

Appendix H. Issues and Options 2, Part 2 – Site Options within Cambridge

**CAMBRIDGE LOCAL PLAN – TOWARDS 2031
ISSUES AND OPTIONS 2, PART 2 – SITE OPTIONS WITHIN
CAMBRIDGE**

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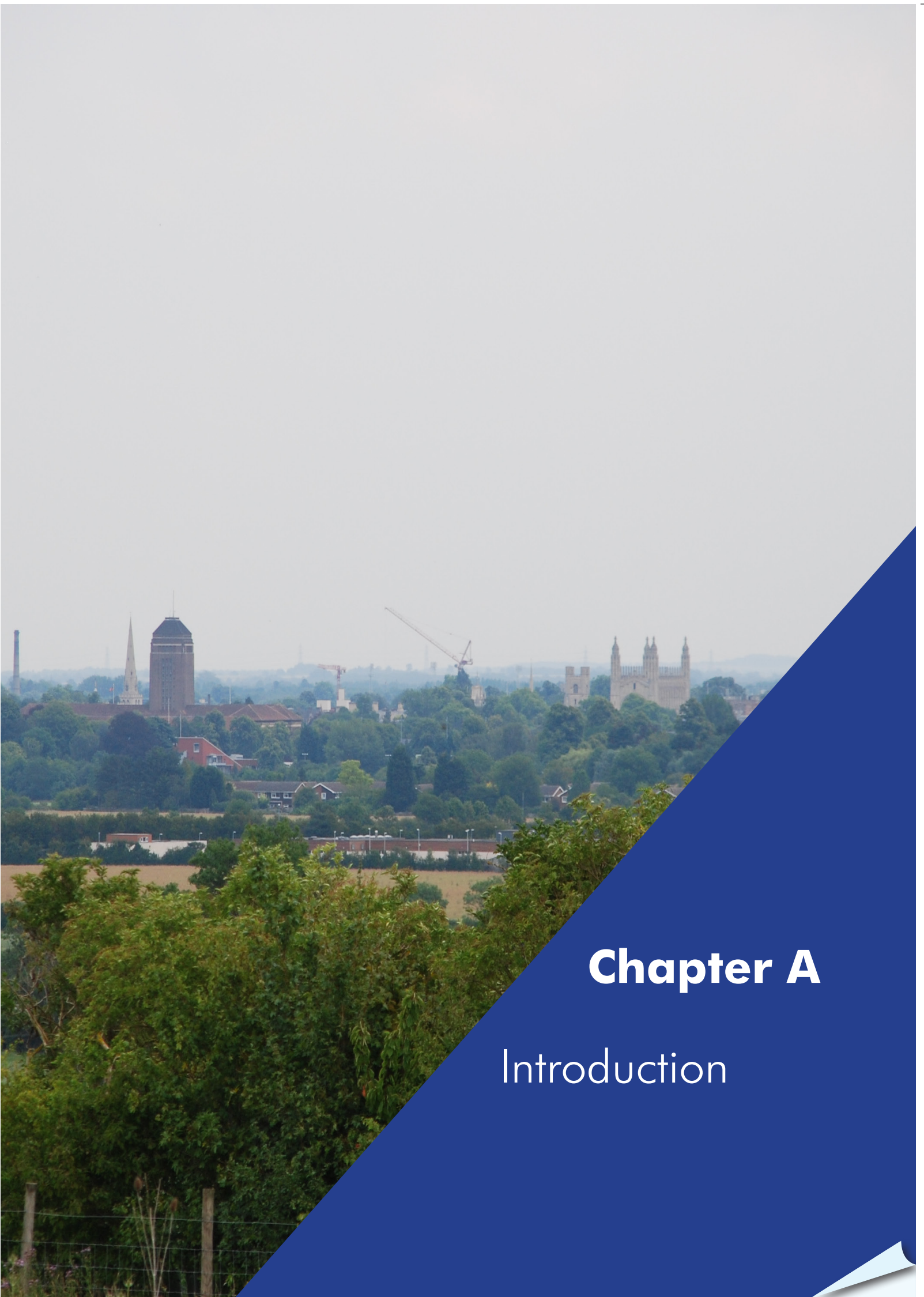
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Chapter A

