Cellarer's Checker building on the corner of Beche and Priory Roads (both properties are listed buildings).

Enclosure of the East Field

The growth of the University and the expansion of Stourbridge Fair and river trade contributed to the increasing prosperity of Cambridge. However, its growth was constricted and little urban space existed outside the King's Ditch, which encompassed the historic core. By the 17th century, plague outbreaks, especially in 1666 lead to the construction of 'pest houses' on Midsummer and Coldhams Commons to isolate victims, their bodies being disposed in nearby plague pits, (some earlier, 14th century pits were discovered on Midsummer Common in 1951). The problems of overcrowding and consequent outbreaks of typhoid continued through the 18th century. The town was unable to expand into the great West and East common fields. The East or Barnwell Field extended from the River Cam on the east side of Cambridge, south to Trumpington Road and the areas around modern day Newmarket Road, Coldhams Lane, Mill Road and Hills Road.

Enclosure was inevitable and it came in 1802 with the enclosure of the West Field and the Barnwell (East) Field followed with the Act of 1807 and the Award of 1811. By this time much of the land in the common field was held by the University, Colleges or Thomas Panton as lord of the manor of Barnwell. Land allocated by the Award in lieu of strips held in the common field began to be developed. Except for land near the town centre, college owned land tended to be developed slowly as leasehold property, whereas land held in private hands tended to be sold off in freehold blocks to be developed by speculative builders. This was accentuated by the death of Thomas Panton, a major landowner, just before the Award was made and his executors sold the land fairly quickly. Thus land in the New Town south of Lensfield Road, to the south of the town, was developed rapidly with poor quality housing.

In the Riverside area, the earliest of this 'new' development was on the edge of Butt Green (possibly named after archery butts that were set up in this area) and along Maid's Causeway. The name 'Brunswick' gives a rough date of the 1820s. Caroline of Brunswick had married the Prince Regent and returned to England after he became King George IV in 1820. His failed attempt to divorce her increased her public popularity and her death in 1821 resulted in the commemoration in the street names of Brunswick Terrace, Gardens, Cottages and Walk. So the streets were laid out and building progressed during the decade. Similarly, Auckland Road commemorates the founding of the colony of New Zealand and the foundation of Auckland in 1840.

Further east, development of the former lands of the Priory came later, with street names commemorating the history of the site. Its development was to permanently sever Midsummer Common from Stourbridge Common and much of it was built between 1880 and 1910.

Industry, Railway and Rowing

The first edition OS map of 1886 shows the street layout east of Butt Green with housing from North Terrace and Brunswick Walk to Parsonage Street. Then between Parsonage Street and Auckland Road, land is occupied by the

Star Brewery and Maltings. This brewery was the last independent brewery of the 19th century to operate in Cambridge. It closed in 1972 and together with Frederick Bailey's Malthouse has been redeveloped as Bailey Mews. A school (now a clinic) had been built next to the Star Brewery. The Old Brewery House survives in Parsonage Street as does the Burleigh Arms public house on Newmarket Road. Land further east is shown largely undeveloped in 1886. The 'Abbey Church' is surrounded by gravel pits to the north and the substantial grounds of Abbey House and the Priory remains to the west. The land north of Newmarket Road is dominated by the gas works and clay pits. The site of Stourbridge Fair is shown around the Leper Chapel. By 1903, the Cheddars Lane pumping station (built in 1894 and now a Scheduled Ancient Monument) appears, together with housing in the Beche Road, Abbey Road and Priory Road areas, but still with limited development in Saxon Road and Riverside. Stanley Road had been laid out, but mainly to serve the brick works.

The railway is bridged by Newmarket Road close to the Leper Chapel. It is now the Great Eastern Railway from Cambridge to Ely. On the 2nd June 1884 a branch line was opened to Fordham and Mildenhall. A small station and platform were constructed, Barnwell Junction, with the platform serving the branch line only. Passenger services were withdrawn on the 16th July 1962 and the station buildings converted to a dwelling. The main line runs between Stourbridge Common and Ditton Fields and is crossed by a footbridge. It then crosses the River Cam by a bridge which separates these two open spaces.

Other bridges crossing the Cam include the various footbridges which replaced ferry services and the two road bridges, Victoria Bridge, built in 1890 and listed, grade II, and Elizabeth Bridge built in 1971.

The arrival of the railway in Cambridge hastened the decline in river trade, which, with the reduction in importance of Stourbridge Fair, was to become terminal. The character of the River Cam was about to change.

Boat racing was introduced to Cambridge by the University and the first boat clubs founded in 1825 were Trinity and St John's (always known here as Lady Margaret after the college's foundress). Racing seemed to be a somewhat casual affair between these colleges until 1827 when other colleges joined in and the Cambridge University Boat Club was founded. Organised racing began, but the narrow and meandering Cam prevented racing abreast and so the system of 'bump racing', which had become all the rage in Oxford, was adopted. These races are now the Lent and May bumps which are run over four days in February and June (since 1883) respectively.

Initially, the racing took place closer to the town than it does today, between the old locks at the Pike and Eel and Fort St George public houses. In 1834, when the lock was moved to Jesus Green, there resulted an unbroken stretch of river from Bait's Bite Lock to Jesus Lock and the bumps course moved downstream. Other, small boat racing was organised; the first being the Colquhoun Sculls, founded in 1837 and organised by Lady Margaret Boat Club. It was raced initially on the Thames, but transferred to Cambridge in 1842. Apart from a gap during the First World War, rowing has continued to

expand. Town rowing started probably in the 1860s and town bumps have been held since then. In 1868 the Cambridgeshire Rowing Association was founded and a number of town boat clubs were established (eg Rob Roy Boat Club in 1880). The town regatta was reconstituted as an open regatta in 1956 and the Head of the Cam race was founded in 1962.

Some of the 19th century boathouses survive on the north bank of the river and three are listed. The University Boat Club (Goldie Boathouse, named after a famous oarsman, John Goldie who rowed for St. John's and the University in the 19th Century) was built in 1882 and is the oldest survivor. Then there are Clare (1898-1900) and Pembroke (circa 1895). A fourth, Gonville & Caius and Sidney Sussex, was built in 1958. All are listed, grade II.

The character of the river has thus changed. It is recreational for racing boats and barges are now used for cruising or as houseboats. The towpaths provide informal recreation for the city, whilst traditional grazing takes place on the commons. In 2011, Cambridge Past, Present and Future celebrated the 800th anniversary of the Stourbridge Fair. This re-enactment of the fair has been going for approximately eight years and has become increasingly more popular with the local community. Midsummer Common continues to host a variety of events from fairs to firework displays.

3.4 Archaeology

According to the Cambridgeshire Heritage Environment Record (HER), there are 39 recorded sites/monuments in the Riverside area and one Scheduled Monument, the Old Cheddar's Lane Pumping Station (SAM CB65).

There is little evidence that Riverside was ever part of any settlement core. There was a mediaeval village at Chesterton and another at Fen Ditton but little in this area. Development along the main road to Newmarket has its origins in the 19th century expansion of Cambridge along the river.

There is little prehistoric evidence for this area. Stray finds of pottery are known from Stourbridge Common, and pottery and a possible Bronze Age cremation from Midsummer Common. Major Iron Age settlements are known at Castle Hill and Greenhouse Farm, and the Conservation Area lies between them. The area also lies outside the perimeter of the Roman town and no major roads are known that would have attracted activity and cemeteries. A significant cemetery was discovered on Jesus Lane. Although outside the area, does indicate that there was activity adjacent, and it is certainly likely the riverside area was exploited given the extensive use of this waterway by the Romans.

There are indications of Middle Saxon (650-900AD) activity along Barnwell Road including burials. This would predate the use for churchyard burials and indicates a nearby settlement. The perimeter of the mediaeval town was defined as the Kings Ditch, and though the Riverside area lies beyond this, mediaeval Cambridge did spill over the ditch and also the open space around the town has other uses.

The nunnery of St Radegund lay immediately to the west of Victoria Avenue and its precinct probably reached this 'modern' road. The nunnery was founded in the 12th century and in 1496 was closed and became Jesus College. The precinct of Barnwell Priory, which is described above, probably followed Newmarket Road, Elizabeth Way, Riverside and Butt Lane. The Priory was dissolved in 1538, and heavily robbed of stone to build, amongst other things, the 'new' chapel at Corpus Christi College. The only surviving structure is the Cellarers Chequer on Abbey Road (listed building), but it is believed that the priory possessed a full complement of monastic structures,

The Leper Chapel on Newmarket Road dates from around 1150 and is the last survivor of the Hospital of St Mary Magdalene. Its history and survival is described above. It is one of the best examples of a Norman chapel surviving in this country. This area, along the Newmarket Road was likely to have been marked in the mediaeval period with religious houses and other peripheral activity alongside, with open spaces in between.

A further indication of the peripheral nature of the Riverside area in the mediaeval period is the report of plague pits dating from the 14th century on Midsummer Common. This was not uncommon when the pressures of mass deaths arising from plague often led town authorities to undertake large scale burials on open spaces outside the traditional churchyards.

4. Spatial Analysis

The Riverside Conservation Area is dominated by the three large open spaces along the River Cam: Midsummer Common with Butt Green, Stourbridge Common and Fen Ditton Meadows. There are two urban areas. Firstly the Brunswick 'estate' just to the east of Butt Green and its continuation along Newmarket Road, forming the southern edge to Midsummer Common and, secondly the residential area east of Elizabeth Bridge to Stourbridge Common and including the area around Barnwell Junction, the Leper Chapel and the former Globe public house and the adjacent old paper mill.

The current Conservation Area boundary encompasses Midsummer Common, the Brunswick area, Riverside and the streets between it and Beche Road and the Cheddars Lane former pumping station. It excludes the north side of the river from Elizabeth Bridge to Stourbridge Common, the Common itself and Ditton Meadows beyond and the stretch of Newmarket Road from Elizabeth Way to Godesdone Road (north side) and Abbey Street (south side). It is recommended that these areas be included in a revised Conservation Area boundary.

There is a prevalence for the majority of the properties within the revised area to have private space to the front, even when they look directly over Midsummer Common, which is bounded by a low brick wall, often with railings on top. This gives additional green areas which make a positive contribution to the streetscape.

4.1 The Brunswick Area

As described earlier, this is the first residential area in the Riverside Conservation Area to result from the enclosure of the East or Barnwell Field.

Maid's Causeway

The north side of Maids Causeway is included in this Conservation Area; the south side being within the adjacent Kite Conservation Area. The north side was known as Brunswick Place when built.

All of the buildings here, apart from a modern house on the corner of Brunswick Gardens, are listed grade II. They comprise three elegant terraces with fine detailing, two storeys with basements and some have dormers to light the attics. All are in grey gault brick laid in a Flemish bond and slate roofs with hung sash windows set in four inch (100mm) reveals. The windows typically have glazing bars dividing them into six panes over six panes and panelled front doors have rectangular or semi-circular fanlights above.

The terrace forming Nos. 49-53 is particularly decorative with iron balconies to first floor windows and some ornate glazing bars to the fanlights. No.73, a former vicarage, is also listed grade II. It also has immense style and a particularly ornate porch and doorway. Maid's Causeway was once an avenue of London plane trees which probably extended up Newmarket Road. Only three planes now survive in Maids Causeway, with a fourth outside No.43 Newmarket Road. The former vicarage, No.73, has a row of pollarded limes in front of it, but beyond are fewer trees and the view less soft.

Brunswick Walk and North Terrace

The terraced houses here, mainly two to three storeys, frame the east edge of Butt Green and the southern edge of Midsummer Common respectively. Nos. 1-10 Brunswick Walk are listed, grade II; the rest are Buildings of Local Interest. They are of local grey brick with sashes and slate roofs. To the east of North Terrace are two staggered terraces of mid 20th century dwellings in a pinkish brick and with flat roofs. They do not provide an attractive edge to the common, unlike their neighbours.

Brunswick Cottages

This terrace of six, two storey cottages and the adjacent house, Midsummer Limes, are set above a tall concrete retaining wall and sit on the river terrace. Probably dating from the 1930s and of grey brick and slate, they still provide an important edge to the common.

Brunswick Terrace and Brunswick Gardens

The Terrace leaves Maid's Causeway as a very narrow street (marred by the probably unnecessary double yellow lines in the highway) which opens out to the north. The west side terrace, Nos. 1-9, is a Building of Local Interest. It dates from the 1820s and its quiet plainness is in sharp contrast to the fancier houses on Maids Causeway. Neat two storey cottages in Flemish bond gault brick with recessed windows of hung sashes (six over six panes), simple semicircular heads over the doors and slate roofs, they sit behind low brick walls, though some have now gone. The rest of the street comprises later terraces, all two storey again and mostly gault brick, but with some bands of contrasting red brick or stone lintels above windows and some with rectangular fanlights over the front doors.

Brunswick Gardens has no terracing. The boundary walls to the back gardens of Brunswick Walk form the west side and the garden walls of North Terrace form the north, whilst the east side has one building of note, Denmore Lodge and then a courtyard of modern houses. Although the tall fencing undoubtedly provides privacy for Denmore Lodge, it is not visually pleasing.

Parsonage Street and Auckland Road

These two streets, built a little later than the previous, are separated by the site of the former Star Brewery and Bailey's Maltings. This area and the end of Auckland Road are occupied by modern 'mews' housing and apartments, which are of little 'steetscape' value and provide an unsatisfactory visual edge to Midsummer Common. The single storey pebbledashed Yasume club house in Auckland Road looks tatty and detracts from the street. This now has planning permission demolition and the erection of a community centre and synagogue. The remaining terraces are pleasing and relatively small in scale, of gault brick and slate. In Auckland Road Nos. 9-15 have Gothic brick arches with keystones over doors and windows with moulded brickwork standing proud.

The terraces on the east side of Parsonage Street are also pleasing, and are of gault brick as well with some contrasting red. The plaque at No.2 would

seem to suggest that Fred Bailey built some of them in 1873. Nos. 10-16 comprise a modern terrace which fits in reasonably well. This side of the street is punctuated by The Old Brewery House, which was attached to the Star Brewery and is a building of some local interest. Only the side is seen from the street with its six over six sash windows and fanlight over the front door. On the west side, opposite The Old Brewery House is a garden wall to the 'new' vicarage, built of brick set in a rat-trap bond (ie. with the bricks set on edge, rather than flat).

Newmarket Road from Parsonage Street to Elizabeth Way

Newmarket Road proper starts at Parsonage Street where an attractive terrace of two storey houses (Buildings of Local Interest), are sandwiched between a corner shop and the Burleigh Arms public house, both of which are of interest. The former, which has marginal glazing to windows on the first floor, an attractive shopfront and a curved corner door, forms an important visual stop, whilst the pub, now with painted brickwork, but still with the tall heavy chimneys of the terrace, provides a classically styled end to the row. Beyond is the decorative three storey Burleigh House, set behind tall walls and shrubs. It has two storey canted bay windows on the east and alternate triangular and semi-circular details over first floor windows to the west a canted bay and porch on the ground floor— all in Ketton limestone with similar stone quoins, the rest being in Flemish bond gault brick.

Either side of the junction with Auckland Road are substantial villas, three storeys with basements and bay windows on the ground or ground and first floors. All have names, The Laurels, Selhurst, Holdhurst, Lyndhurst on one side, then Auckland Terrace on the other, all of the mid 19th century. Following Auckland Terrace is No.43, Emmanuel College's Barnwell Hostel, a substantial, if somewhat oppressive, three storey 19th century building of local historic interest. It has a mix of features, crow stepping, Venetian windows, Dutch gable and limestone parapet copings. The mix is not altogether visually pleasing. To the rear is a modern building, incorporating a glazed tower and copper dome, which forms the main body of the hostel. To the front is one of the few remaining London plane trees.

To the rear are allotment gardens and views from the river terrace across Midsummer Common to the Cutter Ferry Footbridge. The view out is fine; the view back is not so pleasing, looking to the houses at Evening Court and the atrium of No.43. To the east, the previous site of the Cambridge Regional College buildings is being developed. Cutter Ferry Footbridge itself offers good long views along the river, with views west across Midsummer House towards Victoria Avenue and Jesus Green beyond.

The modern buildings leading up to Elizabeth Way are three storey, bulky and of little visual interest. They do not relate well to each other and create a rather uninspiring street scene. The final visual stop is the tyre depot on Elizabeth Way and the jumble of poor quality street furniture surrounding a busy roundabout and public underpass. This area is a blemish, unfriendly to pedestrians and cyclists with nothing to relieve the dull appearance. Although much of it is outside the Conservation Area, it has a strong impact on it and should be included in the boundary - a site of opportunity perhaps.

Running parallel to Elizabeth Way is Walnut Tree Avenue which runs into the Regional College Site. There is a very stark appearance to this road as it leaves the entrance to Midsummer Common and travels south against the side of the elevated Elizabeth Way. Under this section of the road is a hostel for the homeless. Walnut Tree Avenue is another area of opportunity for visual improvement.

Victoria Avenue / Midsummer Common

This common was originally one with what is now known as Jesus Green, and is divided from this by Victoria Avenue which forms the western boundary of the Riverside Conservation Area. Victoria Avenue has a fine avenue of horse-chestnut trees whilst Midsummer Common has predominately white willows along the river's edge, interspersed with some London planes. Long views along the river are gained from the grade II listed Victoria Avenue bridge and across the Common from where views of surrounding landmark buildings such as the pumping station chimney (a Scheduled Ancient Monument) are gained.

4.2 Riverside and Beche Road Area

Development here came later than the Brunswick area, the last quarter of the 19th and the first decade of the 20th century mostly. The area includes the former land of Barnwell Priory and reaches down to the south bank of the River Cam. To the west is Elizabeth Way; to the east Stourbridge Common.

Elizabeth Way

This route is a modern one and as a result has no development fronting it on the south side of the river. The road is elevated, running behind Abbey Road and alongside Walnut Tree Avenue, and forming a bridge over the River Cam. Although the bridge itself is modern and utilitarian in design, being 4 lanes wide which gives dominance to the highway, its elevated position does offer good long views along the river. Vistas west offer views of Midsummer Common and boathouses, whilst vistas east offer views of the Riverside Conservation Area's terraces and the pumping station chimney.

Riverside

This street runs from Elizabeth Bridge to Stourbridge Common. On its north side is the river and its south side is mostly terraced housing or modern flats. It is, then the only street with housing which has a riverside view – hence the name.

Starting at Elizabeth Bridge and going eastwards, the view to the far bank of the river is of trees around old moorings and along the river bank, as far as the new foot and cycle bridge. It includes the Local Nature Reserve, Logan's Meadow. The only exception is the boathouse opposite the end of Saxon Road, which is utilitarian and without charm. It is suggested that this northern bank of the river, so important to the character of the Conservation Area be included within its boundary.

The housing on the south side starts with pairs of villas of two storey, grey gault brick and slate roofs with ground floor bay windows with parapets, which

have little circular mouldings as a motif. Panelled doors have semi-circular fanlights without glazing bars. The windows, where not replaced, are simple plate glass sashes. Low front garden walls with some retaining the tiled paths leading to the front doors. Then the design changes to red brick bay windows with rectangular fanlights over the front doors and on the corner of Priory Road a Dutch gable is provided as a termination to the row. The terraces then re-start with lean-to slate roofs over the bay windows of red brick and matching red brick bands to the front walls and above the first floor windows to contrast with the grey gault brick. The roadside walls are low brick with semi-circular copings and the front doors have patterned coloured glass to the two upper panels. A good example of this is at Nos. 32 and 33.