Introduction



A. INTRODUCTION

- A.1 The current Local Plan sets out policies and proposals to guide the future development of Cambridge. It also sets out where future development will take place, and identifies land for new housing, community facilities, shops and employment. In addition, the Local Plan identifies land to be protected from development, such as the Green Belt and protected open space. It is the key document used to determine planning applications for new development in the city.
- A.2 The current Local Plan was adopted in 2006. The City Council is now preparing a new Local Plan, which will plan for and manage development to 2031. The preparation of the Local Plan involves a number of stages, and between the 15th June and the 27th July 2012 we carried out consultation on the Issues and Options Report, which formed the first stage of public consultation on the new Local Plan.
- A.3 Over 11,000 representations were received to the Issues and Options report and its accompanying Sustainability Appraisal. These representations raised a series of issues that need to be considered in drafting the new Local Plan, including:
- Recognition of housing need, but significant concern about the environmental impacts as well as the ability for appropriate infrastructure to be provided;
 - Mixed support for further development in the Green Belt, with many respondents making the point that the Green Belt should be protected;
 - Support for the continued redevelopment at the station and the fringe site developments at the Southern Fringe and North West Cambridge;
 - Concern about capacity in the City Centre, especially in relation to space and the quality of the public realm;
 - Support for the employment led development at the Northern Fringe East and the area around the new Cambridge Science Park Station;
 - Support for a sub-regional community stadium in principle although there was no overall support for a particular site;
 - Support for an ice rink in Cambridge;
 - Support for continued emphasis on non-car modes; and
 - Support for a review of residential car parking standards to better reflect national guidelines.
- A.4 We would like to take this opportunity to thank all those who took the time to respond to the consultation. This is an excellent response rate, and is very encouraging as part of the first main stage of consultation. We are in the process of analysing and the responding to the representations received, using these to inform the preparation of the Draft Local Plan, which will be subject to consultation in the summer of 2013.

- A.5 As part of preparing the new Local Plan, the National Planning Policy Framework requires local planning authorities to:
- Indicate broad locations for strategic development on a key diagram and land-use designations on a proposals map;
 - Allocate sites to promote development and flexible use of land, bringing forward new land where necessary, and provide detail on form, scale, access and quantum of development where appropriate;
 - Identify areas where it may be necessary to limit freedom to change the use of buildings, and support such restrictions with a clear explanation; and
 - Identify land where development would be inappropriate, for instance because of its environmental or historic significance.
- A.6 The Issues and Options Report set out broad locations for development and the location of some Opportunity Areas, which were areas identified as having potential for future improvement or development over the plan period to 2031. The purpose of this consultation document is to seek views on possible sites to be allocated in the new Local Plan for different types of development, providing more detail about site boundaries.

Part 1 and Part 2 documents

- A.7 This Issues and Options 2 consultation has been split into two parts. The Part 1 document is a joint consultation between Cambridge City Council and South Cambridgeshire District Council on options for the development strategy for the wider Cambridge area and for site options for housing or employment development on the edge of Cambridge on land currently in the Green Belt. It also includes options on sub-regional sporting, cultural and community facilities and site options for a community stadium. It builds upon the Issues and Options consultations that the Councils have already undertaken and provides background information in relation to the housing and employment needs for the area as a whole, as well as outlining what that means for the future development strategy.
- A.8 This Part 2 Site Options Within Cambridge consultation document considers both site allocations and designations. The site allocations focus on strategic sites that are considered central to the achievement of the development strategy for Cambridge, for example achievement of housing requirements or land for employment development. It also seeks your views on designations that will be included in the new Local Plan and its accompanying proposals map. These designations will include areas of protection, such as protected open space, and land-use designations such as local and district centres.
- A.9 In addition, this Part 2 document considers more detailed matters such as consultation on residential space standards and car and cycle parking standards. South Cambridgeshire District Council is also consulting on a Part 2 document, which considers new issues arising from their Issues and Options

consultation, including possible new site options for allocation for development as well as matters such as possible changes to village frameworks and designations to protect village character.