From Saxon Road, the terraces continue but with stone detailing and bay windows again with parapets and front doors with semi-circular fanlights. These subtleties of design are important. They show how the street has developed and the motifs could identify individual developers or builders.

From the junction with River Lane, the scene changes. Instead of two storey terraces and villas with gault brick and slate roofs, new apartments appear. Firstly 'The Mallards', which is outside the Conservation Area, three storey of yellow brick with red brick on edge sills and three storey bays with artificial slate roofs. Then comes Riverside Place, which is of a bolder modern design, rising to five storeys and clad with cream panels and recessed render sections. In terms of height, bulk and design, the change is unwelcome. It is suggested that the Conservation Area boundary be adjusted to exclude them.

Next comes the Cambridge Museum of Technology, which occupies the old pumping station, which is accessed from Cheddars Lane. Next to it on Riverside is the Engineer's House, an impressive building of the late 19th century and associated with the pumping station. It is a 'T' shape building of two storeys at the top of a row of steps. In the angle of the 'T' a first floor room is supported on columns to provide a porch. The gable to Riverside has a bay window to the ground floor of sandstone with moulding to a parapet and a decorative apron below. The roof has stone parapets with ball finials. In front and down the steps, there is a gate and boundary wrought iron railings with alternating bayonet and Y-topped rails. The pumping station itself is also decorative with tall arched windows and polychromatic bricks of grey and red. It was built in 1894 to pump sewerage to Milton, the great steam engines being fed by town waste, brought to site by barge, which was burnt to generate steam to move the beam engines. It has a remarkable tall chimney, which is the only landmark building in this Conservation Area and can be seen for some distance. It closed in 1968, but is now a working museum and a Scheduled Ancient Monument.

Further east of the pumping station are more flats, again of great bulk, some four storeys high and of pale buff brick, all in stretcher bond, with red brick detailing at the base, metal balconies and a central gabled section. The revised Conservation Area boundary excludes St Bartholomew's Court and the equally assertive Water View Apartments and Riverside House.

The new white foot and cycle bridge has long ramps for cyclists and the disabled, which gives it a rather heavy appearance and it contrasts with the simplicity of other footbridges over the river. However, it again allows long views along the river with a seat on the bridge to rest on. All the way along the river front in Waterside are galvanised railings which have been painted white. The white paint has not adhered to the galvanised surface and it peels, giving it a shabby appearance, which is unfortunate.

The terraced housing resumes to Stanley Road, beyond are modern flats (Stourbridge House) with balconies clad in white plastic, looking across the river to the rather stark and high blocks of flats (six storeys), which desperately need a planting scheme in front to soften the impact. Further along Riverside a group of three terrace houses, very modest in scale, two storey of gault brick with red brick detailing. The 1886 OS map shows a terrace of four here. These terraces and the flats between are included in the revised boundary of the Conservation Area as is Stourbridge Common, which comes next. Alas, the entrance to the Common, with white painted, but peeling, fencing and barrier is not welcoming and needs improvement. The iron railings to the play area beyond show how it should be done.

Stanley Road

The edge of the proposed Conservation Area is drawn to include the short terraces (Nos. 143 to 155) and the modern house beyond at the north end of Stanley Road. This ensures the inclusion of the remaining area of terraced housing up to the entrance to Stourbridge Common.

River Lane

Three terraced rows on the west side at the north end of River Lane are within the Conservation Area. The terrace, which runs to the corner of Beche Road and, indeed turns the corner with a blocked, former pub entrance with the remains of its sign above, is the earliest with a date of 1887. This is two storeys of gault brick with a string course running between the two floors and, where they survive, six over six pane sash windows. This terrace was extended southwards at a later date and surviving original windows are two over two panes.

Beche Road

This road runs parallel to Riverside from River Lane in the east to Abbey Road in the west. It comprises long terraces of pleasing appearance interspersed with more substantial groups of villas. Its appearance is only marred by overhead wires.

The street is typical of the terraced streets of this area, with certain subtleties in the design of rows of houses which could give clues to the identities of their builders. The houses are all of two storeys and of local gault brick, laid in a Flemish bond often with tall chimney stacks. The original sash windows, where they survive are set in four inch (100mm) reveals and roofs are of natural slate. Subtleties include the addition and treatment of bay windows; the majority of these are at the west end and particularly on the south side. Some have stone columns dividing window lights and some bays are two

storeys high. Some bays have parapets and others simple flat roofs. The villa style houses of the late 19th century often have names (Alexandra House, Merton House, Britannia and Barunga are all on the south side).

The plain terraces without bay windows also have subtleties with a mixture of stone or brick lintels, some with flower or cross decoration – and names too. Springfield Cottages has a date plaque stating 1891 and the eighties and nineties seems to be the period when most were built.

The house on the corner of Priory Road has a canopy over its door and across the road is the remaining building of Barnwell Priory, the Cellarer's Chequer, of Barnack limestone and gault brick repairs. Immediately opposite on the south side of Beche Road, is Abbey Lodge, a striking building, double fronted of red brick with ground floor bay windows, limestone dressings and a Gothic arch to the front door. It dates from 1887. Further along is the listed boundary wall to Abbey House containing limestone rubble from the Priory. Trees grow around the edge of the grounds of the property and form an important backdrop to the street scene.

Two streets run off Beche Road on the south side; Godesdone Road, which has a corner shop (now a hairdresser) and opposite a Gothic arched door with a rusticated surround of stone, and Beche Court, a modern development, which has a rather bland entrance of brickweave paving between high blank, flank walls. On the south side, Saxon Road and Priory Road run down to the river.

Saxon Road and Priory Road

These two streets run south - north and comprise rows of terraced houses. Priory Road has small groups of villas on its west side with ground floor bay windows, some of stone, some red brick; some with parapets, some with lean-to roofs. On the east side the houses are mostly terraced without bay windows. Clevedon House (no. 38) has a date of 1892. The Riverside end of the street has an attractive view of trees across the river.

Saxon Road has a slight curve at its north end, but the view is less pleasing, with a rather dull boathouse on the north bank of the Cam. It comprises short terraces, all two storey but with fewer bay windows. The terrace, Nos. 17-23, is terminated on its south end with a two storey bay. Saxon Terrace, built in 1896, stands out. It has a centrepiece with a Dutch gable, limestone drip moulding above its ground floor windows, which have central limestone columns and the upper floor is separated with a brick string course – all for show, but very pleasing. This is a Building of Local Interest.

Abbey Road

Abbey Road runs from Newmarket Road in the south to the River Cam in the north as a straight road. Back gardens on its west side run up to the elevated Elizabeth Way. The street comprises long terraces and villas dating from the 1880s and 1890s. On the east side, at its southern end, is Abbey House, a 17th century house with probably earlier parts, carrying the date of 1678 in its gable. It is built partly of red brick and some of it is timber framed and

plastered. It has a plain tile roof. Its boundary to Abbey Road is a high wall with limestone fragments from the old Priory and behind is a row of visually important trees.

Continuing on the east side, beyond Beche Road is a series of villas, some with bay windows and some without. They run from Rose Villa with a date on it of 1894 to Gladstone House, 1887 – all two storeys and all of gault brick with slate roofs – then the villas continue to the north end of the road.

The west side of the street starts at its southern end with a beauty salon in a 1930s building, now included in the Conservation Area, then the usual mix of villas with or without bay windows. No.19 has a grand two storey bay of Ketton limestone and then Nos. 21-61 is a very long terrace of villas with bay windows and tulip motifs in the lintels; Nos. 63-65 has castellated ground floor bay windows and 75 is the only one of red brick with a cross motif in the lintels. The road terminates with a small riverside car park.

Newmarket Road from Abbey Road to Godesdone Road (north side) and from Occupation Road to Abbey Street (south side)

The Conservation Area boundary has been extended to include this short stretch of the main Newmarket Road which retains some of its original traditional character. It also includes the modern housing of Beche Court, accessed off Beche Road. Further west of this area, substantial modern developments intrude significantly and dominate the character of the area to the detriment of the surviving fragments of earlier development.

Going from west to east, the north side of the road begins with a terrace of late 19th century three storey houses which have had ground floor windows replaced with shop fronts. Not all have been achieved with success and some are just ugly. The notable exception is the café at 123 which has a pair of recessed canted bay shop windows with rounded pilasters framing them and separated by a central shop door. The whole is framed by pilasters and a fascia which is in scale, between two brackets. The lower parts of the shop windows have been painted, which is a pity but probably done in the interests of the privacy of the diners.

The mix of poor quality frontages, canopy blinds and signs on the ground floor often contrasts with unaltered upper floors. This continues to Godesdone Road which has a furniture showroom on its eastern corner. The row of small two storey cottages 171-173 are probably earlier in date, but have been greatly altered. No. 141, a 20th century building has a memorial to Donn Casey, an inventor 1931-2009.

Almost in the centre of the row of buildings along Newmarket Road is the church of St Andrew the Less, known confusingly as the Abbey Church. This is a grade II listed building of reused limestone and clunch rubble with Barnack limestone dressings. It was built by Barnwell Priory (which had its own church) for parishioners, a *capella ante portas*, a chapel built outside the priory gates. It was built in the early 13th century. Having been closed since 1846, it was restored 1854-6 under the supervision of the Cambridge Architectural Society.

Although still in use, by the Polish community some of St Andrew's church windows have been boarded-up and gravestones and tombs have been damaged, sadly including some fine 18th century memorials at the east end of the churchyard, which are certainly of local historic interest. The church is screened from the main road by a row of trees, which should be put forward for protection, as they are considered to be of great townscape importance in this stretch of road which is otherwise largely devoid of greenery.

On the south side of the road, the small group of buildings proposed for inclusion within the Conservation Area, begins and ends with a public house. The first one, from the west, is the former Rose and Crown which is an attractive building which turns the corner well. This is followed by two pairs of much altered 19th century buildings, Nos. 114-116 are BLIs and of 2-storeys, whilst Nos. 118-120 are of 3 storeys. These properties are followed by Cambridge Autoparts and the group ends with the Five Bells PH, a boarded up public house which has been disused for some time. Although much altered, this group of buildings retain the essence of the 'Riverside' character.

Houseboats

Along the stretch of the river being appraised are dotted many moored houseboats. Of various shapes, sizes and colour, they add to the riverscape, both positively and negatively. Where they are moored adjacent to the white railings along Riverside, paint is peeling due to the occupants of the houseboats climbing over to access them. Where they are alongside the commons, they contribute to the tranquil river scene. There are issues regarding the requirement for better mooring stations and the impact on the area that these may bring.

4.3 Barnwell Junction

The Conservation Area boundary has been extended to the south-east of Stourbridge Common to include a small group of buildings around the former Barnwell Junction Station on Newmarket Road. The area includes a number of meadows and surrounding trees.

Barnwell Junction is approached down a private drive, once the Railway Station approach road. Just past a new house on the west is the station building, now a dwelling. It comprises a station house of two storeys and a single storey ticket office and booking hall, which has a mock timber frame, giving it a rustic look. The buildings are of brick and painted. The platform, which only served the branch line to Mildenhall, survives, together with a small, gault brick platform building with a chimney stack. These buildings are of local historic interest.

Just beyond the railway and sited in a hollow, emphasised by the railway bridge and elevated main road, is the Chapel of St Mary Magdalen, the Leper Chapel described previously. It is listed, grade I. The surrounding grassland, Chapel Meadows, was part of the site of the great Stourbridge Fair. To the east, and immediately on the roadside is a former toll house, The Round House, which has windows set to provide views up and down the turnpike and

is listed grade II. A single storey building facing the Newmarket Turnpike with a two storey rear extension, it is built of gault brick with a slate roof and dates from around 1830. The slate roof is low pitched and hipped with its eaves supported on slender cast iron columns.

To the east is the Old Paper Mill which is attached to the former Globe public house, which turns the corner into Ditton Walk. Both are listed grade II. The Old Paper Mill is hidden behind a roadside wall, but its attractive brick gable is clearly seen, with its steeply pitched roof behind a parapet, chimney stack perched on top and a triangular bay window projecting at high level. Behind the wall is an attractive early 18th century house with a weatherboarded mill attached. This has been extended to form flats and the boarding has been painted grey.

The Globe is of painted brick with a Cambridgeshire plain tile roof. It has seen better days and is now subdivided to provide a bookmaker's shop and restaurant with a confusion of signs, colours and inappropriate canopies over windows. It turns the corner to Ditton Walk with a 19th century extension, also painted with a slate roof. The view back, across the car park is an unattractive mix of delivery doors and ramps, balcony, signs, aials and extractor flue. It contrasts sharply with the adjacent paper mill.

4.4 Boathouses on the North side of the River Cam

The stretch of the northern bank of the Cam, between Victoria and Elizabeth Bridges, is where the majority of the boathouses are situated. Victoria Bridge is an elegant, single span cast iron structure by Webster and Waters. There are the arms of the town and university in the spandrels. It was opened in 1890 and is grade II listed.

Beyond, to the east and on the south bank, is the Fort St George public house, a popular venue overlooking Midsummer Common. It is listed, grade II and dates from the 16th century. It is timber framed and rendered with some brick re-facing and rebuilding. On either side of it are Ferry House and Midsummer House, forming a pleasing 'island' surrounded by common land and river.

On the opposite bank, the boathouses start. From Victoria Bridge, the first is Lady Margaret (St John's College) built in 1905 and with a first floor balcony and a striking weather vane above its hipped roof. Next is Queens' built in the 1980s of a pinkish brick with three gables – it is striking rather than beautiful. Before Caius is reached, there is a small group of modern dwellings, Boathouse Court, which are of cream brick and glass, but of a proportion and massing appropriate for the site. They sit well amongst the boathouses.

Caius boathouse was designed by W M Fawcett and built around 1880. It is of red brick and large glazed windows and doors on the upper floor leading onto a balcony. Peterhouse next, a Building of Local Interest, built in 1928, with an adjoining and matching single storey boathouse of 1998. Beyond the footbridge is another group of dwellings, Banhams Close, of brownish brick and a modern design, then Fitzwilliam boathouse, 2005 by David Sayer, with a striking curved roof; a Building of Local Interest.

Adjacent is the Cambridge Rowing Association boathouse. It is a single storey breeze block building of the 1980s with a flat roof and no charm. Adjoining it, the Cambridge '99 has more style with a clock tower and weather vane, built in the 1980s following a fire in 1983. The small City of Cambridge Rowing Club is next and then Trinity First and Third (1935) and St Catherine's (1930), both of local interest. Beyond is Goldie Boathouse of 1882, the oldest and listed, grade II.

Jesus College next, of 1932, a Building of Local Interest with its clock tower and then Trinity Hall (1905) with its two end gabled wings. The next three are all grade II listed buildings, Corpus Christi and Sidney Sussex (1958-9, extended 1980s), Clare (1898-1900) with its ornate balcony and Pembroke (c1895) with its double gable and mock timber framing painted white.

The footbridge to Cutter Ferry Lane interrupts the sequence, before Emmanuel (circa 1895), again with ornate balcony and central gable and then Downing (2001 by Nick Ray), strikingly modern and asymmetric. Next comes the Eights Marina, a block of flats, which are rather bulky in form and too high, before Elizabeth Bridge is reached.

4.5 Stourbridge Common and the north side of the River Cam

The proposed Conservation Area boundary follows the north edge of the tow path to Ditton Meadows where it continues to the City boundary and across to the Bait's Bite Lock Conservation Area (within South Cambridgeshire District). Included within the Conservation Area are the former Penny Ferry public house and the slipway off Water Street. Although improvements have been made here, further visual improvement is needed as the view from the south bank is across a car park to the terrace on the north side of Water Street, which is an unfortunate break in the river frontage. This could be softened by further planting.

Stourbridge Common has a famous past, although little of this is evident from the area's present appearance and use – surrounding road names provide the link instead. The Common today forms part of the green river corridor that extends into the heart of the city and at its eastern end provides views across Ditton Meadows to Fen Ditton. It has biodiversity value in its guise as a flood plain for the River Cam and is grazed by cattle in addition to providing a recreational facility. The Green Dragon footbridge links the Common to Chesterton on the other side of the river and is a key cycle/pedestrian route as well as allowing good long views along the river.

5. Architectural Overview

The two main built-up areas of the Riverside Conservation Area, Brunswick and Abbey Road/ Beche Road are characterised by rows of terraced houses and 'villas'. Rarely more than two storeys, they are usually built of grey gault brick from local clays, laid in a Flemish bond and with windows (usually sash, where they survive) within four inch (100mm) reveals. The importance of terraced housing is the repetition and uniformity of design though it is the variation in detailing of these buildings which gives visual interest and charm. Some include red bricks over windows and doors or as string courses. These are usually buildings of the last two decades of the 19th century. Others have limestone dressings.

The Brunswick area has the earliest buildings, dating from around 1825. There are terraces of fine quality late Georgian houses, with decorative fanlights and some balconies. Some of the terraces have basements and windows tend to be six over six hung sashes without horns.

Elsewhere, much was developed from the 1870s and the Priory area later during the 1880s and 1890s. Architectural detail is subtle; bay windows usually on the ground floor but exceptionally rising to two storey are of gault brick or red brick or limestone. Windows, here with horns, are often two over two sashes or plate glass, but always recessed. There are design motifs which could help identify builders: parapets with round or quatrefoil details on bay windows, tulip and cross motifs above lintels for example.

Roofs are always of natural slate and rarely hipped. Many of the terraces are palisaded with small front gardens and low brick walls to the road and paths of red tile leading to front doors. In this area, fanlights are plain, rectangular or semi-circular, but without glazing bars.

In this area, older buildings are of stone. The Leper Chapel, St Andrew's Church, the Cellarer's Chequer and walls to Abbey House all have limestone rubble and the buildings have Barnack limestone dressings. Early brickwork tends to be red and some roofs (Fort St George, Old Paper Mill, The Globe, Abbey House) are of the Cambridgeshire mix of plain (peg) tile. There is little timber framing, the Fort St George and Abbey House being the exceptions.

A number of modern buildings of the late 20th and early 21st centuries have made an impact. Some are high in relation to their surroundings without achieving the distinction of landmark. Some reach in excess of five storeys and together with their bulk are often discordant and a number detract. Where brick is used, it is invariably in the dull stretcher bond which adds to monotony and architectural detail, 'features', tend to be contrived. Not all is bad. Housing near Victoria Bridge, for example sits well in its location in terms of form, massing, height and design, without pastiche. Some of the boathouses too have refreshing modern designs which are still in scale with their surroundings.

Finally, the one landmark in the Conservation Area is the former Pumping Station, now the Museum of Technology. Its tall gault brick chimney can be seen over a wide area and makes a positive contribution to the city's skyline.

6. Trees, Landscape and Open Spaces

The landscape of the Conservation Area is relatively flat with land rising modestly southwards on river terraces. There are three major open spaces, Midsummer Common with Butt Green, Stourbridge Common and Ditton Meadows. In that order, going west to east, they become progressively rural.

Midsummer Common is bounded on the south by housing and on the north by boathouses. It has few buildings on it, the Fort St George group and the new public toilet of striking design (the 'armadillo' as it has become known locally) on Victoria Avenue. It is characterised by informal recreation along tow path and river. Less of a park than Jesus Green to its west, it has grazing cattle, yet hosts occasional public events. It is a more urbanised common with taller buildings adjacent and close to its boundary.

Stourbridge Common is separated by the Riverside houses from Midsummer Common. Along with Fen Ditton Meadows, it is more rural in character than Midsummer Common, with well screened, low buildings on its edge. In some areas, the edges have been neglected and are fragmented, needing strong enhancement. It is still busy with cyclists and walkers along the tow path, but it becomes quieter beyond the Green Dragon footbridge and though bounded on its north side by the buildings of Chesterton, grazing cattle seem less quaint. Housing to the south seems more distant. It no longer hosts a fair and no public events are held here.

Beyond the railway bridge, Ditton Meadows is countryside, but still accessible to the town and paths well used by cyclists and walkers. The river is close to the start of the bump races which run upstream, yet it is quieter and buildings on the north side more sparse. Beyond are views to St Mary's church in the village of Fen Ditton and further still is open countryside and arable fields. This is Green Belt land.

As well as being well used by commuters, these commons are important for recreational purposes as residents and visitors alike meander along the river towpaths. Improvements are still needed to the street furniture to accommodate these activities.

Midsummer Common is a City Wildlife Site, the River Cam a County Wildlife Site and an important wildlife corridor. Stourbridge Common and Ditton Meadows are important wet grassland sites and potential Local Nature Reserves. Logan's Meadow on the north side of the river, east of Elizabeth Bridge is managed by the City Council as a local nature reserve. Stourbridge Common, Fen Ditton Meadows and Chapel Meadows are all within the Green Belt which gives additional protection against inappropriate development.

The City Council publications, Nature Conservation Strategy: Enhancing Biodiversity (2006), the Midsummer Common Conservation Plan (2001) and the Midsummer Common Management Plan 2009-2014 (2009) give details of the wildlife importance of these open spaces and measures required to maintain and improve them. This includes enhancing species poor grassland, maintaining old pollarded willows and the network of riverside willows. The

continuation of grazing is important as is selective mowing and ditch management.

Not only are they important for wildlife, but trees are important visually. They provide a backdrop to the Conservation Area, which is well-treed. Individual trees and groups are protected by Tree Preservation Orders. Trees also act as 'foils' for buildings, softening their impact and visually improving the aspect.

7. Key Characteristics of the Conservation Area

1. The River Cam and its bridges – visually important, important for formal sport and informal recreation, important for wildlife.
2. The Conservation Area is dominated by three large open spaces, Midsummer Common with Butt Green, Stourbridge Common and Ditton Fields.
3. A backcloth of trees surrounds the commons, softening and at times hiding the built-up area beyond.
4. The commons form part of a green wedge which penetrates the City east to west.
5. The Commons are important open spaces visually, for informal recreation and for wildlife. They bring countryside into the heart of a busy city, but there are opportunities for visual improvements to boundaries and other areas to preserve and enhance the setting of the commons.
6. The area was peripheral to medieval Cambridge.
7. The area owes its development to the importance of Stourbridge Fair, the rise and demise of Barnwell Priory and the early 19th century enclosure of the East (Barnwell) Field.
8. The area developed in the Brunswick area around 1825 and then further eastwards, reaching the Abbey area in the 1880s and 1890s.
9. Two storey grey, gault brick houses predominate.
10. The area is characterised by streets of terraced housing and ‘villas’ of the 19th century:
 - The terraces are characterised by consistent materials; gault brick with occasional red brick or limestone detailing and natural slate roofs.
 - The terraces usually have small front gardens behind low brick walls.
 - Terrace detailing includes bay windows with parapets or with flat roofs or with lean-to slate roofs.
 - Terraces and villas have subtle detailing with, for example, tulip or cross motifs in stone lintels or quatrefoils or circles in bay parapets.
 - Brickwork is always in Flemish bond.
 - Windows are set in four inch (100mm) reveals. They are usually sash types of timber, six over six panes or later two over two or one over one.
 - There are no derelict buildings but there are some areas of opportunity for visual improvement.

8. Issues

Riverside is an attractive area of Cambridge. It comprises quiet residential streets of well-kept houses. These streets have a visual unity and the buildings subtle differences. Many of the subtleties can be harmed by inappropriate alterations – replacement windows being an obvious example. A number of terraces have been spoilt in such a way. Terraces require neighbours to respect the unity of the whole and to exercise restraint in changing windows or doors. A change to a single property can adversely affect the appearance of the whole terrace. The use of Article 4 Directions to control alterations to principal elevations should be considered.

The public realm is generally in good order. Streets are usually well paved and street furniture is not generally obtrusive. There are areas where visual improvement is needed. These are:

- Elizabeth Way/ Newmarket Road roundabout and adjacent spaces. Traffic is the problem here, but it has been so catered for that the environment for pedestrians and cyclists is poor and it has resulted in a highly unattractive environment. The underpass is not pleasant, street furniture is utilitarian, in poor condition and excessive. Buildings on the edge are tatty and improvement is needed. This is particularly true of the shops and premises along Newmarket Road. The City Council's Urban Design Team consulted on the Draft Eastern Gate Development Framework Supplementary Planning Document in June 2011.
- Walnut Tree Avenue. This road follows the elevated Elizabeth Way and the latter's concrete retaining wall along the east side of the street gives a bleak appearance. This is especially unfortunate at its junction with Midsummer Common. Tree planting here on a large scale could help soften the impact.
- Entrance to Stourbridge Common from Riverside and river fencing. Here a mix of barrier and painted metal fencing is not attractive, yet just beyond is cast iron post and rail of attractive design. Something similar is needed here. The galvanised fencing all the way along Riverside needs painting, but with proper priming of the galvanised surface first. Dark green or black would probably look better than the white.
- Blocks of flats at the end of Pepys Court. A wide area of open green separates these high (six storey) buildings from the river. The view from Stanley Road is bleak. The impact could be softened by implementing a comprehensive landscaping scheme which should include extensive tree planting.
- Slipway at Water Street, Chesterton. This gap in the river frontage gives views from the opposite side of the river of a car park and then the terrace across the road. Whilst improvements have been made, a further planting scheme is needed to improve the view from the south.

The boundary of the existing Conservation Area excludes the north side of the river from Elizabeth Bridge to Stourbridge Common, the Common itself and

Fen Ditton Meadows beyond and the stretch of Newmarket Road from Elizabeth Way to Godesdone Road. It is recommended that these areas be included in a revised Conservation Area boundary. It is also recommended that the boundary be adjusted to exclude modern apartments on Riverside either side of the Museum of Technology and that it be adjusted to the north of Elizabeth Bridge to follow more logical boundaries.

The following buildings are suggested for inclusion as Buildings of Local Interest, they are described in more detail in Appendix 2:

- 20 Beche Road, Abbey Lodge
- Barnwell Junction Station buildings
- 1 and Burleigh Arms PH, Newmarket Road
- 13-15 Newmarket Road, Burleigh House
- C18 tombs and gravestones at church of St Andrew the Less
- 18 Parsonage Street, The Old Brewery house
- 1-15 Saxon Road, Saxon Terrace

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Appendix 1: Listed Buildings

Street	Building	Grade	Description
Abbey Road	Abbey House	II	C17, perhaps containing parts of earlier date; 2 storeys with attics; part brick; part timber-framed and plastered; irregularly planned house said to contain a fragment of the old Priory; tiled roof. On front of house, one brick shaped gable dated 1678, with bands between storeys and two brick chimney stacks with grouped rectangular shafts. Several panelled rooms and bolection-moulded fireplace surrounds.
	Roadside walls	II	Probably C18. Stone wall with some brick inset; brick coping. Two pairs of stone gate piers with ball finials.
	Arch at Abbey House	II	Detached Romanesque archway standing immediately to the west of the house.
	Rear wall at Abbey House		Medieval stone wall circa forty yards in length running east-north-east from the house. Repaired in brick. Probably part of the precinct wall of Barnwell Priory. Medieval stone wall circa forty yards in length running east-north-east from the house. Repaired in brick. Probably part of the precinct wall of Barnwell Priory.
Brunswick Walk	1-10	II	Early C19. Grey gault brick. 2 storeys, 2 windows, except Nos 9 to 10 which have 3 windows; sashes, mostly with glazing bars. Panelled doors with rectangular lights over. Nos 9 and 10 have pilastered door surrounds and painted wooden rustic lattice porches. Slate roofs.
Maid's Causeway (N side)	27-33 (odd)	II	Circa 1825. Grey gault brick. 2 storeys and basement, 2 windows, sashes mostly with glazing bars. Panelled doors with rectangular lights over. Slate roofs.
	39-53 (odd)	II	Circa 1825. Grey gault brick. 2 storeys and basement, Nos 51 and 53 have attics. 2 windows, No 53 has 3 windows, sashes, mostly with glazing bars. Panelled doors with rectangular lights over, Nos 51 and 53 have grander doors than the rest. Slate roofs.
	55-71 (odd)	II	Circa 1825. Grey gault brick. 2 storeys and basement, 2 windows, No 57 has 3 windows. Sashes, mostly with glazing bars, No 67 has mid-C19 sashes. Panelled doors with rectangular lights over. Nos 63 and 65 have arched doorways with fanlights, No 55 has panelled reveals and a fanlight. Slate roofs.
	73	II	Early C19. Grey gault brick. Probably converted from 2 houses. Stucco bands at 1st floor and eaves levels. 2 storeys and attic, 4 windows, sashes with glazing bars, 4 dormers behind a broken parapet. The windows on the east side of the street front are set closer together. Tuscan porch probably added later, door

Street	Building	Grade	Description
			surround with 4 Ionic pilasters and semi-elliptical fanlight. Slate roof.
Midsummer Common	Fort St George PH	II	C16, with alterations and additions in the C19 and later. Timber-framed, rendered and painted; in part refaced or rebuilt in brick, especially the east and west gables and the ground floor south front. 2 storeys, modern casement windows, 3 below, 5 above; 1 small-paned sash window. Originally a T-shaped plan, but with C19 additions. 1st floor overhang on carved timber brackets. Some chamfered ceiling beams. Great central brick stack, old tile roof.
Newmarket Road (N side)	Church of St Andrew the Less	II	Small church of early C13 date consisting of chancel and nave. Rubble with some dressed stone. Built by Barnwell Priory. The church was restored 1854-6, the vestry and Organ-chamber added in the late C19.
	Chapel of St Mary Magdalene (Leper Chapel)	I	Complete and little altered chapel of mid C12 date, consisting of chancel and nave only. Roof of 1400. West wall altered 1867. Ashlar, flint and brick with tiled roof. Unusual architectural and carved decoration of tile period.
	The Round House	II	Circa 1830. Formerly a toll-house on the Newmarket Turnpike. Grey gault brick. Single storey rectangular block with semi-octagonal bay projecting on the road front. Modern 2 storey addition on the north-east. Sash windows, some with glazing bars. Low-pitched hipped slate roofs, with bracketed boxed eaves supported on slender free-standing cast-iron columns. Central brick chimney.
	Paper Mills	II	Early C18. Buff brick. 2 storeys and attic; 6 windows sashes with glazing bars, 2 attic dormers with C19 bargeboards. Early C19 trellis-work porch with slated roof, external shutters. Continuous band at 1st floor level, brick dentil eaves cornice, old tile roof. Good chimney at south gable end. Some chamfered beams. The mill on the north is dated 1871; a rebuilding of an older mill. 2 storeys and loft weatherboarded and gault brick. Timber vent on roof and sack hoist at rear. Slate roof.
	Former Globe PH	II	Early C19. Brick, rendered. C20 public house treatment below, 3 C19 sash windows above. Canted bay rising through both floors. Modern tiled roof.
Priory Road	Barnwell Priory (Cellarer's Chequer)	II*	Remains of C13 stone building, part of claustral buildings of Barnwell Priory. Built of clunch. Barnack stone with a tiled roof. Remaining C13 features include a doorway, several windows and a fireplace.

Street	Building	Grade	Description
Victoria Avenue	Victoria Bridge	II	Foundation stone laid in 1889, opened in 1890, both events commemorated by plaque on the south abutments at road level. Engineers Webster and Waters. Single span cast-iron bridge on stone abutments and approaches. Elliptical arch and open iron balustrade. Decorated on either side of the pierced spandrels with arms of the City and the University.

Cheddars Lane	Pumping Station	Scheduled Ancient Monument	Museum of Technology, farmer waste burning, etc.
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Riverside Boathouses

Boathouse	Grade	Description
University Boatclub, Goldie Boathouse	II	<p>The Goldie Boathouse, built in 1882, is the oldest surviving intact boathouse on the river, and is a grade II Listed Building. It was the site of the first meeting of the Cambridge University Boat Club (CUBC) in March 1883, and is named after a famous oarsman, John Goldie who rowed for St. John's and the University in the 19th Century. He competed in four Boat Races against Oxford from 1869 to 1872</p> <p>The building is red brick, with a red machine tile roof. The gabled roof has three dormers and a central transverse ridge stack. The outer two dormers are pedimented, and each have two single-light centre-hung casements with glazing bars. The wide pedimented central dormer also has two groups of two single-light casements, separated by a plaster inscription plaque that reads: CUBC Goldie Boathouse. Above this are the coat of arms of the University, and raised plaster decoration in the pediment.</p> <p>The first floor has four sets of French windows, opening onto a timber balcony with a turned balustrade and square-section supporting posts rising to a flat section of roof.</p> <p>The ground floor has one pair of timber double doors to the right, and two two-light casement windows with glazing bars and segmental heads to the left.</p>
Clare College Boathouse	II	<p>Boathouse. 1898-1900. Red brick; pantiled roof 2 storeys in 4-window range. Ground floor with 2 pairs of timber boathouse doors, set under basket arches. First floor with full width timber balcony supported on square-section timber posts and reached by ladder staircase at east end. Balustrade in form of repeated open squares within cross bracing. First floor fenestration of 2 central 2-light casements, that to left developed into French window. One outer 3-light casement right and left. Hipped roof with deep overhang, the soffit to front (i.e. facing river) with five registers of triple drop pendants, the outer ones doubled in depth. Stacks on east and west roof slopes. On the left (west) side a single-storey extension of late C20 with double doors and a gable facing.</p>

Pembroke College Boathouse	II	Boathouse. c.1895. Brick with timber upper floor and tiled roof. 2 storeys and attic. 4-window range. Ground floor with 2 double timber boathouse doors. First floor with close-studded applied timber frame. 4 groups of 3-light cross casements, the central upper element arched. Multiple glazing bars. 2 encircled quatrefoils in centre and one at each end. 2 gables, each with timber framing and a 2-light casement with glazing bars. Gabled roofs. C20 outshut to west return with a double timber boathouse door.
Corpus Christi & Sidney Sussex College Boathouse	II	<p>Boathouse with changing facilities. 1958 by David Roberts, extended to sides in 1980s. Light-weight steel frame on piled concrete foundations infilled with brick and some weatherboarding to first floor front; shallow first floor houses changing facilities and has flat felt roof, deeper three bay boat store below has lean-to extensions and pitched roof. Symmetrical composition of three main bays to front, and the set-back lean-tos either side, all with folding doors under clerestory glazing' now blocked. Above, changing rooms with near-continuous broad band of glazing, with square panes and doors at either end, are set behind steel and timber balcony and reached via spiral concrete stairs to either side, with powerful newel posts and slender steel balustrade. Shields of the colleges sharing the boathouse to front, and four flagpoles complete the delicate grid of the composition. Interior of the ground floor a simple store; the upper floor noted to be 'spartan', as it does not overlook racing and elaborate facilities were not required.</p> <p>Rowing started at Cambridge in the 1820s (before it was introduced at Oxford); Corpus Christi College founded its first club in 1827-30; Sidney Sussex followed in the early 1830s. They were the first colleges to build a combined boathouse. This was the first modern style boathouse built at Cambridge, and was widely imitated here and elsewhere. It is a graceful little building, making the most of a small budget ("13,000). The thin, angular lines are appropriate to its river setting, and contrast with the more flamboyant styles of the earlier boathouses alongside.</p>

Appendix 2: Buildings of Local Interest

Street	Building	Description
Auckland Road	9-15 conseq	This is a terrace of six houses, two storeys with the central two houses (numbers 12 & 13) having an additional Dutch gable end onto the road. The roof is slate and the gutters are all cast iron. The walls are Gault brick. There are a total of six chimney stacks. Each house has one 1/2 vertical sash window on the first floor and one on the ground floor. The gable has an additional two, smaller 1/1 vertical sash windows. The windows are all timber-framed. The doors are all timber, and each has a curved fanlight. The tops of the all the windows are also curved, and above each window and fanlight is a curved panel of decorative brickwork with a keystone. There is a rubbed brick drip over the brick arch.
Barnwell Junction	Platform building	Small gault brick platform building with chimney stack
Brunswick Gardens	Denmore Lodge	A large two storey house with projecting wing to the road and a two storey castellated porch in the angle with arched first floor window. Gault brick with red brick string and a red brick band on the stack. Projecting wing has two storey canted bay window of stucco with a parapet. 1/1 windows with stone lintels.
Brunswick Terrace	1-9 (odd)	A terrace of five two storey houses. They are built of Gault brick and have slate roofs and one chimney stack each. The guttering is a mixture of plastic and iron. Each house has one 6/6 vertical sash window on the first floor and another one on the ground floor. All the windows are timber framed, and all the doors are timber under brick arches with a timber infill.
Brunswick Walk	11-14 conseq	This is a terrace of four houses, with four storeys including a basement. The walls are Gault brick, and those of number 14 are painted. There is a gable at each end of terrace. The second floor has two 2/2 vertical sash windows per house. The ground and first floors each have bays of three 1/1 vertical sash. Each basement has a bay with one 2/2 and two 1/1 vertical sash windows. All windows are timber framed. The door is timber panelled with a large fanlight.
Newmarket Road	3, 5 & 7	Early C19. Grey gault brick. Two storeys, one window below (number 3 has two), two windows above. Arched, recessed doors with fanlights over, number 7 has modern door. Slate roofs.
Newmarket Road	43	Late 19 th century gault brick of 3 storeys with string courses between floors gable to the road. Roadside gable has stone parapets and scroll detail against the stack. Dutch gable to north and stack with stone detail. W front has gables over third storey windows. The northern most has 2x 6/6 and the other a single 6/6 window. To N is a crow-stepped wing of 2 storeys. E front has 2 Venetian windows above main doorcase.
Riverside	Engineer's House	Engineer's house to adjacent pumping station built 1894. It is a 't' shape building of two storeys at the top of a row of steps. 2storey of gault brick with double red brick platband, sandstone dressings and details and a slate roof with decorative ridge tiles and central stack. The roof has stone parapets with red brick copings and sandstone ball finials.