- A.10 Sitting alongside this consultation document, we have prepared a technical document, which forms a background document to the Issues and Options 2 work. Further information on the content of this technical document is provided in Section C of this report.

Sustainability Appraisal

- A.11 Alongside this Part 2 report, we are also consulting on a Sustainability Appraisal (SA). SA is integral to the development of the Cambridge Local Plan. It ensures that the environmental, economic and social effects of the plan are assessed, and that reasonable alternatives are considered. SA of Local Plans is a legal requirement¹.
- A.12 The SA objectives for Cambridge, identified in the Sustainability Appraisal Scoping Report (June 2012), have been integrated into the pro formas used to assess the suitability of sites for allocation. In this way SA has been central to the assessment of sites. The pro formas also include planning and deliverability criteria to give a comprehensive assessment of the sites. Only those sites that are considered to have a potential for development, in some cases with mitigation measures, have been forward for consultation in this Part 2 document. These are the sites that the Council consider to be 'reasonable alternatives', and we are now looking for your views on these sites. The SEA Directive requires that the effects of 'reasonable alternatives' are covered. The Government's SEA Practical Guide (2006) is clear that only reasonable, realistic and relevant alternatives need to be put forward.
- A.13 For the Part 1 document, a joint SA has been prepared, which considers the impact of the site options on the sustainability objectives identified in the Sustainability Appraisal Scoping Reports of both Councils.

Structure of this document

- A.14 In terms of options for site allocations, this document has been split into the following sections for ease of navigation:
- Section E: Residential site options within Cambridge;
 - Section F: Residential moorings site options within Cambridge;
 - Section G: University site options within Cambridge;
 - Section H: Mixed-use development site options within Cambridge; and

¹ The Town and Country Planning (Local Planning) (England) Regulations 2012 require that an SA Report is published for consultation alongside the 'Proposed Submission' Plan document. SA must be undertaken in-line with the procedures prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004, which were prepared in order to transpose into national law the EU Strategic Environmental Assessment (SEA) Directive.

- Section I: Employment site options within Cambridge.
- A.15 Each of the above sections begins with a map showing all of the site options being considered for that particular use within Cambridge. This is followed by a more detailed consideration of each specific site option, and it is these detailed descriptions where you may wish to focus any comments that you want to submit.
- A.16 Following on from the sections considering options for site allocations, there are also sections of the document that focus on the following areas, where we would also welcome your views. These build upon options contained in the Issues and Options Report and provide more detail about possible policy approaches for comment.
- **Section I**, residential space standards, considers the approach that could be taken in the new Local Plan with regards to space standards for new homes, in terms of both indoor and outdoor space. These standards would apply to both market and affordable housing;
 - **Section J**, car parking standards, considers the approach that could be taken in the new Local Plan with regards to levels of car parking for different types of development;
 - **Section K**, cycle parking standards, considers the approach that could be taken in the new Local Plan with regards to levels of cycle parking for different types of development; and
 - **Section L**, site designations, considers proposals for site designations, which will be included on the Local Plan Proposals Map. For the purpose of this consultation, the following site designations are considered:
 - Protected Industrial Sites – Annex L1;
 - District and local centres Annex L2; and
 - Protected Open Spaces – Annex L3.