		In the angle of the 'T' a first floor room with a lean-to roof of slate is supported on columns to provide a porch. The gable to Riverside has a bay window to the ground floor of sandstone with moulding to a parapet and a decorative apron below. The upper window has a sandstone console and ball finial on a keystone with a moulded brick arch. In front and down the steps, there is a gate between moulded cast iron piers and boundary wrought iron railings on a sandstone capped brick wall with alternating bayonet and Y-topped rails which match those of the Scheduled Ancient Monument.
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Suggested additional Buildings of Local Interest

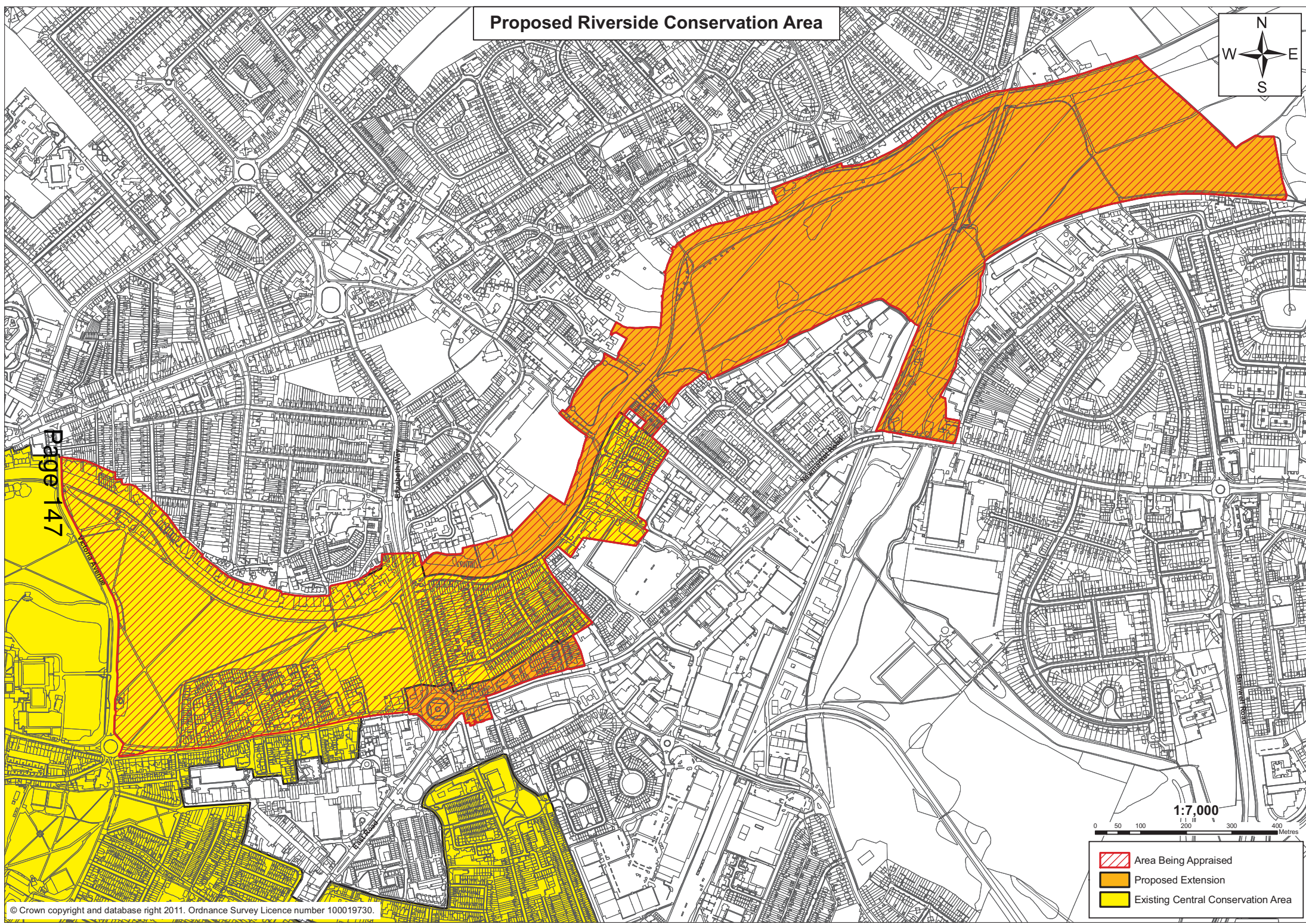
Street	Building	Description
Beche Road	18-20 Abbey Lodge	1887 (date stone). Double fronted red brick 2-storey house with ground floor bay windows, limestone dressings and a Gothic arch to the front door.
Barnwell Junction	Station House and ticket office	Station House – 2-storeys, painted brick Ticket Office (and Booking Hall) – single storey, mock timber-frame
Newmarket Road	1 and Burleigh Arms	These form the ends to the row of BLI 3,5 & 7. No 1 is a corner shop and the Burleigh Arms a public house, both of which are of interest though later than the terrace between.. The former, which has marginal glazing to windows on the first floor, has a C19 shopfront and a curved corner door, whilst the pub, now with painted brickwork, but still with the tall heavy chimneys of the terrace, provides a classical style end to the row
	13-15 Burleigh House	Set behind tall walls and shrubs. A double pile house of 2 storey with basement of gault brick with limestone detailing, now an office. 2 storey canted bay windows on E with limestone quoins and window surrounds. Dentilled detail to gable and tall stack. W section has alternate triangular and semi-circular details over first floor windows a canted bay and porch on the ground floor– all in Ketton limestone with similar stone quoins, the rest being in Flemish bond gault brick. To the rear is a modern extension of full height.
	Churchyard of St Andrew the Less	C18 memorials (tombs and gravestones) at east end of the churchyard
	Former Gas Works Memorial and Paving	Open paved square in front of metal gates with a stone war memorial for the former gas works employers and employees. The base of the memorial is a square plinth with a lettering on three sides. One side is for those that died in the First World War, the second side is for those that perished in the Second World War and the third side is a commemoration of the employers and employed who erected the monument in 1921. On top of these square sides is a band of carved flowers and ribbons with angled edges to soften the appearance of the memorial. These are highly decorative and a contrast to the plain base. On top of this sits an octagonal section which has eight niches with carved heads, This is then topped with a domed section and a short column with a 'gold' cross. The memorial is in front of a large pair of metal gates

		which are in Art Deco style with square decorative detailing, painted black. The paving for the square is modern but sets the gates and memorial off well.
Parsonage Street	18 The Old Brewery House	C19 substantial house which was attached to the Star Brewery which close in 1972. Only the side is seen from the street with 3 x 6/6 sash windows and fanlight over the front door which has 4 panels.
Saxon Road	1-15 odd Saxon Terrace	1896 terrace with a centrepiece with a Dutch gable and datestone in the apex under a triangular drip mould. Limestone drip moulding above ground floor windows (1/1), which have central limestone columns and stone chamfered lintels The upper floor is separated with a brick string course. First floor windows 1/1 sashes. Rectangular fanlights over front doors and low brick front garden walls with bull nose Staffordshire blue brick copings
Newmarket Road	Former Gas Works	
	War Memorial	
	Gates	

Appendix 3: Maps

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Proposed Riverside Conservation Area



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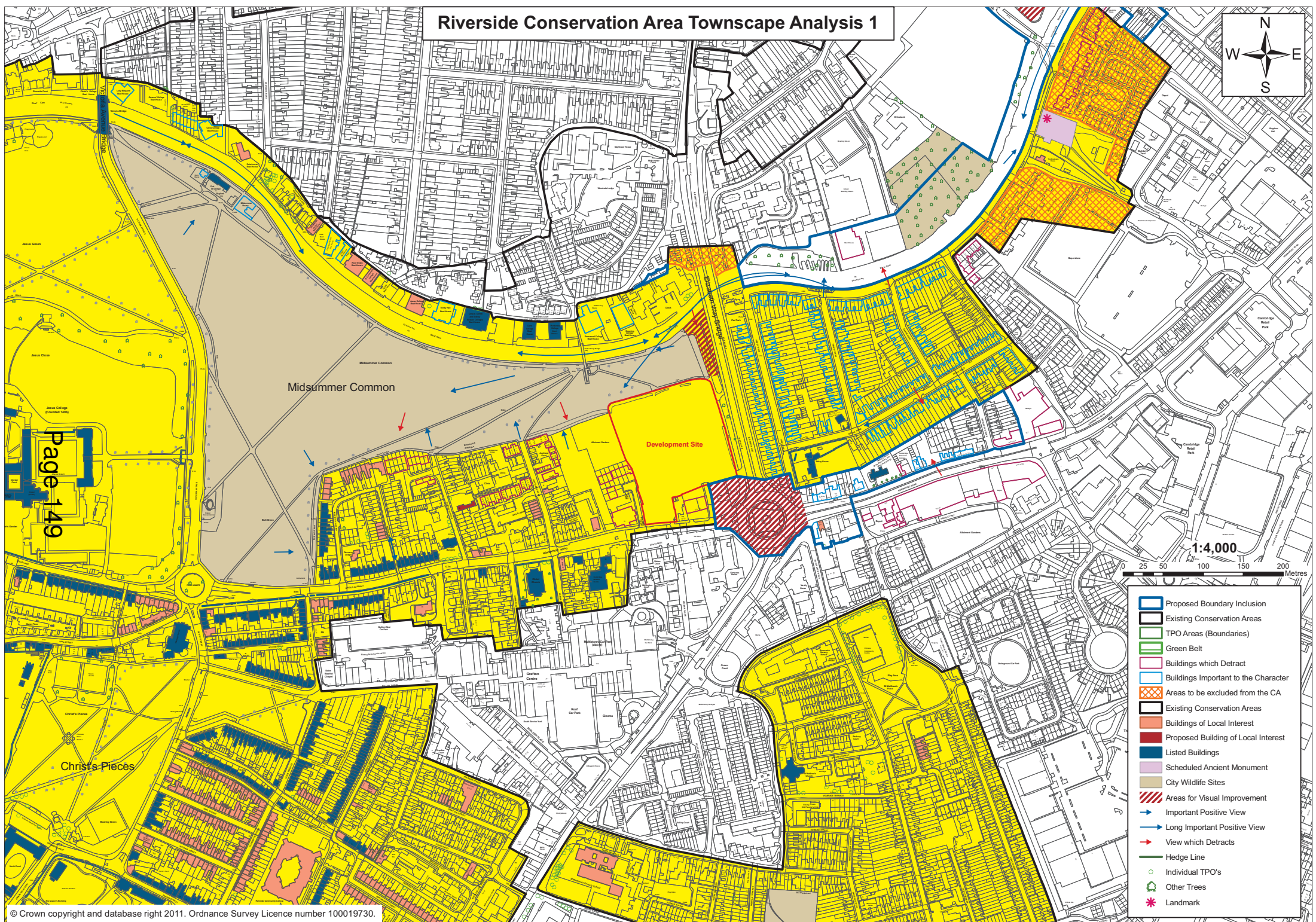
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-  Area Being Appraised
-  Proposed Extension
-  Existing Central Conservation Area

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Riverside Conservation Area Townscape Analysis 1



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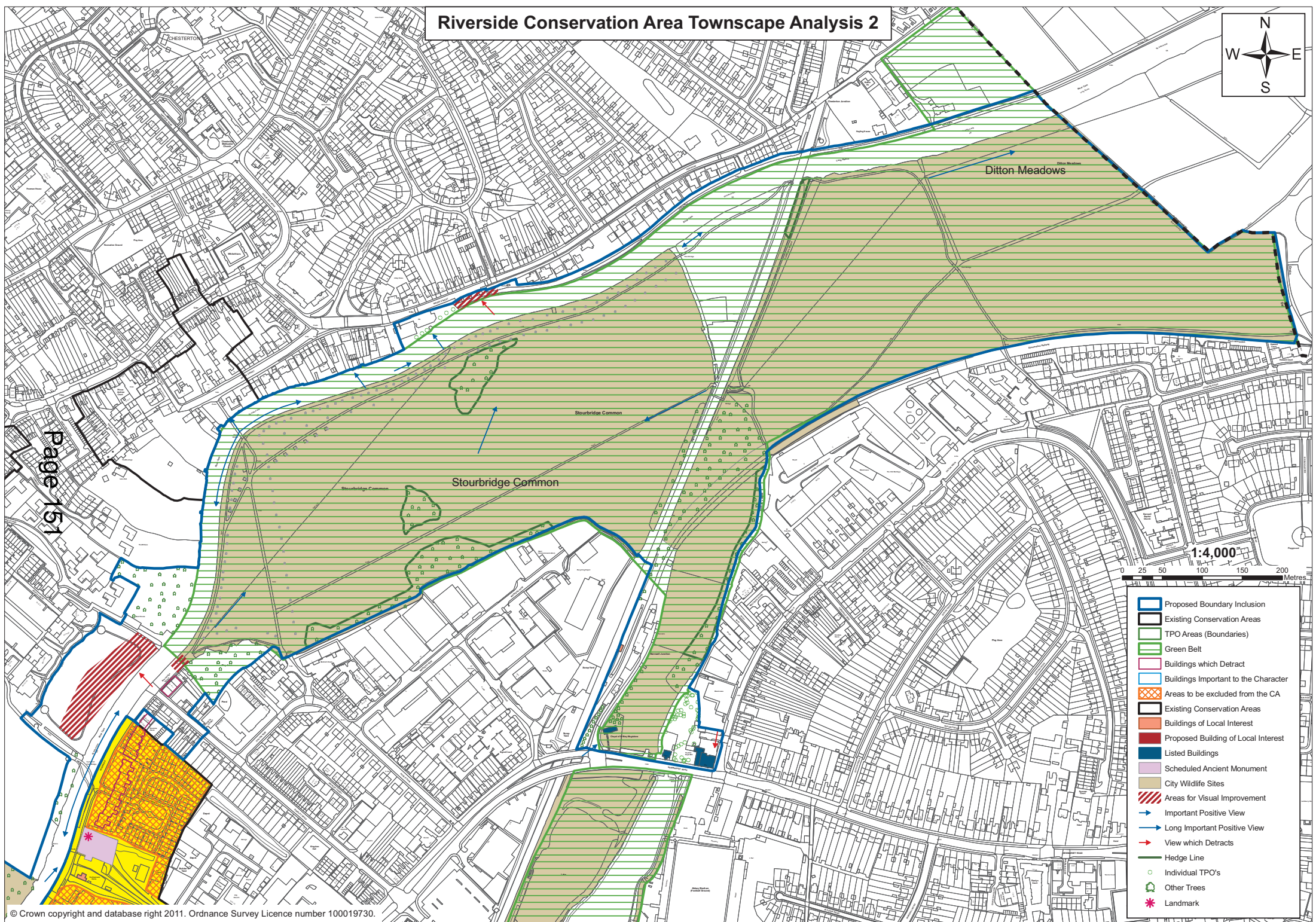
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- Proposed Boundary Inclusion
- Existing Conservation Areas
- TPO Areas (Boundaries)
- Green Belt
- Buildings which Detract
- Buildings Important to the Character
- Areas to be excluded from the CA
- Existing Conservation Areas
- Buildings of Local Interest
- Proposed Building of Local Interest
- Listed Buildings
- Scheduled Ancient Monument
- City Wildlife Sites
- Areas for Visual Improvement
- Important Positive View
- Long Important Positive View
- View which Detracts
- Hedge Line
- Individual TPO's
- Other Trees
- Landmark

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Riverside Conservation Area Townscape Analysis 2



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- Proposed Boundary Inclusion
- Existing Conservation Areas
- TPO Areas (Boundaries)
- Green Belt
- Buildings which Detract
- Buildings Important to the Character
- Areas to be excluded from the CA
- Existing Conservation Areas
- Buildings of Local Interest
- Proposed Building of Local Interest
- Listed Buildings
- Scheduled Ancient Monument
- City Wildlife Sites
- Areas for Visual Improvement
- Important Positive View
- Long Important Positive View
- View which Detracts
- Hedge Line
- Individual TPO's
- Other Trees
- Landmark

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To: Executive Councillor for Planning and Sustainable Transport: Councillor Tim Ward
Report by: Head of Planning Services
Relevant scrutiny committee: Environment Scrutiny Committee 4/10/2011
Wards affected: Abbey,

NEWMARKET ROAD SUBURBS AND APPROACHES STUDY Not a Key Decision

1. Executive summary

1.1 This report seeks approval of the Newmarket Road Suburbs and Approaches study.

2. Recommendations

2.1 The Executive Councillor is recommended to approve the text of the draft study, Appendix 2, and that the study of local distinctiveness be used to inform planning decisions in this area.

3. Background

3.1 Funding of £30,000 per year for pro-active conservation work was agreed for each of the financial years 2008-9, 2009-10, and 2010-11.

3.2 A programme of pro-active Conservation work identified, in consultation with members and residents' groups, priorities for studies of Suburbs and Approaches to the city which are subject to change. It was agreed that rapid appraisals would be undertaken of these particular areas. Newmarket Road is the first of the second tranche of these studies.

3.3 The idea and the scope of potential Suburbs and Approaches studies were set out in the report to Committee on 8 April 2008: “ **4.2. d) Rapid appraisal of sensitive areas subject to change** Some areas may have characteristics that are much appreciated, but do not have sufficient merit to justify designation as Conservation Areas. These may be the subject of character appraisals leading to the development of guidance to manage change”.

3.4 The Suburbs and Approaches studies are *rapid* studies by historic

environment professionals, drawing on national criteria and best practice. They will be a material consideration in determining planning applications; they will provide assessments of Local Distinctiveness to support Planning Policy Statement 1; they will contribute to the evidence base for the Local Plan Review; and they will support the development of strategic and local policies or initiatives. They will identify areas with potential for Conservation Area designation, and potential Buildings of Local Interest. The studies will not in themselves provide a basis for Conservation Area designation.

3.7 The drafts, Appendix 2, was prepared by consultants in 2010, and the document was consulted on alongside the Riverside Conservation Area Appraisal.

3.8 The amenity societies, English Heritage, County Highways and Planning, Environment Agency, the Ward Councillors and the County Councillor were consulted as statutory consultees.

3.1 The formal public consultation period was held from 7th July to 19th August 2011, with an additional two weeks given to environmental groups who were not consulted formally in the first instance. The public consultation was promoted on the City Council website with a link to the draft Appraisal and a comments form. A press release was issued to promote the consultation. Hard copies of the document were available at Cambridge City Council Customer Service Centre for reference along with comments forms. A public exhibition for the proposed Central Conservation Area expansion and Appraisal was held on the 22nd and 23rd July 2011 in the River Lane Centre, River Lane.

3.9 The comments received are summarised in Appendix 1.

3.10 It is recommended that the study be approved and adopted.

4. Implications

(a) Financial Implications

The financial implications are set out within the report above.

(b) Staffing Implications

There are no direct staffing implications

(c) Equal Opportunities Implications

There are no direct physical equality and diversity implications. Involvement of local people in the work followed the guidance set out in the Statement of Community Involvement.

(d) Environmental Implications

There are no direct environmental implications

(e) Consultation

The consultations are set out in the report above.

(f) Community Safety

There are no direct community safety implications.

5. Background papers

Committee Report 8 April 2008, Item 10

English Heritage guidance on Area Assessments of the Built Environment

6. Appendices

Appendix 1

Summary of responses to public consultation

Appendix 2

Draft Newmarket Road Suburbs and Approaches Study, June 2011

Appendix 3

Draft Newmarket Road Suburbs and Approaches Study map

7. Inspection of papers

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

Author's Name:	Susan Smith
Author's Phone Number:	01223 - 457168
Author's Email:	susan.smith@cambridge.gov.uk

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Newmarket Road Suburbs and Approaches Study – Draft: Summary of Responses

1 = action taken

2 = not within the remit of this document

3 = no action taken

NB: Where the same comments have been made by different methods, these have only been included once e.g. where emails are making the same points as Comments Forms.

	Respondent	Comment	Response	Action
1	English Heritage East of England Region	No comment		
2	Natural England	(i) Generally satisfied with scope.	(i) Noted	(i) 3
3	Cambridge Past, Present Future	(i) Area has suffered from complete lack design/planning. Issues of street clutter and simplification should be considered. (ii) Suggested alterations to text (iii) Issues regarding pedestrians and cyclists (iv) Character of area needs to refer to position of buildings on the street, heights and roof types. Any new development should reflect and enhance the roofscape (v) Tree should be carefully selected for this location (vi) Suggested text alterations to capture more of the character of the area and to make corrections to the document. (vii) Maps need some additional analysis (viii) Enhancement Opportunities is too thin and suggests additional proposals	(i) Noted (ii) Text altered (iii) Text altered (iv) Noted and some text altered (v) Noted (vi) Text altered (vii) Maps altered (viii) Text altered	(i) 3 (ii) 1 (iii) 1 (iv) 1 (v) 3 (vi) 1 (vii) 1 (viii) 1
4	Cambridgeshire County Council – Strategic Planning	(i) No comment	(i) Noted	(i) 3
5	Cambridgeshire County Council – Highways	(i) No comment	(i) Noted	(i) 3
6	Environment Agency	(i) Add the fact that part of the area is in the floodplain	(i) Text altered	(i) 1

7	Cllr Rosenstiel – Ward Councillor	(i)	Suggested corrections to the text	(i)	Text altered	(i)	1
8	Riverside Area Residents Association	(i)	Agree that much development along Newmarket Road is disjointed and unattractive. Some green vistas and historic buildings still remain to be protected	(i)	Noted	(i)	3
		(ii)	Support enhancement opportunities in section 6	(ii)	Noted	(ii)	3
		(iii)	Concerned recent and current planning applications are inconsistent with desire stated in document to redevelop south side of Newmarket Road as a finer grain.	(iii)	Noted	(iii)	3
		(iv)	Assessment in Character Area 2 of the bleak and undistinguished landscape should be carried forward into recommendations for new development.	(iv)	Noted	(iv)	2
9	Petersfield Area Community Trust (PACT)	(i)	Strong support inclusion of the suggested new areas	(i)	Noted	(i)	3
		(ii)	Issue of most immediate concern to PACT is Elizabeth Way roundabout and stretch of road along Newmarket Road immediately to the east, and its hostile environment	(ii)	Noted	(ii)	3
10	Savills – on behalf of Grosvenor and Wenbridge acting for Cambridge United Football Club	(i)	Welcome analysis of Cambridge United grounds as potential for redevelopment.	(i)	Noted	(i)	3
		(ii)	Recognise Council's desire to increase amount tree planting along approach to railway line from east.	(ii)	Noted	(ii)	3
		(iii)	Welcome support for relocation of stadium and residential development is likely to be favoured option for redevelopment of site.	(iii)	Noted	(iii)	3
11	Save Our green Spaces	(i)	Newmarket Road is a blemish, especially near Elizabeth Way and has a negative impact on the Riverside area. Some amelioration near the Leper Chapel, general tree planting and added green corners would be a boon at a modest outlay	(i)	Noted	(i)	3
12	Friends of Stourbridge Common	(i)	Support objectives outlined in the study	(i)	Noted	(i)	3

	(ii)	Entire Newmarket Road is shabby and there is not much room for increasing the green space, but tree planting would be a help	(ii)	Noted	(ii) 3
	(iii)	The study does highlight the problem of Elizabeth Way roundabout, which is a blight on the city, and the National Tyre Autocare building	(iii)	Noted	(iii) 3

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Cambridge Suburbs and Approaches:

Newmarket Road

Cambridge City Council

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1. Character Summary

Newmarket Road is an ancient road, first established by the Romans, and was a principal medieval road known as the 'Bury' Road and later, in parts, as The Barnwell Causeway. Today, it remains the main eastern 'gateway' into the city, one of eight primary routes into and out of the city centre. It is classed as an 'A'-road and provides access to Cambridge from Junctions 34 (via B1047) and 35 (A1303) of the A14, the major east-west route in the Cambridge area.

Approached from the east, Newmarket Road (as the A1303) passes through Green Belt, although it is not particularly rural in character as Cambridge Airport and the Park and Ride site are both within it. The City boundary (since 1934) is crossed upon reaching Meadowlands Road and the cemetery, from where the early-mid 20th century Fen Ditton Fields development begins. The road is wide, with a bus lane in the west-bound carriageway, and tree-lined with grass verges behind which, on the south side, inter-war semi-detached houses sit back from the road and the cemetery stretches out on the north side.

Upon reaching the Ditton Lane junction, a more industrial character prevails with the busy junction generally surrounded by institutional and commercial premises. The road is wide (dualled) and very busy with traffic between this junction and the Wadloes/Barnwell Road roundabout which are all part of Cambridge's ring road. Continuing west, the suburban character of the Fen Ditton Fields development returns, although a scattering of earlier 'ribbon' development sits amongst the largely post-War and mostly semi-detached dwellings. There are only a few street trees in this stretch of road, and the road is, as a result, quite open until Coldham's Common is reached.

Coldham's Common, the Barnwell Lake (or Pit) and the trees and open space by the Papermills and the Leper Chapel building group provide a green buffer between the suburban character of the road to the east and the railway line and retail-led character of the road as it turns towards the City Centre. The character is distinctly rural, despite the presence of the railway and the utilitarian appearance of the football stadium, the floodlights of which are visible in the skyline from the Barnwell Road to Barnwell Railway Junction. The pastoral scene around the Leper Chapel is enhanced by the informal landscaping and substantial trees in the area.

West of the railway line, the character and grain of the area changes dramatically with the fragmentary remains of Cambridge's early 'ribbon' development along the road intermingling with huge 20th century warehouse and commercial developments. The historic grain of the north side which is lined by 19th century terraces, largely survives along the road frontage, although there are some significant modern intrusions and much alteration and rebuilding has occurred. The south side, however, is starkly modern and of an entirely different grain with large retail 'sheds' and swathes of car parking. The area is unified by the commercial character of both the 19th century and 20th century buildings, the tree planting which softens the wide (dual carriageway) highway, and the street signage that pervades the area.

The chimney of the Museum of Technology provides skyline interest in views across the rooftops on the north side of the road.

The western end of the study area contains the earliest development with the remains of the Barnwell Priory including the Church of St Andrew the Less and the Cellarer's Chequer on the north side of the road. It ends disappointingly at the Elizabeth Way roundabout, which severs the road from its historic continuation westwards along Maid's Causeway, and then Jesus Lane.

At present, no part of the assessment area is covered by Conservation Area designation, but the accompanying Conservation Area Appraisal for the Riverside area of the Central Cambridge Conservation Area suggests that two small sections of this assessment area be included within the Riverside area. It is recommended that the north side of Newmarket Road between Elizabeth Way and Coldham's Lane be brought within the Conservation Area along with the area around and including the Leper Chapel and Papermills group of traditional buildings. Part of the area is within the floodplain.

2. Introduction

1.1 Background

Beacon Planning Ltd was commissioned in July 2010 by Cambridge City Council to prepare a rapid assessment of Newmarket Road, from the Cambridge City boundary to the Elizabeth Way roundabout. The aim is to provide an assessment and understanding of this undervalued route's "local distinctiveness" in order to inform enhancement through new development and/or improvements to the public realm.

The City Council has a programme of 'Suburbs and Approaches Assessments' and this Newmarket Road rapid appraisal is one of four in the second tranche of the programme. These projects form part of the Council's pro-active Conservation programme, which also includes Conservation Area Appraisals. The Newmarket Road assessment has been commissioned concurrently with a Conservation Area Appraisal for the Riverside area of the Central Cambridge Conservation Area (No.1).

2.2 Methodology

The assessment involved fieldwork, some desk based research and analysis. Research was carried out at the County Record Office and in the building control records of the City Council. It consisted of a review of historic maps, and a more general review of works on the history of Cambridge, its architecture and development. Newmarket Road was physically assessed on foot in July 2010. The assessment is based on what could be seen from the public highway.

2.3 Limitations

An assessment was made of the architectural and historic character of Newmarket Road as part of a characterisation assessment, including the heritage significance of the area. The assessment is not in sufficient depth to support potential Conservation Area designation, although this assessment was commissioned alongside a review of the Riverside area of the Central Cambridge Conservation Area and parts of the study area are proposed for inclusion within the Conservation Area. This assessment may also provide a useful basis for consideration for further designations.

There are a number of additional lines of research which might produce additional historical information on the history and development of Newmarket Road such as rate books, insurance and building plan records. Further research would provide greater detail and depth to an understanding of the development of the area.

3. Historical Development

1.2 Brief overview of the development of Cambridge

The City of Cambridge lies at the intersection of four Roman roads, and the Roman settlement developed on the west side of the River Cam in the present Castle Hill area. In Saxon times there was further settlement south of the river. After the Norman Conquest a castle was built north of the river and several churches and monastic foundations were in existence by the mid-13th century. The major growth of the town dates from the establishment of the University from the 13th century, and at the time of the Reformation there were 15 colleges.

With the exception of some minor suburban development, Cambridge did not significantly develop beyond its medieval bounds until the early 1800s, following the Acts of Enclosure. New housing began to appear on the roads leading out of town, including Barton Road. With the arrival of the railway in the 1840s the town expanded as a market town and agricultural centre. Large new areas of housing were built throughout the second half of the 19th century, building off and connecting the historic routes radiating out from the centre. In the first half of the 20th century the town's population grew from 40,000 to 90,000; outlying villages were connected and absorbed as ribbon development spread out from the centre.

Early resistance to this growth and the loss of village character in outlying areas was manifested in the establishment of the Cambridge Preservation Society in 1928, now Cambridge Past, Present and Future, and the protection given to the Gog Magog Hills, Grantchester, Coton and Madingley. After the Second World War Sir William (later Lord) Holford and H. Myles Wright's *Cambridge Survey and Plan* of 1950 formed the basis of the 1952 County Development Plan, defining the Green Belt and proposing new housing growth on the northern and south-eastern fringes of the town (which became a City in 1951). Population was to be capped at 100,000.

Holford's policy of containment proved unsustainable, and the post-war period has seen continuing pressure for, and accommodation of, development in and around the City. The coming years will see significant development in the City, with new housing, associated community facilities, as well as development of land for employment, medical and higher education expansion.

Newmarket Road is affected by major development proposals at each end, although proposals for major development on the site of Cambridge Airport are now in abeyance because the owners of the land, Marshall Aerospace, have decided not to move. However, given the retail led nature of the central and western lengths of the road, the area will continue to be subject to development pressure, and the Council wishes to ensure that future development and enhancement is accommodated in the most appropriate way. This assessment will provide the strategic and historic environment analysis required to inform the preparation of more detailed policies and guidance, taking account of the sustainability, mixed use, conservation and

design objectives set out elsewhere in documents including the Eastern Gate studies.

3.2. The development of Newmarket Road

Newmarket Road was a principal medieval road, often referred to as the 'Bury' road as it follows the high ground to Bury St Edmunds. It was reputedly used by the Romans to bring produce to the Cambridge based garrison from the large estates at Fen Ditton and Horningsea, and was later known (in some parts) as the Barnwell Causeway and continued into the city as St Radegund's or Nun's Lane (now Jesus Lane).

The first settlement outside the *burh* (Anglo-Saxon defended settlement) of Cambridge occurred in the 5th and 6th centuries on dry river-terrace gravels, including around Barnwell where a priory was founded on one-time royal land in the fields within the 'Liberty' of Cambridge (the extent of the town's jurisdiction). The house for 6 augustinian canons (originally founded in 1092 by Cambridge's first Sheriff, Picot) was moved from its site at St Giles Church adjacent to the Castle, to the right bank of the River Cam, in 1112 by the second Sheriff, Pain Peverel.

Barnwell (or *Barnewelle*) apparently means Children's Well, so called because every year, at Midsummer's Eve, children gathered there for games, attracting traders (although other possible derivations have been put forward including Warrior's Well). A hermitage and ancient oratory of St Andrew had already appeared in the area, next to this source of springs in the common fields. Barnwell Priory became the largest religious foundation in the town (covering 10 acres), although founded on common lands, and was granted a charter in 1211 by King John formalising the holding of an annual Fair on Midsummer Common roughly in the area of the modern Elizabeth Way. In 1505 the right was transferred to the town Corporation for an annual fee. This fair has today become a large "fun fair".

Further east, beyond Barnwell, the St Mary Magdalene Leper Hospital was founded by 1169 (the Chapel associated with the hospital seems to date from the mid 12th century) to care for the influx of poor and destitute attracted by Cambridge's wealth and piety. The hospital stood close to the site of the Stourbridge Fair which, after 1400 took the place of the four great fairs of the early Middle Ages and had become the largest in England by Henry VIII's time. The first documentary reference to a fair in the neighbourhood is believed to be a grant of King John to the hospital in 1210-11 and this probably implies the grant of a going concern.

The Barnwell Priory site ran from Newmarket Road down to the river, east of what is now Elizabeth Way and its establishment led to considerable suburban development in this direction and growth around the priory was rapid. Early in the 13th century, the Church of St Andrew the Less was built, probably to serve the needs of the hamlet that had grown up around the priory. Around 100 messuages (a very large number even for a Cambridgeshire village) are recorded in the parish in 1279. Most of the Priory's tenants were probably peasants working on the land, but many must

have been craftsmen, supplying the villagers' day-to-day needs and very probably selling their products at Stourbridge Fair. Innkeepers in particular, benefitted from the ever-increasing importance of Stourbridge Fair.

Barnwell Priory was surrendered in 1538 with the Dissolution of the Monasteries and the site was being used as a quarry towards the end of the 16th century; some of the stone for the new chapel of Corpus Christi was from here. Although the village that had grown up here was probably one of the more populous of the Cambridge suburbs, it does not appear on any 16th century maps and there is little detailed knowledge.

The Stourbridge Fair, in contrast, is well documented because of its local and even national importance. By the mid-16th century, Rows (of stalls) were being laid out annually, and by the beginning of the 17th century, the 5-week fair was becoming as densely crowded as when Bunyan described it (as 'Vanity Fair') in *The Pilgrim's Progress* in 1678. In the 1640s (during the Civil War) it was said to be 'the most plentiful of wares in all England, most fares in other parts being but markets in comparison'. Defoe's famous account of it in 1723 called 'the fair the greatest in the world', but by 1749, its great days were over, and in 1762 it lasted no more than a fortnight. The fair is now 800 years old and is celebrated as such at the Leper Chapel with an annual re-enactment orgainside by Cambridge Past, Present and Future. Newmarket Road, however, remained a principal route, and was turnpiked in 1745.

The Inclosure Act of 1807 and the Award of 1811 resulted in the first extensive building development in the area. Before c1800, development had been mainly in the historic centre of Cambridge, but with a cluster of streets off Newmarket Road in the 'Barnwell' area. The original award and map shows Barnwell as a village with houses bordering the main street (now Newmarket Road) east and west of the church. There was also some 'ribbon' development east of Coldham's Lane extending, with interruptions, to near the Leper Chapel; the road east of this was in the Fen Ditton parish until 1938. Few of these buildings could have pre-dated the fire of 1731 which destroyed 50 dwellings in the area. Notices in the Cambridge Chronicle confirm that houses were built soon after inclosure. Their position is not exactly determinable, but some were beside or near Newmarket Road and Baker's Map of 1830 shows some of this early development.

In 1810-12, the site of Barnwell Priory was leveled and only the rebuilt Abbey House and a fragment of the Priory survived (now known as the Cellarer's Chequer) alongside the Church of St Andrew the Less. In Victorian times, the area filled up with brickworks and heavy industry, acquiring a considerable reputation for crime and contained the majority of the town's brothels (along with Castle End). Speculative building interest in the mid-19th century shifted to other parts of the town, notably to the Mill Road and railway station areas, and extensive development north of Newmarket Road (in the Abbey area) did not occur until after 1850, with much of the development occurring at the turn of the 19th and 20th centuries.

The eastern stretch of Newmarket Road (to the modern city boundary) remained virtually undeveloped until the turn of the 20th century with the

exception of some outlying farms and Elfleda House which were all in the Fen Ditton parish until 1938. In the first decades of the 20th century, Cambridge's 'ribbon' development spread past the railway line which was built in 1845 (the Leper Chapel was used for services for the railway labourers) and a few houses sprang up along the north side, opposite Elfleda House. Nearer the Leper Chapel, were the Toll House, the papermills (alongside Coldham's Brook) and The Globe PH, which together formed a small cluster of development from the early 18th to early 19th century. With the exception of the small group near the railway bridge, the eastern stretch of road remained little developed until the Fen Ditton Fields development of between 1938 and 1951 when much of the area was developed for local authority housing. Cambridge United's Abbey Stadium was opened August 31st 1931.

In the 20th century, the heavy industry and brick making, which was prevalent west of the railway bridge, was gradually replaced with light-industrial units and retail outlets. The gasworks, which had for almost two centuries been located behind the northern frontage of Newmarket Road, was developed and the Tesco supermarket building erected in the late 1990s. On the other side of the road, the Cambridge Retail Park was developed on the site of various brick-making sites and clay pits. Perhaps the biggest change, however, was the development of an inner ring road for Cambridge, which resulted in numerous highway alterations, including the construction of Elizabeth Way Bridge, in 1971, and the roundabout at the junction with East Road.

4. Character Assessment

4.1. The Assessment Area

The area covered by the assessment is shown in Appendix 1. It encompasses Newmarket Road from the City boundary in the east to the Elizabeth Way roundabout at the junction with East Road. It includes the properties with frontages to the road and landscape areas with relationships to the road. The assessment area can be broadly divided into three Character Areas shown in Appendix 1:

- **Character Area 1** (green) encompasses the eastern stretch of the road from the City boundary to the railway line and consists of mainly mid-20th century development with a small historic building group near Coldham's Common;
- **Character Area 2** (blue) encompasses the central stretch of the road between the railway line and Coldham's Lane and consists mainly of the late 20th century Cambridge Retail Park led development with some fragmentary 19th and early 20th century development;
- **Character Area 3** (red) encompasses the western stretch of the road from Coldham's Lane to Elizabeth Way and consists of a mixture of pre-c1800 and late 20th century development;

The assessment area contains very few Listed Buildings or Buildings of Local Interest (BLI) and a small area on the south side including the Rose and Crown. It is proposed that the north side of Character Area 3 be included within an expanded Riverside Conservation Area, along with the small historic group near Coldham's Common. The accompanying Riverside Conservation Area Appraisal assesses these areas in more detail and provides justification for their inclusion within the Conservation Area.

4.2. Overall Character and Appearance

Newmarket Road is a long, gently curving road which rises slightly from the railway line eastwards where it probably follows the line of the Barnwell Causeway, at least in part. The form, age and density of the built development vary significantly along its length as does the width of the road reflecting the significant changes in land ownership over its history.