How to respond

- A.17 Once you have looked through both the Part 1 and Part 2 documents, please send us your comments. You can submit comments on any of the sites considered within this report, as well as the sections of the report that consider designations, car and cycle parking standards and residential space standards. There are a number of ways in which you can do this:
- **Using the Council's online consultation system** – This is our preferred means of receiving representations as it is the fastest and most accurate method, helping us to manage your representations quickly and efficiently. Separate instructions on how to use the online consultation system are provided on our website, and officers in the planning policy team are always available to help if you have any queries. Please go to the following link: <http://cambridge.jdi-consult.net/ldf>
 - **Using the response form** – If you do not have access to a computer, a paper response form can be completed and sent to the Council. Copies of the response form are available from the planning policy team.

- A.18 Please note that the deadline for responses is **5pm on 18th February 2012**. Unfortunately, responses received after this deadline can only be accepted in exceptional circumstances. If you have any queries as to how to submit a representation, please contact the planning policy team.

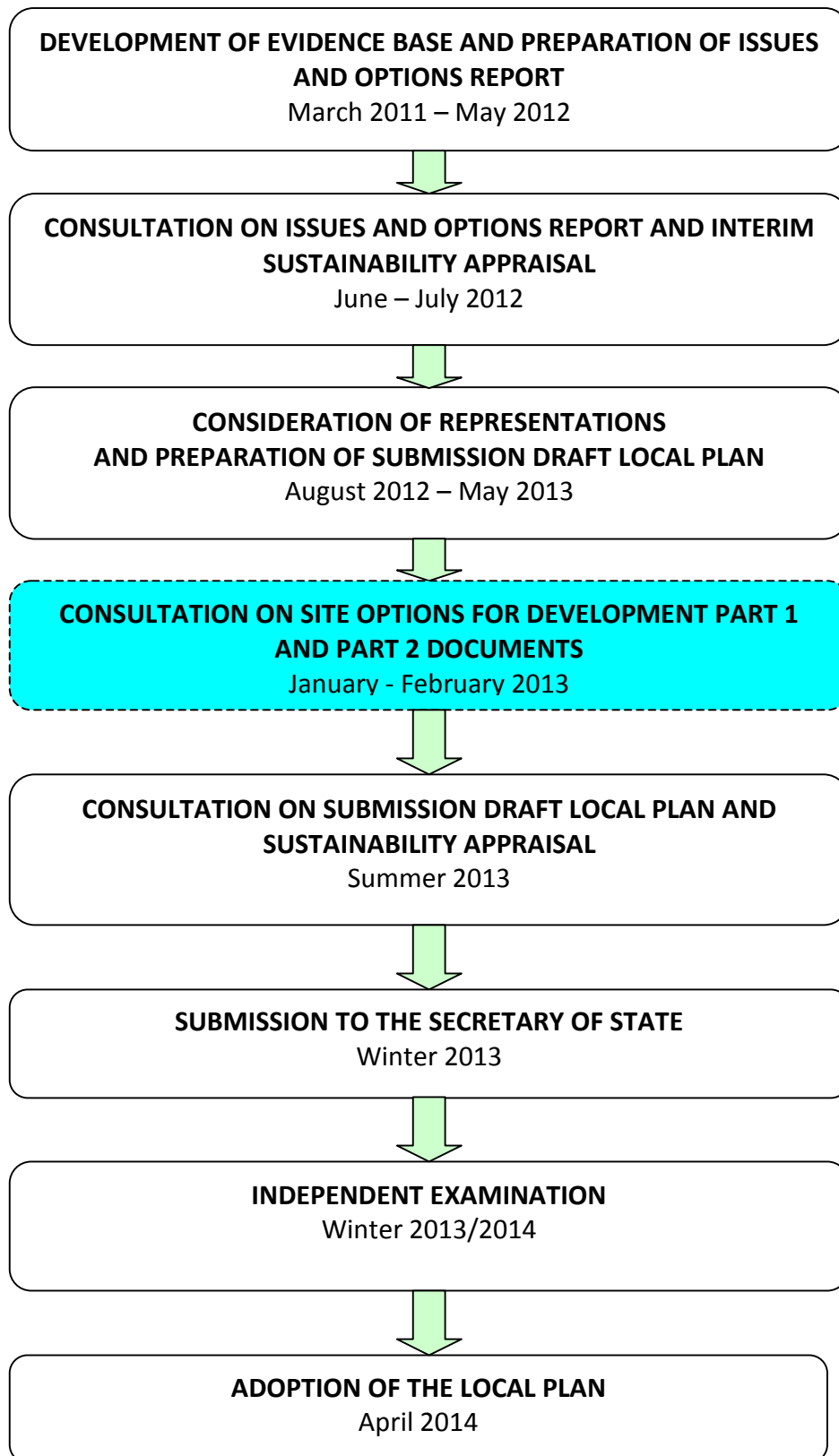
We're here to help

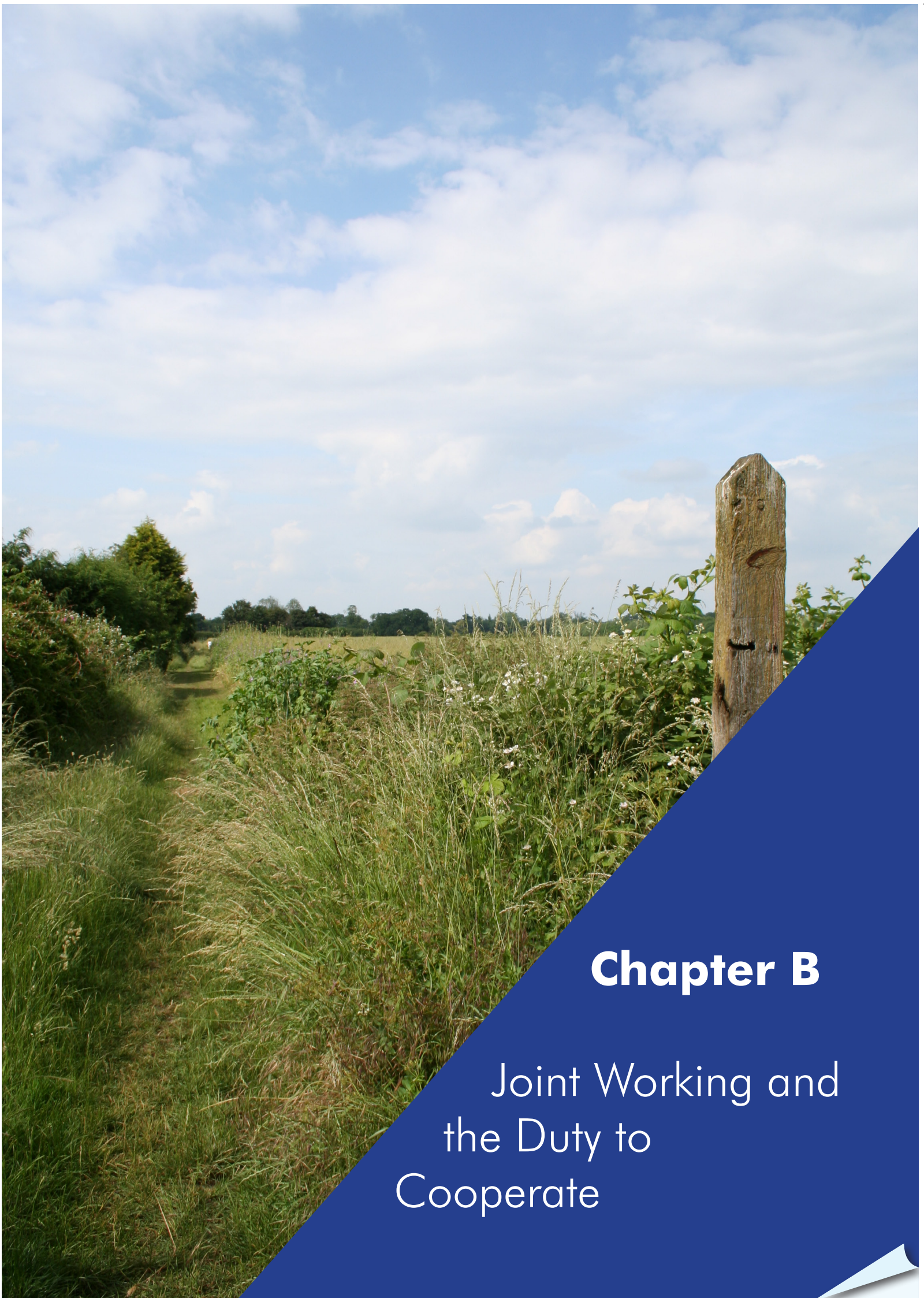
- A.19 Your views are important to us, but we recognise that the planning system is not always easy to understand and navigate. We want to make sure that as many people as possible have an opportunity to have their say on the new Local Plan and site options, regardless of their previous experience with planning matters. That is why we are here to help at every stage of the process. Officers from the planning policy team are available to help guide you through the process of preparing the new Local Plan. You can contact us using one of the following methods:
- You can phone us on 01223 457000 (ask to speak to someone in the planning policy team);
 - You can email us at policysurveys@cambridge.gov.uk
- A.20 There will also be opportunities for you to meet officers face-to-face throughout the process of preparing the new Local Plan, through exhibitions that will be held across the city during the site options consultation period. Details of these events, together with up to date information on the Local Plan review can be found on the Council's Local Plan website:
<http://www.cambridge.gov.uk/localplanreview>
- A.21 For those who use social media, we shall also be providing regular updates on the Council's Facebook page and twitter feed. We will also provide regular updates on the Local Plan blog, which can be found at:
<http://cambridgelocalplan.wordpress.com/>