Approaching the city boundary from the east, Newmarket Road is relatively open and green, albeit with a distinctly urban feel with the airport runway to the south and fields with airport paraphernalia to the north. Within the City boundary, the enormous hangers of Marshall Aerospace loom above the rooftops of the post-War buildings that line the south side of the road. The avenue of trees draws the eye westwards towards the Ditton Lane junction and beyond. There is an issue with street clutter, especially signage and advertising. Simplification would be welcome.

Although the road is predominantly lined by buildings, there is a definitive break in development at the railway line where Coldham's Common and the

surviving meadows around the Leper Chapel create an almost rural feel. This is the western end of Character Area 1 and where the original limits of Cambridge 'Liberty' ended, reflected in the largely C20 development that characterises the road from this point eastwards.

From the railway line westwards, retail led development prevails, with vast shed-type units dominating the townscape, although fragmentary groups of earlier development survives, notably along the north side of the road. The road is duelled from this point onwards and is often heavily congested and cluttered with street signage and other items of street furniture. Cambridge Retail Park and some of the later retail development are, however, screened by plane trees, which, together with the mature trees in the central reservation, provide the start of a green avenue into the City centre. Glimpses of the Museum of Technology's landmark chimney are gained from within this Character Area, between and above buildings, and particularly from around Tesco's open car park.

West of the Retail Park, there is a change in character and Character Area 3 is entered. Despite still being predominantly commercial in character, the finer grain of the surviving historic buildings relates this part of the road more to the historic City centre rather than the modern retail environment further east. The Church of St Andrew the Less retains a link to the historic origins of the Barnwell area and provides a community focus to this stretch of Newmarket Road.

The nature of the area means that it is not appealing for cyclists or pedestrians as it is dominated by cars and commercial vehicles.

4.3. Character Area 1

The approach to the City boundary along Newmarket Road is flanked by Marshall Aerospace and its associated commercial activities which gives way to residential development upon entering the City limits. From the City boundary to Coldham's Brook, is the Fen Ditton Fields Development which largely occurred c1900-51. This part of the City was only transferred to Cambridge in 1938; prior to that it was part of the Fen Ditton Parish, although Cambridge-related development had occurred from the C19 onwards.

The south side of the road until the Ditton Lane junction is lined by post-War semi-detached pairs of houses, including the unusual stone-fronted pair (Nos. 700-702). Marshalls' aircraft hangers loom large above the rooftops and the view down Meadowlands Road is directly towards an emergency gate access to the airport. The north-side of this part of Newmarket Road is entirely taken up by the Cambridge Cemetery which was opened in 1901 and is screened from the road behind simple railings and a strong line of trees. The leafy character of this stretch of road is accentuated by the street trees on the south side of the road, the set back crescent behind a hedge and the trees within gardens and the cemetery itself. The only buildings on the north side are the recent block of flats (built on the site of allotment gardens on the City boundary) and the Cemetery Lodge and Chapel (both BLIs).

The road opens up towards the Ditton Lane junction which is usually busy with traffic and has the usual congregation of street signs, traffic lights and associated bollards, etc. The junction is softened by three mature trees on the corner of Ditton Lane, by Rothbury House, whilst the view along the Lane itself is framed by trees in the cemetery and those along the boundary of Rothbury House; these soften the rather industrial railings that enclose the building's car park.

Beyond Ditton Lane to the Barnwell Road roundabout is an odd assortment of mid-late C20 industrial and institutional buildings including Cambridge Technopark on the north side and a Methodist Church on the south side. Much of this development occurred as a direct result of the plans for the Cambridge Ring Road which was to run along Barnwell Road, Wadloes Road and out across Ditton Meadows. The full plans for this road were never implemented, but it has resulted in very wide road junctions at the roundabout in this location and large set back buildings which do not contribute to the streetscene. The road is also dualled between Barnwell Road and Ditton Lane.

The sole surviving historic building in this area is Farrance House, a small, early 20th century, 2-storey gault brick property which is now attached to a more recent shop unit (recently reopened as a cafe). It appears to have been associated with a commercial use for some time and has the remains of a Homepride painted advert on its blank west side wall. It is now completely isolated, flanked by McDonalds and Cambridge Technopark. Opposite are the 1960s Barnwell Road shops with flats above and behind with a modern block recently built. The view down Barnwell Road is relatively pleasant as it is lined by a double row of trees on its west side. On the other side of the roundabout, Wadloes Road is also wide and lined by trees.

Continuing west from the Barnwell Road roundabout, Newmarket Road narrows again to single carriageway, but remains relatively wide with buildings set back from the highway which is edged with grass verges on which sporadic trees are planted. The corner with Barnwell Road is especially open with a bowling green and tennis courts hidden behind a strong hedge. The opposite side of the junction has a row of local authority houses which are part of the estate off Wadloes Road. The next 'landmark' along Newmarket Road can already be glimpsed – the floodlights of Cambridge United Football Club's Abbey Stadium; these are visible above the rooftops of the properties along the south side of this stretch of the road.

The road continues westwards with a very gentle curve to the north and has a largely suburban character with earlier ribbon development on the north side and generally later 'estate' led development on the south side. Malden Close on the south side is a modern development of commercial premises on the Newmarket Road frontage with residential units behind. Next west, Rawlyn Court is a Cambridge City Council owned sheltered housing development, which turns its back on the street and is largely hidden behind a brick wall. This is followed by Quainton Close, a small modern residential cul-de-sac built on the site of 19th century (or earlier) Elfleda House (renamed Aviation Hall before being demolished in the c1960s); the mature trees of its grounds are

all that remain and serve to screen the modern cul-de-sac. Further west, some c1930s pairs of houses flank the entrance to the Whitehill Road estate, so named after Whitehill Farm that once stood in the area.

The north side of the road is more interesting and contains a small group of historic buildings built in the first couple of decades of the 20th century including the turn of the 20th century Nos. 603-607 and the attractive 'Portofino' (No.601). These buildings, between No. 595 and No. 625 and including Ivett & Reed Stonemasons (established 1896), with a few exceptions, form a good group of traditional buildings which indicate the later 'ribbon' development along Newmarket Road, before the mass post-War development of the Fen Ditton Fields. The earlier (c1930s) phase of the Fen Ditton Fields development continues the north side of the road until the junction with Ditton Walk. On the south side of the road are Elfleda Cottages (built in the early part of the 20th century, possibly as estate cottages for Elfleda House) and some c1930s houses, which flank the locally renowned Cut Throat Lane (a dirt track leading to Elfleda Road) before Cambridge United's Abbey Stadium is reached.

The large-scale industrialized character of the football stadium and its associated facilities and open grounds are completely alien in the suburban townscape from which it is approached to the east. However, it is indicative of the form and scale of development that follows beyond the railway bridge and which falls into Character Area 2. Approaching from the east, however, the utilitarian, shabby and unattractive buildings in the forecourt of the football stadium and the adjacent car rental company premises are a very poor contrast with the small collection of historic buildings on the other side of the road.

The Globe PH (now Pipasha, China Chef and Coral) is a grade II listed building (No.529 Newmarket Road) attached to the former papermills building (now extended and converted to residential use) and sits on the corner of Ditton Lane and Newmarket Road. West of a good brick wall enclosing the grounds of the Papermills is The Round House which was formerly a toll-house on the Newmarket Turnpike. It marks Cambridge's boundary before the Fen Ditton Fields development was transferred to the City in 1938.

The Papermills building is a rare survival of Cambridge's industrial past (there was a malthouse further along Ditton Lane and saw mills on the other side of the road), whilst the other buildings indicate the importance of Newmarket Road as a principle approach route into the City. Their position by Coldham's Brook was functional in the case of the papermills, but has also meant that the area to the west has remained open and their setting here provides a glimpse of the former rural landscape, complemented by Coldham's Common and Barnwell Lake on the other side of the road.

The trees in the grounds of the former Papermills and those at the pedestrian entrance to Coldham's Common signal a change in character at this point. Immediately beyond The Round House views open up of the Chapel of St Mary Magdalene (also known as the Leper Chapel) and the surviving meadows around it. Despite the presence of the heavily engineered railway

bridge and its accompanying traffic, the view is distinctly rural. Even the immediate presence of the railway, indicated by the Barnwell Station building (a BLI) beyond the Chapel does not detract from this pastoral view. The road is raised at this point over the railway bridge and this, together with the trees of Coldham's Common, helps to screen the football stadium in views from the Chapel, although inevitably the floodlights remain visible.

The Leper Chapel, owned and managed by Cambridge Past, Present and Future, is the only surviving part of the Hospital of St Mary Magdalene which was founded in the 12th century, but reported empty already by 1279. Its significance is, however, connected to the Stourbridge Fair which was granted to the Hospital by King John in 1210-11. Stourbridge Fair was an extremely important local and national event, lasting for 5 weeks at its peak and which had become the largest in England by Henry VIII's time. The survival of the Chapel has been attributed to secular uses connected with the Fair – it was reportedly used as an inn and a stable! – and it is for this reason, a highly significant reminder of the medieval history of the area, as well as being an interesting survival of smaller 12th century chapel connected with a leper hospital. It is listed as grade I.

Brick and tile works in the 19th century on the other side of the road to the Leper chapel left a large pit in the ground which later formed a lake and views across this area are green and pleasant; a refreshing antidote to the industrial character of the adjacent railway line and football stadium. Barnwell Lake (or Pit) is well used by anglers and continues the rural character around the Leper Chapel.

The railway line forms a distinct boundary between this section of the road which is largely residential and the rest of the study area which is predominantly commercial in nature.

The majority of the buildings along this stretch are set back from the road with small front gardens. The enhancement of these areas, along with street tree planting, would improve its character.

4.4. Character Area 2

North side

There was little development in this part of Newmarket Road before c1800 when the first 'ribbon' development occurred. This was mostly of poor type that extended, in a fragmentary fashion, mostly along the north side of the road to the line of the railway. Baker's Map of 1830 shows some buildings at the western end of the character area which are probably those built soon after Inclosure in 1811. Most building along this side of the road occurred in the first couple of decades of the 20th century, but gaps remained because of the preponderance of brick and tile works that had sprung up in the 19th century.

The prevailing character is much more urban than that to the east on the other side of the railway line. The road is two lanes wide on each side of a central reservation which creates a strong barrier between the two sides of the road.

Although some of the original 'ribbon' development is still in residential use, the disjointed nature of these fragments and the intrusion of modern development instil a commercial character in keeping with the industrial past of the area and the modern retail development on the south side of the road.

The former industrial nature of the area is remembered in the scrap yard, which greets the traveller immediately upon crossing the railway bridge. Fortunately, a number of large trees with Tree Preservation Orders partially conceal the untidy site and help to screen the large Renault garage along Swann Road. Large plane trees continue around the corner of Swann Road, past the modern Signet Court office development and along Newmarket Road in front of the early 20th century terrace (Nos. 465-495). The line of trees is continued in the central reservation either side of the Stanley Road junction. This avenue of trees continues intermittently for much of this length of Newmarket Road, although largely along the south side of the road. It is an important part of its character and helps to green this busy area and the approach towards the city centre, creating a boulevard effect.

The early 20th century terrace ends at Garlic Row, a reminder of the Stourbridge Fair where stalls were laid out in 'Rows'. The next group of buildings includes the former Dog and Pheasant PH (No. 451) and another couple of earlier 19th century buildings (Nos. 437-439), all of which have been thoroughly modernised. Two short terraces were built either side of Stanley Road when it was laid out in the late 19th century.

There is then a large gap in the streetscene where the second modern intrusion into the townscape occurs. A large brick box containing the Staples and Comet stores with its associated car park sits at odds with the tight grain of the surviving 'ribbon' development. However, this break does allow a view of the Museum of Technology's chimney which is a local and citywide landmark. Glimpses of the chimney continue to be gained moving westwards along the road through gaps between buildings and where modern development has created large breaks in the building line.

Much of the land behind the frontage buildings along Newmarket Road was in industrial uses before it began to be developed in the 20th century. One of these industries was the gasworks, the site of which is now occupied by Tesco supermarket. Its construction in the 1990s significantly altered the character of Cheddar's Lane (formerly known as Brick Kiln Lane) which was widened to accommodate delivery and customer vehicles and isolated the largely early 19th century development that lined Newmarket Road.

This run of buildings is bookended at its eastern end by the solidly constructed c1940s rebuilt Wrestlers Arms PH. At the other end, is a small public square at the main pedestrian entrance to the Tesco site behind; this space includes a war memorial and two trees which help to soften its rather bleak appearance. The attractive war memorial, although not connected, is an appropriate reminder of the gas works that once stood on the site. In between the Wrestlers and public square, the quality, age and form of the buildings vary, but are divided by the take-away and car/van hire rental office. To the east of these premises is a row of small 2-storey late 19th century

cottages; to the west a mixture of small 19th century dwellings, some of which have been converted/altered to form retail units.

Along here, the houses have either very small front gardens, or are back of pavement, which gives a very different character to this area when compared with Character Area 1. The central planters in the road appear to be somewhat neglected and the local community have been looking after them to improve the character.

South side

The south side of this character area is entirely comprised of large scale 20th century retail development, much of it forming the Cambridge Retail Park. Its unifying feature is the large number of trees that have been planted along the road edge which continues the intermittent tree planting on the other side of the road and unites the two sides of the road. Despite this, the area is not appealing to many and enhancements, in the form of appropriate planting to soften the buildings, would be welcome,

Most of the buildings along this side of the road are huge warehouse sized metal framed and clad structures with little architectural pretence, although the more recent developments, notably the Retail Park itself have more design intent than the earlier 'boxes'. Only B&Q, KwikFit/Europcar and Pizza Hut could be considered to 'front' the road as they are set closer to the pavement edge, although their street presence is very limited. The majority of the roadside is taken up by car parking, albeit reasonably well landscaped car parking, and the trees at the back of the footpath help to draw the eye city-ward and away from the expanses of tarmac.

4.5. Character Area 3

This character area encompasses the site of the original Barnwell hamlet or suburb that grew up outside the medieval town of Cambridge following the establishment of Barnwell Priory, although archaeological evidence indicates settlement in the area from the 5th and 6th centuries. The area contains some of the oldest and some of the most recent development along Newmarket Road and the prevailing character is commercial, signifying the approach to the city centre. The Elizabeth Way roundabout at the western end of the study area is a major city junction and the traffic and highway is correspondingly dominant at this point.

Here all the buildings are back of pavement and do not have any private space to the front. This increases the dense, urban feel of this Character Area.

North side

The north side of this stretch of road begins after the War Memorial public square, with the Seven Stars PH which has an attractive projecting ground floor. This row of buildings up to the River Lane junction is bookended by another public house, The Corner House which was rebuilt in the c1940s (replacing the Butchers' Arms PH) and has half-timbering on the upper floor and a slightly projecting gabled front entrance section. In between are a mid-

19th century terrace (Newmarket Terrace on the 1888 OS map) and the early 19th century grade II listed No.247 with a mansard tiled roof which now has plastic windows as opposed to the 6/6 sashes in the list description.

The section of road between River Lane and Godesdone Road (laid out at the end of the 19th century) was entirely redeveloped in the mid-20th century and now contains West's Renault garage and Cooper's furniture showrooms which replaced some of the earliest ribbon development along Newmarket Road. Continuing west from Godesdone Road is a range of mostly mid-late 19th century properties, altered to fit their predominantly commercial use. This range is followed by a car sales lot which breaks the building line and which allows views through to Beche Court, a modern infill development.

A pair of early 20th century cottages with interesting shaped parapets sits adjacent to the disfigured Post Office and then the late 20th century Cambridge Seminars College, an unattractive late 20th century 3-storey office block on 'stilts' with parking underneath. It is an unfortunate contrast to the well-treed and pleasant churchyard adjacent in which the Church of St Andrew the Less sits. The strong line of mature trees creates a positive break in the building line as this stretch of the road is otherwise devoid of greenery in contrast to the tree-lined stretches further east.

The Church of St Andrew the Less is an important survival of the earliest development in the area and is one of the very few surviving elements of the Barnwell Priory which was established in the common land of Barnwell Fields in 1112 and surrendered in 1538 with the Dissolution of the Monasteries. The establishment of the Priory led to considerable growth in this area and St Andrew the Less was built in the early 13th century to serve the needs of the Barnwell hamlet which was centred on the church with a small cluster of streets off Newmarket Road. Alongside Abbey House and the Cellarer's Chequer behind Newmarket Road, the Church is the only surviving element of the pre-Inclosure development and an important green space in the prevailing urban environment. The majority of the Priory site was levelled in 1810-12.

The next group of properties all date from the end of the 19th century and were built in the gardens of Abbey House (just behind). They include No.141, a large 2.5 storey house, now divided into flats (and previously in office use) and which is perhaps of interest for its more recent history – a plaque at the entrance to the rear yard notes that it was in 'Casey's Yard' that Donn Casey, an Australian population control expert, invented the Filchie Clip, an internationally important contraceptive device. Further along this group of buildings is No.123 which has a good traditional shopfront; unfortunately the adjoining buildings to the west have been significantly altered.

The road ends disappointingly at the Elizabeth Way roundabout which severs the majority of Newmarket Road from its continuation into the historic core of Cambridge, both visually and physically. This junction is surrounded by poor quality developments which do not enclose the space and allow traffic to dominate. Newmarket Road is very hostile at this point as it is dualled with a central reservation which forms a strong barrier between the two sides of the

road, segregating the Abbey/Riverside community behind the north side of Newmarket Road from the Petersfield community behind the south side.

South side

Looking across Elizabeth Way roundabout back into the study area, the former Rose and Crown is an important building, now in residential use, which turns the corner successfully and draws the eye along Newmarket Road. To the east are the remains of some of the houses that were built soon after inclosure of the Barnwell Fields in 1811, including Nos. 114-116 which are BLIs. Flanking the junction of Abbey Street is another boarded up public house, The Five Bells, one of a large number of public houses that once lined Newmarket Road – innkeepers benefitted from the importance of the Stourbridge Fair.

After Abbey Street, all the development on this side of the road is later 20th century industrial development which destroyed the previous network of small streets, passages and yards which are evident on ordnance survey maps until the 1967 edition. They are decidedly unattractive and create a desolate townscape with few windows or openings onto the street. On the east side of the Coldham's Lane junction, a large glassy box office building lies derelict whilst adjacent is Sliderobes, another unattractive commercial building which stands on the site of the William IV PH which was grade II listed.

5. Significance Assessment

The relative significance of buildings and landscape features in the study area has been assessed according to the following five categories (to be read in conjunction with the coloured map at appendix 1):

- **Protected:** buildings and trees that are protected by listing or Tree Preservation Orders (TPOs). Listed buildings in the assessment areas are listed below. Buildings protected by listing are outlined in dark blue on the map at appendix 1, and TPOs and TPO areas are also indicated.
- **Building of Local Interest:** although not afforded statutory protection, these make a positive contribution to the street scene, and are listed below. They are outlined in red on the map at appendix 1.
- **Positive:** buildings of clear local interest, but not yet included as a Building of Local Interest, or of lesser quality than Buildings of Local Interest, or altered superficially. They are outlined in light blue on the map in appendix 1 and those suggested for BLI status are listed below.
- **Neutral:** buildings which although of little individual merit (sometimes on account of unsympathetic alteration) nevertheless combine with other buildings and spaces to create a townscape of value, or at least do not detract. These are left uncoloured on the map at Appendix 1.
- **Negative:** buildings which have an adverse impact. These are identified in pink on the map at Appendix 1.

In addition to these categories, significant but not formally protected green spaces, including roadside verges and major open spaces, are also indicated on the map at Appendix 1.

Listed Buildings

Church of St Andrew the Less, NEWMARKET ROAD, Grade II

Small church of early C13 date consisting of chancel and nave. Rubble with some dressed stone. Built by Barnwell Priory. The church was restored 1854-6, the vestry and Organ-chamber added in the late C19. (RCHM 47).

No.247 Newmarket Road, Grade II

House. Early C19. Gault brick with plain-tile mansard roof and brick left end stack. 2 storeys and attic; single-window range of 6/6 sashes – now plastic. Door to right. Dentilled eaves and 2-light dormer.

Chapel of St Mary Magdalene (Stourbridge Chapel), Newmarket Road, Grade I

Complete and little altered chapel of mid C12 date, consisting of chancel and nave only. Roof of 1400. West wall altered 1867. Ashlar, flint and brick with

tiled roof. Unusual architectural and carved decoration of tile period. (RCHM 62).

The Round House, Newmarket Road, Grade II

Circa 1830. Formerly a toll-house on the Newmarket Turnpike. Grey gault brick. Single storey rectangular block with semi-octagonal bay projecting on the road front. Modern 2 storey addition on the north-east. Sash windows, some with glazing bars. Low-pitched hipped slate roofs, with bracketed boxed eaves supported on slender free-standing cast-iron columns. Central brick chimney. (RCHM 322).

Papermills, Newmarket Road, Grade II

Early C18. Buff brick. 2 storeys and attic; 6 windows sashes with glazing bars, 2 attic dormers with C19 bargeboards. Early C19 trellis-work porch with slated roof, external shutters. Continuous band at 1st floor level, brick dentil eaves cornice, old tile roof. Good chimney at south gable end. Some chamfered beams. The mill on the north is dated 1871; a rebuilding of an older mill. 2 storeys and loft weatherboarded and gault brick. Timber vent on roof and sack hoist at rear. Slate roof. Now with a large weather-boarded extension and in residential use (RCHM 323).

The Globe (Public House) Newmarket Road, Grade II

Early C19. Brick, rendered. C20 public house treatment below, 3 C19 sash windows above. Canted bay rising through both floors. Modern tiled roof. Now divided into three commercial units at ground floor (Pipasha restaurant, China Chef take-away and Coral betting shop) with residential above.

Existing Buildings of Local Interest

Nos. 114-116 (evens) Newmarket Road

Circa 1820. A pair of small two-storey houses sharing a central stack. They have been altered during conversion to shops, and in the late C20, when they were converted back to houses. The entire rear wall has been rebuilt and first floor glazed doors inserted. There have been lean-to additions at the back, and the space between the kitchen wings of both houses filled by a single storey entrance lobby, with two half-glazed doors. As a result of these alterations, the internal plan has been lost. The windows in the front door have been altered.

Barnwell Junction Station Platform Building

Small mid-19th century gault brick platform building with chimney stack.

Cemetery Lodge and Chapel

The Lodge and the Chapel form a pair and were built at the same time. The cemetery was opened in 1901.

Lodge

Built on a cross plan, the Lodge is constructed from red brick with stone detailing, including a platband between the ground and first floor. The fine mortar is a similar colour to the stone. The metal framed windows have stone mullions and leaded lights in some of the panes of glass.

Chapel

The Chapel is constructed from the same materials as the Lodge but on a simple, rectangular footprint. It has the addition of stained glass above the entrance door and the windows. Inside the building is very simple in architectural terms with the addition of a stone fireplace and mantel. There have been extensions and alterations to this building over the years.

The two buildings are now linked by an extension which forms the entrance to the Chapel. The boundary walls, railings and gates are also important to the setting of these buildings.

Proposed Buildings of Local Interest

First World War Memorial, Tesco public square (to east of Seven Stars PH)

Stone memorial to workers of Gasworks (on Tesco site) who died in First World War. Hexagonal 'cupola' topped with cross standing on square stone plinth with rose relief in band above engraved list of names. It stands in front of metal gates which are Art Deco in style.

Portofino, No. 601 Newmarket Road

Turn of the 19th/20th century 2-storey gault brick villa. 2-storey square bay window with gable. Slate roof with end stack. Stone detailing and plate glass sash windows.

Rocksand Villas, Nos. 595-597 (odds) Newmarket Road

Pair of turn of the 19th/20th century 2-storey gault brick villas. Projecting slate-roofed porch supported on timber brackets over ground floor bay windows. Arched sash windows 6/1 with 4/1 to side sashes in bay window. Slate roof with end stacks.

6. Enhancement Opportunities

6.1 Improvements to the Public Realm

Character Area 1

The tree planting in the stretch of the road between Ditton Lane and the railway line is sporadic and could be strengthened to create a continuous tree-lined approach into the City. The existing flowering cherries and purple plum trees in the grass verges (typical of interwar housing) appear to have been supplemented in recent years with lime trees, and birches are seen in the residential streets leading off the main road. The opportunity to plant trees of sufficient townscape value should be taken where grass verges are empty. This would unite the avenue of trees at the City Boundary and the 'boulevard' effect that is being created in the commercial western half of the road (see below).

The approach to the railway from the east, between the old papermills and the leper chapel, could be planted with a line of Plane trees, which would mirror those on the other side of the railway (see below) and announce the start of the Plane tree avenue.

Character Area 2

West of the railway, the planting strategy of the recent retail developments has continued the historic precedent of the remaining fragment of the Plane tree avenue outside Nos. 465-495 Newmarket Road. Although some are young specimens, their townscape importance is significant and will become stronger as they mature. It is recommended that those outside the control of the City Council are made the subject of Tree Preservation Orders as soon as possible. The central verge could be enhanced with an appropriate landscape design.

Character Area 3

At the western end, the road is devoid of trees and landscaping with the exception of the significant group of trees in the churchyard of the Abbey Church. Some attempt at 'greening' the area has been made previously with the installation of planting beds in the central reservation near the Coldham's Lane junction; however, these are unkempt and insignificant. The opportunity to continue the avenue of Plane trees along the central reservation here should be taken, as the roadsides offer little scope. The group of trees at the Stanley Road junction further east demonstrates that it should be possible with the right type of root protection. The central verge could be enhanced with an appropriate landscape design.

All Areas

The pedestrian and cyclist infrastructure could be enhanced along the length of Newmarket Road to make it more appealing and reduce the number of vehicular movements. The amount of street furniture could be increased to aid those who are disabled or frail so that they can use the road. The linkages

between the different sides of the roads should be re-established and improved.

6.2 New Development

The City Council's Eastern Gate Visioning Document proposes various development opportunities between and including Elizabeth Way and Coldham's Lane. Any development proposals that come forward should be informed by the remaining traditional buildings in the area and acknowledge the importance of the historical context of Newmarket Road. The opportunity to redevelop the south side of the road in particular in a finer grain should be taken, perhaps re-establishing some of the lost streets and lanes of the 19th century.

Similarly, the proposals to provide better enclosure to the Elizabeth Way roundabout, also apply to the roundabout at the junction of Wadloes Road and Barnwell Road. The present McDonalds and Barnwell Road shops and Library do not create a positive frontage. The opportunity to integrate Farrance House, adjacent to McDonalds, into a wider redevelopment of the Technopark and East Barnwell Centre area could also be considered in order to provide a more a positive townscape in this area.

Near the railway bridge, midway along Newmarket Road, the Abbey Stadium has been at the centre of redevelopment proposals for some time. The relocation of the football ground to a more appropriate and convenient location would allow the area to be redeveloped to create a better setting for the historic building group opposite. Residential development is likely to be the favoured option.

7. References

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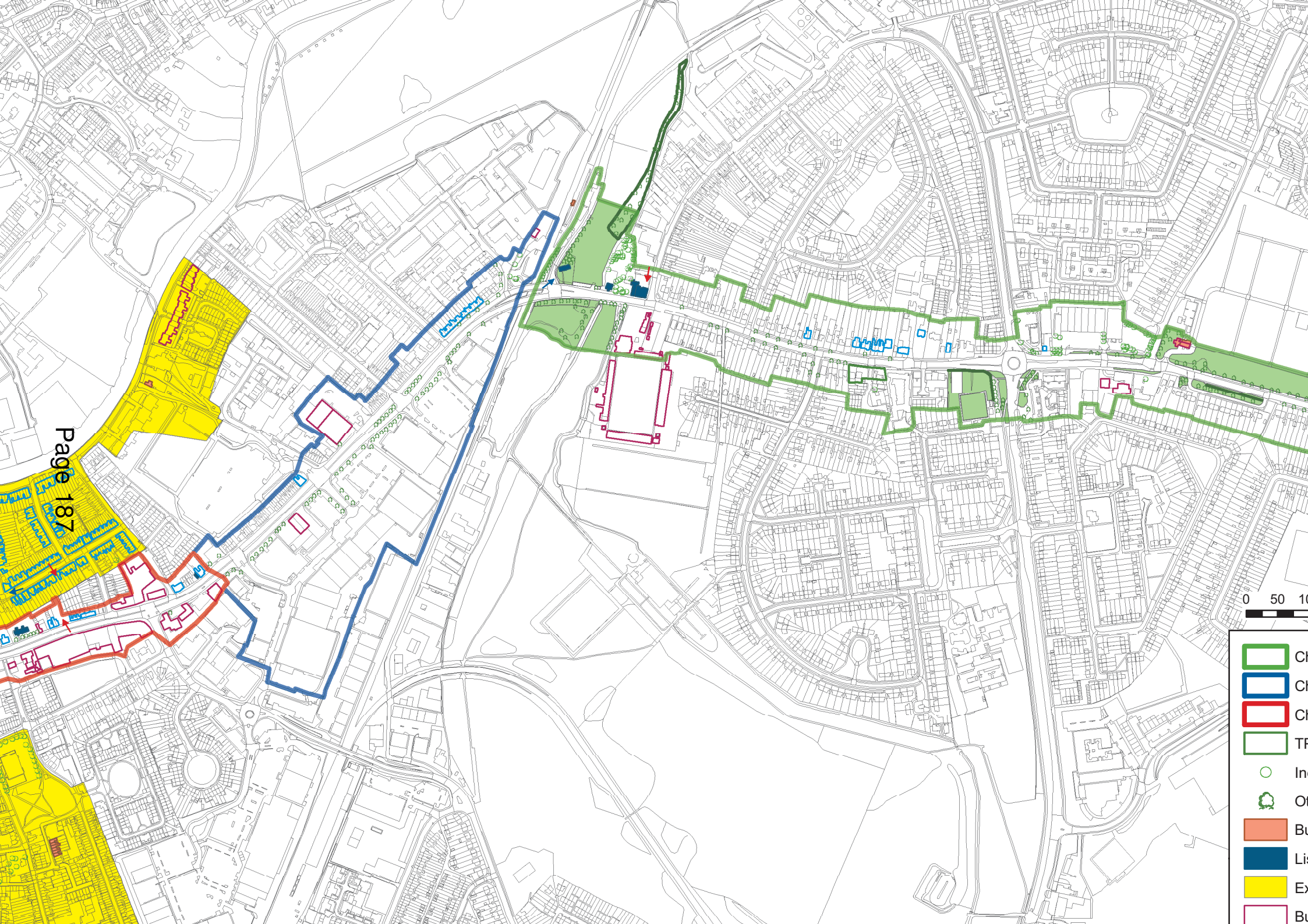
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8. Map

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To: Executive Councillor for Planning and Transport
Report by: Head of Planning Services
Relevant scrutiny committee: Environment Scrutiny Committee 4th October 2011
Wards affected: All wards

ADOPTION OF THE OPEN SPACE AND RECREATION STRATEGY 2011

Not a key decision

1.0 Executive summary

- 1.1 An essential part of the character of Cambridge is formed by the open spaces and grounds around buildings and the extent of green spaces within the City. These open spaces may be in public ownership (e.g. City or County Council), but many are part of the University of Cambridge and its colleges. These green spaces are vital for many reasons, including health and well-being, enjoyment and biodiversity. With increasing pressure for development in the City, it is particularly important that green spaces are protected and enhanced and that new open spaces are created and protected.
- 1.2 The purpose of the Open Space and Recreation Strategy 2011 is to replace the existing Open Space and Recreation Strategy 2006 in setting out the protection, enhancement and requirements for new provision of open space necessary to meet the needs of the expanding City, and the mechanisms for implementation.
- 1.3 After being approved for consultation at Development Plan Scrutiny Sub-Committee on 12th July 2011, the Open Space and Recreation Strategy 2011 was issued for consultation between 25th July and 2nd September 2011.
- 1.4 Consultation resulted in a number of amendments being made to the Open Space and Recreation Strategy. Appendix A of this report provides a summary of representations made to the draft Open Space and Recreation Strategy and provides information on officers' assessment of those representations. Appendix B comprises a tracked changes version of the Open Space and Recreation Strategy in order to allow the amendments made as a result of consultation to be viewed.

2.0 Recommendations

The Executive Councillor is recommended:

- 2.1 To agree the responses to the representations received to the draft Open Space and Recreation Strategy and the consequential amendments to the strategy;
- 2.2 To adopt the Open Space and Recreation Strategy 2011 as a material consideration and as part of the technical evidence base for the Local Plan Review.

3.0 Background

Purpose of the Draft Open Space and Recreation Strategy

- 3.1 In 2004 and 2006, open spaces within the City were the subject of assessment in the form of the Open Space and Recreation Survey, which then informed the development of the Open Space and Recreation Strategies (2004 and 2006). The last Open Space and Recreation Strategy was adopted in November 2006, incorporating relevant changes made to the Local Plan 2006 during the Inquiry process. The 2006 survey covered approximately 200 sites across the City, including City Council owned and managed sites, schools, University and College grounds. The data held is now almost five years old and it is essential for evidence base purposes that the existing sites are re-surveyed.
- 3.2 The Open Space and Recreation Strategy 2011 (hereafter referred to as the strategy) seeks to protect open spaces across the City and requires the delivery of new open spaces or the enhancement of existing open spaces through new development. The specification for the strategy was approved at Development Plan Scrutiny Sub-Committee on 13th July 2010.
- 3.3 It seeks to protect a greater range of open spaces than its predecessors as a number of open spaces have been created as a result of residential development and other open spaces have been the subject of development within or adjacent to their sites since 2006. Sites in the growth areas, though consented in some cases, will be surveyed following completion.
- 3.4 The strategy comprises two main components. The first part of the development of the strategy is the Open Space and Recreation Assessment, which allows the Council to identify specific needs and

quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in Cambridge. The assessment covered over 350 sites, including City Council owned and managed spaces, schools, and University and college land. Of the sites assessed, over 280 sites were considered worthy of designation as Protected Open Space. This assessment of sites in Spring 2011 formed the starting point for producing the Draft Strategy for consultation. The database of sites was added to during August and September 2011 with a number of further site assessments being undertaken as a result of sites coming forward through consultation. This site assessment work supports effective planning through the on-going use of Policies 3/8 and 4/2 of the Cambridge Local Plan 2006. The assessment of sites and review of relevant literature and national standards has supported the setting of new locally derived standards within the strategy. The setting of standards forms the latter part of the strategy.

- 3.5 The strategy forms part of the evidence base for the review of the Local Plan and the development of appropriate future policies. and is required under Planning Policy Guidance 17 (PPG17): Planning for Open Space, Sport and Recreation (2002).

Policy Context for the Draft Open Space and Recreation Strategy

- 3.6 PPG17 includes a requirement for local authorities to undertake assessments of the existing and future needs of their communities for open space, sports and recreational facilities. Assessments will normally be undertaken at district level, although assessments of strategic facilities should be undertaken at regional or sub-regional levels.

- 3.7 PPG17(Paragraph 3) states that:

Local authorities should also undertake audits of existing open space, sports and recreational facilities, the use made of existing facilities, access in terms of location and costs (such as charges) and opportunities for new open space and facilities. Audits should consider both the quantitative and the qualitative elements of open space, sports and recreational facilities . Audits of quality will be particularly important as they will allow local authorities to identify potential for increased use through better design, management and maintenance.

- 3.8 In terms of the strategy's interaction with the draft National Planning Policy Framework (NPPF), which is proposed to replace a range of Planning Policy Statements and Guidance Notes, including PPG17, the strategy is considered to be in conformity with the draft NPPF as

paragraph 128 of the draft NPPF recognises the importance of open spaces and requires planning policies to identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in a local area. The information gained from assessment of needs and opportunities should be used to set locally derived standards for the provision of open space, sports and recreational facilities. This approach in the draft NPPF is not considered to give rise to any change in the methodology for developing this strategy. The approach to assessment of open spaces, sports and recreational facilities within the draft NPPF is not considered to be considerably different from the approach taken in PPG17 and its companion guide. The only noticeable difference is the potential for the new designation of Local Green Space, which would have the same weight as Green Belt designation. As yet, the level of detail provided on Local Green Space does not allow the Council to make any changes to its approach to designating open spaces as protected. Additionally, the Local Green Space designation does not prevent Local Planning Authorities from making local designations such as Protected Open Space or City Wildlife Site. It is likely that further guidance will be required on the concept of Local Green Space.

- 3.9 Currently, the Cambridge Local Plan 2006 recognises the importance of open spaces and has two key policies, 3/8 and 4/2. Policy 3/8 *Open Space and Recreation Provision Through New Development* states that:

All residential development will provide public open space and sports facilities in accordance with the Open Space and Recreation Standards. Provision should be on-site as appropriate to the nature and location of development or where the scale of development indicates otherwise through commuted payments to the City Council.

The Open Space and Recreation Standards form Appendix A of the Cambridge Local Plan 2006.

- 3.10 Policy 4/2 Protection of Open Space in the Cambridge Local Plan 2006 states that:

Development will not be permitted which would be harmful to the character of, or lead to the loss of, open space of environmental and/or recreational importance unless the open space uses can be satisfactorily replaced elsewhere and the site is not important for environmental reasons.

- 3.11 Open space protected under this policy includes commons, recreation grounds, historic Parks and Gardens, sites with nature conservation designation, outdoor sports facilities, provision for children and teenagers, semi-natural green spaces, allotments, urban spaces and cemeteries. Although the majority are public open spaces, private spaces that contribute to the character, environmental quality or biodiversity of the area are protected. These spaces are often contiguous and have an important linking role as conduits for wildlife and for access by foot and cycle and recreation opportunities. Many have a dual importance, both for the contribution they make to leisure provision and for their environmental importance. Some still retain evidence of significant historic land use patterns.
- 3.12 Open spaces have been listed in the strategy as being public or private. In describing whether a site is public or private, one particular area of concern relates to school sites. Whilst private schools in the City have been described as being private, schools in the state sector have been described as being public. This is on the basis of community usage of school playing fields/Multi Use Games Areas etc taking place outside school hours. Access to these kinds of open space, particularly Multi Use Games Areas, provide a genuine resource for the wider communities within the City. In terms of the urban extensions, community access to a number of the school sites is committed to in the relevant Section 106 agreements.
- 3.13 Open spaces protected under this policy are:
- areas designated as Green Belt on the Proposals Map;
 - areas designated Protected Open Space on the Proposals Map; and
 - undesignated areas which fulfil at least one of the Criteria to Assess Open Space included in the Plan. This has separate criteria for Environmental and Recreational Importance.
- 3.14 The criteria for Environmental and Recreational Importance are set out in Appendix B of the Cambridge Local Plan 2006 and form Part 1 of the questionnaire for assessment of open spaces as discussed in Section 3 of the strategy.

Content of the Open Space and Recreation Strategy

- 3.15 The strategy comprises the following sections:
- Section 1 sets out the introduction, vision and the status of the strategy;

- Section 2 outlines the policy and strategic context for the document;
- Section 3 discusses the criteria for protecting open spaces, which includes the two established criteria of environmental and recreational importance and a subsidiary quality assessment. Carrying out a quality assessment is advocated by PPG17 and can be used to support decision-making on where monies could be spent in an area;
- Section 4 illustrates the findings of the Open Space and Recreation Assessment work. It breaks the information down by ward and provides data on the deficits in each ward and the ward's strengths and weaknesses in terms of open space provision. It also discusses the level of provision proposed in the urban extensions to the City, which have not been assessed in this strategy as they have not yet been delivered on site. An indicative map of the existing Protected Open Space in the City and the proposed provision in the urban extensions is set out in Appendix 4.
- Section 5 sets out standards for different types of Protected Open Space.
- Section 6 sets out the approach to implementing the strategy.

3.16 The main differences between the Open Space and Recreation Strategy 2006 and the 2011 strategy are outlined in the paragraphs below.

1. In addition to the criteria for environmental and recreational importance, the assessment now includes a questionnaire on quality. This is in keeping with the requirements of PPG17 and allows the Council to direct monies towards sites in poorer condition. It also allows officers to record a snapshot of the quality of the site in 2011, which can be compared against future quality assessments of sites. This quality assessment is discussed in paragraphs 3.14 to 3.16 of the strategy. The questions are included as Appendix 3 and the quality scores for each site form part of Appendix 2 of the strategy.
2. A number of sites have been assessed during the preparation of this strategy that were not previously considered, including new sites delivered since 2006.
3. As the development of the urban extensions has moved forward considerably since the last Open Space and Recreation Strategy, information on the proposed open spaces in the urban extensions is included. This information is provided in paragraphs 4.4 – 4.12.

4. Sections 4.20 to 4.33 provide profiles for each ward. The profiles provide information on Protected Open Spaces at a ward level as this approach allows data to be viewed at a comprehensible level for use by planning officers and other stakeholders to identify deficiencies. It also allows strengths, weaknesses, opportunities and threats to be identified on a ward basis in relation to open space. Each profile includes a map of the Protected Open Spaces in the ward and a list of the sites which indicates whether the sites are publicly accessible or are private, requiring either an entry payment or membership of a College or allotment society for example. A number of the ward maps show Protected Open Spaces that span two or more wards. Any cross-boundary Protected Open Space is shown on the maps of each ward, but is only shown on one ward list in order to avoid double-counting of the site's area. Draft ward profiles were sent to all Councillors for their feedback. This resulted in a number of changes being made to the ward profiles and further assessment of a number of open spaces taking place, which has been incorporated into the strategy.
5. Chapter 5 sets out the proposed Open Space and Recreation Standards. The adopted standards for the quantity of open space required through new development are set out in the Cambridge Local Plan 2006. Policy 3/8 requires all residential development to include open space in accordance with the open space standards as included in Appendix A of the Local Plan. As this strategy suggests new standards, the Cambridge Local Plan 2006 standards will stand as the adopted standards for the time-being. However, the strategy's new standards will form part of the evidence base for the review of the Local Plan and support the Planning Obligations Strategy. Following the adoption of the next Local Plan, the strategy will be formally updated and readopted in order to ensure that the standards of the new Local Plan and strategy are aligned.
6. The main changes proposed to the existing Cambridge Local Plan standards are an increase in the Informal Open Space standard from 1.8 hectares per 1,000 people to 2.2 hectares per 1,000 people, and a change in the 0.4 hectares per 1,000 people standard for allotments.
7. The change to Informal Open Space is based on the level of provision of this form of open space in the City and is discussed in paragraphs 5.29 to 5.34.
8. Currently, the allotment standard is 0.4 hectares per 1,000 people for the urban extensions only. It is suggested that the standard

remains the same number of hectares per 1,000 population, but the standard is now also to be required in the existing built-up area of the City in addition to being required for the urban extensions. This is to allow the provision of further land for allotments to meet demand and to allow enhancements to existing allotment sites, which might allow increased levels of usage.

Management of Open Spaces

3.17 The Council owns and manages a significant number of publicly accessible open spaces across the City. Where new open spaces are delivered as a result of development, the Council normally prefers to take on the ownership and management of these spaces. However, it is not the role of this strategy to set out the ongoing management mechanisms for open spaces across the City. The Council has produced other documents, which address this issue. Both the Cambridge Parks – Managing the City’s Asset 2010 to 2014 document and the Events Management Framework for our open spaces are referred to in paragraph 6.12 of the strategy.

Public Consultation

3.18 After being approved for consultation at Development Plan Scrutiny Sub-Committee on 12th July 2011, consultation took place between 25th July and 2nd September 2011.

3.19 Statutory and other consultees identified in Appendix B of the 12th July 2011 report to Development Plan Scrutiny Sub-Committee and additional consultees identified by members during that meeting were informed of the consultation. In addition, the consultation material and response forms were made available at the Customer Service Centre. All of the consultation material was made available on the Council’s website, advertised on the front page and via Twitter. An online consultation system was utilised to allow people to submit their comments via the internet, although hard copies of the response forms were made available to those who do not have access to the internet and any hard copy response forms or letters sent in by respondents were entered into the online system to make them publicly available. Over 75% of responses were entered directly onto the Council’s online system, whilst a further 23% were submitted by email and subsequently entered onto the online system by officers. Only one response was made on paper during this consultation.

3.20 By the end of the consultation period, the Council had received a total of 425 separate representations made by 58 respondents: 58 representations in support, 127 representations making comments and 240 objections to the strategy. Officers have worked through all the representations and have drafted responses. Summaries of all

representations and proposed responses with recommended changes to the strategy have been attached as Appendix A to this report. The tracked changes version of the strategy is attached as Appendix B.

Key Issues

3.21 There are a number of key issues, which have been raised a result of the consultation on the strategy. These issues include concerns about prematurity in bringing forward the strategy in relation to the changing national planning policy context; concerns about protecting particular open spaces and the impact of protection of those spaces on the ability of institutions to continue to develop; and support from a range of organisations for the ongoing and new protection of open spaces. These key issues have been addressed in the following paragraphs.

Key Issue 1: Prematurity and the relationship of the strategy with national guidance

3.22 The first issue of prematurity relates to concerns raised by a number of planning agents, including Bidwells and Savills on behalf of a number of clients, many of which are Colleges of the University of Cambridge. They have stated that the strategy is in conflict with the draft National Planning Policy Framework (NPPF) which seeks to reduce the burden placed on developers through Supplementary Planning Documents. Furthermore, as the NPPF will eventually replace PPG17, they state that the strategy should be compliant with both adopted and emerging national planning policy. The non-compliance with the NPPF highlights the premature nature of the review. Additionally, they have asserted that the strategy must not designate open space as protected before the Local Plan Review as a holistic approach to growth within Cambridge is needed. This could lead to the Council creating a problem through the premature sterilisation of land.

3.23 At the time that the draft strategy was produced and endorsed for consultation, the draft NPPF had not been issued for consultation by the Government. Consultation on both documents commenced on 25th July 2011. References to the draft NPPF will be made in the strategy put forward for adoption (See new paragraph 2.5 in Appendix B). The strategy is considered to be in conformity with the draft NPPF as paragraph 128 of the draft NPPF recognises the importance of open spaces and requires planning policies to identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in a local area. The information gained from assessment of needs and opportunities should be used to set locally derived standards for the provision of open space, sports and recreational facilities. This approach in the draft NPPF is not considered to give rise to any change in the methodology for

developing this strategy. The approach to assessment of open spaces, sports and recreational facilities within the draft NPPF is not considered to be considerably different from the approach taken in PPG17 and its companion guide. The only noticeable difference is the potential for the new designation of Local Green Space, which would have the same weight as Green Belt designation. As yet, the level of detail provided on Local Green Space does not allow the Council to make any changes to its approach to designating open spaces as protected. Additionally, the Local Green Space designation does not prevent Local Planning Authorities from making local designations such as Protected Open Space or City Wildlife Site.

- 3.24 With reference to the additional burden being placed on development through the imposition of a further Supplementary Planning Document, it should be noted that the strategy is to be adopted as an evidence base document to inform the Local Plan Review. Whilst it will become a material consideration post adoption, it is not and has never been envisaged to be a Supplementary Planning Document. It is merely part of the Council's endeavours to develop a robust, credible and proportionate evidence base. In relation to forming part of the evidence base for the Local Plan Review, as this strategy suggests new standards, the Cambridge Local Plan 2006 (and the Planning Obligations Strategy Supplementary Planning Document) standards will stand as the adopted standards for the time-being. The suggested new standards will be used to inform the Local Plan Review and support the Planning Obligations Strategy. Following the adoption of the next Local Plan, the strategy will be formally updated and readopted in order to ensure that the standards of the new Local Plan and strategy are aligned. The Council cannot hold the completion of evidence base work in abeyance until the draft NPPF is adopted, the review of the Local Plan is completed, and further technical guidance is produced. In the meantime, planning officers should use the strategy and its site assessments as a material consideration in the planning process. This process is dealt with in paragraph 3.33 of the report.

Key Issue 2: Impact of protecting open spaces on the development of the city

- 3.25 The second issue raised by a number of planning agents and Colleges, including Trinity Hall; Lucy Cavendish; Fitzwilliam; Trinity; St. John's; Jesus; Sidney Sussex; Emmanuel; Pembroke; Christ's; Peterhouse; Hughes Hall; King's; Clare; Newnham; Gonville and Caius; and Queens' Colleges, relates to concerns that the development or re-development of buildings within the City is already restricted. The inclusion of buildings and open spaces prevents

private institutions and landowners from redeveloping existing buildings restricting the future success of the City.

- 3.26 In terms of the strategy prejudicing the development of sites in the City, it is considered that the strategy is in line with the current Policy 4/2 of the Cambridge Local Plan 2006, which has a caveat regarding unprotected sites which meet the criteria for protecting open space within its supporting text. The Council has long taken the approach of considering both public and private spaces against the criteria for Protected Open Space as both public and private spaces contribute to the environmental and recreational qualities of the City.
- 3.27 Whilst Cambridge is widely known for its academic achievements, the University and the architecture of its colleges, it is equally relevant to acknowledge the special relationship of built form and open spaces which contribute to the special character of the City's landscape. In both mapping terms and in relation to the intrinsic value of the site, it is often impossible to separate the series of open spaces out from adjacent buildings, e.g. college quadrangles.
- 3.28 Policy 4/2 Protection of Open Space within the Cambridge Local Plan states: Development will not be permitted which would be harmful to the character of, or lead to the loss of, open space of environmental and/or recreational importance unless the open space uses can be satisfactorily replaced elsewhere and the site is not important for environmental reasons. It is further supported by paragraph 4.10 of the Cambridge Local Plan 2006 which states that there is currently very little recreational open space surplus to requirements, as set out in the Open Space and Recreation Strategy (2006). The majority makes a major contribution to the recreational resources of the local area and could not be recreated elsewhere. In the exceptional circumstance that the open space uses could be replaced elsewhere, and the land is not important for environmental reasons, planning permission will only be granted if an equivalent and equally convenient area is secured.
- 3.29 Paragraph 3.13 of the strategy also states that there is a clear presumption against the loss of open space of environmental or recreational importance. Development may be acceptable if there will be no material harm to the character, use and visual amenity of the area, and: it is for ancillary recreational or open space related uses e.g. changing facilities; or it enhances the recreational or biodiversity value of the site; or in the case of school and College grounds, the proposed development meets a legitimate educational need that is appropriately met on site. As such, this does not unreasonably restrict

educational institutions, which comprise many of the Protected Open Spaces.

Key Issue 3: Ongoing and new protection of open spaces

- 3.30 In terms of the representations received, not only was the response rate high, but the strategy also received a significant number of supportive representations and many comments, which were supportive of the principles behind the strategy.
- 3.31 It was clear from the responses submitted by a number of private individuals and residents' associations, that Protected Open Spaces are vitally important. With increasing pressure for development in the City, many recognised that it was particularly important that the City's green spaces are protected and enhanced, and new open spaces are created and allowed to mature. The Fitzwilliam College playing field on Oxford Road attracted a number of comments from local residents, given their concerns about the potential for the loss of this site to residential accommodation.

Key Issue 4: Further Sites

- 3.32 Further sites that came forward as a result of consultation have been assessed. Those sites that met the criteria for the protection of open space are included on the maps and within the ward profiles and Appendix 2 of the Appendix B Open Space and Recreation Strategy 2011. The 19 new sites, which were assessed as a result of Members' requests at Development Plan Scrutiny Sub-Committee or through consultation responses and which met the criteria, include:

- AGS 76 Tiverton Estate Amenity Green Spaces
- AGS 77 St Thomas's Square Amenity Green Spaces
- AGS 78 Corrie Road Cut Through
- AGS 79 Abbey House
- AGS 80 Brother's Place Amenity Green Space
- AGS 81 Derwent Close Amenity Green Space
- AGS 82 Greystoke Road Amenity Green Space
- AGS 83 Kelsey Crescent Amenity Green Space
- AGS 84 Ditton Fields Amenity Green Space
- AGS 85 Centre for Mathematical Sciences
- CEM 13 Abbey Church (St Andrew-the-less or Barnwell Priory)
- CIV 01 War Memorial Square
- CIV 02 Fisher Square
- CIV 03 Market Place
- CIV 04 Cambridge Leisure Park
- NAT 39 River Cam Residential Gardens
- NAT 40 Disused Railway Line North of Ronald Rolph Court

- NAT 41 Cobbetts Corner
- P&G 57 Clare Hall Scholars Garden

With reference to NAT 39 River Cam Residential Gardens, residents have raised concerns about the designation of this series of gardens adjacent to the river as Protected Open Space. They wish to see removal of paragraph 4.19 from the strategy and to see further consultation with the residents.

- 3.33 At Development Plan Scrutiny Sub-Committee in July 2011, Councillor Znajek requested that officers consider a further number of private gardens next to the River Cam against the criteria for designation of Protected Open Space. Officers included paragraph 4.19 in the consultation document, and undertook to assess the gardens during the consultation period, including 1 and 2 The Willows, Camside, Lane End and The Moorings on Thrifts Walk, and Roebuck House on Ferry Lane.
- 3.34 On assessment, it was considered that the group of gardens met a number of the criteria for environmental importance, but did not meet the criteria for recreational importance. The gardens meet the criteria for environmental importance in terms of their contribution to the character and environmental quality of the area and their proximity to the River Cam, a site with a nature conservation designation.
- 3.35 If a site is designated as Protected Open Space of environmental importance, this has some implications for future developability of the site. In terms of redevelopment of the entire site, this would be very difficult, but not necessarily insurmountable dependent on the scheme proposed. If a householder were to wish to construct an extension to their house, consideration would need to be given to the overall impact on the area of Protected Open Space. Other policy issues such as flood risk, conservation area and listed building status would also need to be considered.
- 3.36 In terms of de-designating this area of land, if the Council were to take this approach, it would lay the Council open to the risk of loss of other Protected Open Spaces in private ownership and use, e.g. the Master's Garden for Gonville and Caius College, Finella, The Pightle and Principal's Lodge, Newnham College. In response to the residents' concerns, paragraph 4.19 has been removed from the strategy, although NAT 39 appears in the ward profile table and map for East Chesterton and in Appendix 2 of the strategy. With regard to further consultation, the consultation period cannot be extended further due to the need to move forward with the evidence base for the Local Plan Review. Residents will be able to input into the stages of consultation undertaken for the Local Plan Review.

Next Steps

- 3.37 Following adoption, the strategy will be used as a material consideration in the planning process and as part of the evidence base for the Local Plan Review.
- 3.38 In terms of its role as a material consideration, a playing field site may have been assessed in 2011 as part of the strategy. If a proposal for development came forward which might give rise to the loss of the playing field, the work included in the strategy allows the Council the opportunity to show its importance for environmental and/or recreational reasons. The case officer for the planning application would use the findings of the assessment and strategy to inform decision-making on the principle of the loss of the playing field and the quantity and qualities of publicly accessible open space to be provided on site based on deficits in the locality.
- 3.39 In relation to forming part of the evidence base for the Local Plan Review, as this strategy suggests new standards, the Cambridge Local Plan 2006 (and the Planning Obligations Strategy Supplementary Planning Document) standards will stand as the adopted standards for the time-being. The suggested new standards will be used to inform the Local Plan Review and support the Planning Obligations Strategy. Following the adoption of the next Local Plan, the strategy will be formally updated and readopted in order to ensure that the standards of the new Local Plan and strategy are aligned.

4.0 Implications

(a) Financial Implications

- 4.1 There are no direct financial or procurement implications arising from this report. This document provides evidence base for the review of the Local Plan. Plans are already in place for the review of the Local Plan and bringing forward one separate Development Plan Document will mean that considerable cost savings can be achieved.

(b) Staffing Implications

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

(c) Equal Opportunities Implications

- 4.3 There are no direct equal opportunities implications arising from this report. This strategy has not been subject to its own Equality Impact Assessment. The Local Plan Review process, for which the Open

Space and Recreation Strategy forms part of the evidence base, will be subject to detailed Equality Impact Assessment.

(d) **Environmental Implications**

4.4 The proposals contained in the strategy are considered to have a positive impact in terms of climate change as the strategy is concerned with the protection, enhancement and provision of open space. It reflects the need to balance meeting the needs of those who live, work, visit or study in the City, with the protection and enhancement of the environment. Many of the open spaces protected are multi-functional, with many providing scope for flood risk mitigation and urban cooling. Furthermore, this strategy supports the development of the new Local Plan for Cambridge, which 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 the future Local Plan will also have a positive climate change rating, although the precise nature of this positive impact will be dependent on the detail of policy and the quality of future planning applications.

(e) **Consultation**

4.5 This consultation was in line with the standards set out in the Council's Statement of Community Involvement and was also consistent with the Council's Code of Best Practice.

(f) **Community Safety**

4.6 There are no direct community safety implications arising from this report. Community safety is an important issue, which affects the use of open space. The Strategy reflects the need to take this into account in proposals for new or improved open space.

5.0 Background papers

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

- Draft Open Space and Recreation Strategy 2011;
- Open Space and Recreation Strategy 2006;
- Cambridge Local Plan 2006;
- Committee Report and Minutes of Development Plan Scrutiny Sub-Committee on 13th July 2010.

- Committee Report and Minutes of Development Plan Scrutiny Sub-Committee on 12th July 2011.

6.0 Appendices

Appendix A	Summary of Representations to the draft Open Space and Recreation Strategy 2011 and Officer Assessment
Appendix B	Revised Open Space and Recreation Strategy 2011 with tracked changes

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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