What happens next?

- A.22 Once consultation on Issues and Options 2 has finished, we will consider all of the representations that have been received, using them to refine the site allocations that will be included in the Local Plan. We will then draft the actual Local Plan, which will include draft policies, site allocations and designations. This will be subject to a further round of public consultation in the summer of 2013, prior to being submitted to the Secretary of State for examination. At this stage, an independent Government Inspector will consider the 'soundness' of the Local Plan at a public examination. In other words, the inspector will consider whether the plan has been positively prepared, and that its policies are justified, effective and are in conformity with the National Planning Policy Framework. Following this, the inspector will produce a report of his or her findings, and then the Council will formally adopt the Local Plan. These stages are illustrated in figure 1 below.

Figure 1: Stages in the preparation of the new Cambridge Local Plan





Chapter B

Joint Working and the Duty to Cooperate

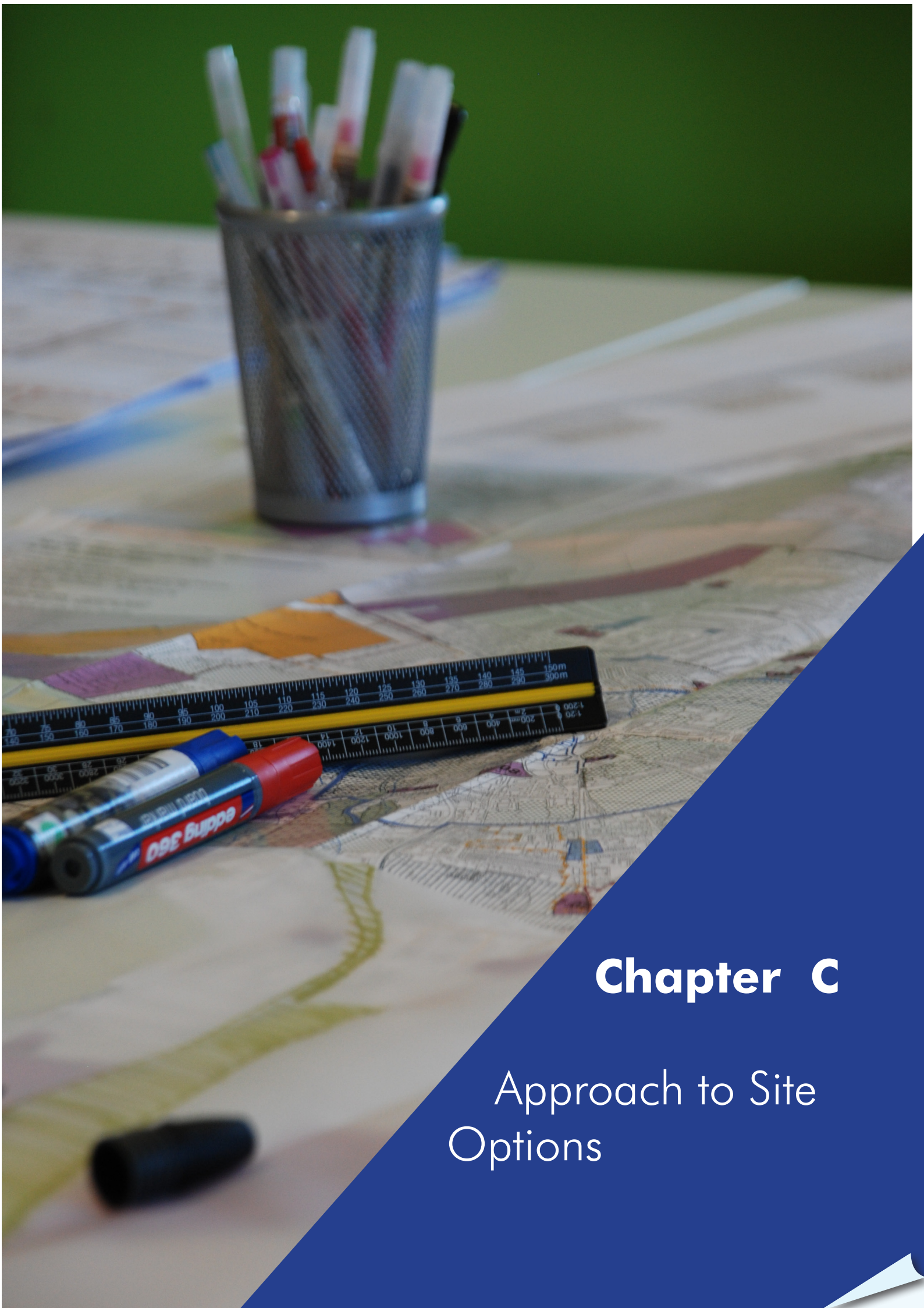


B. JOINT WORKING AND THE DUTY TO COOPERATE

- B.1 Planning issues are not constrained to local authority boundaries. The National Planning Policy Framework states that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those that relate to strategic priorities. Councils are required to work collaboratively to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual local plans.
- B.2 The City Council has a long history of joint working and has worked closely with South Cambridgeshire District Council on a variety of planning matters over many years reflecting the close functional relationship between the tightly drawn city boundary and its rural surroundings. This includes working together on key strategic and joint issues at both officer and Member level through the preparation of Structure Plans, input to Regional Plans, the preparation of existing development plans, joint Area Action Plans for major developments, the preparation of joint evidence base documents on a wide variety of topics, and other planning matters including various transport strategy documents.
- B.3 The Councils have decided to prepare separate Local Plans for Cambridge and South Cambridgeshire, but are fully aware of the need to work effectively together and that they will need to demonstrate how they have cooperated effectively, both with each other and other key public bodies including the County Council, on the preparation of their respective new Local Plans. The Councils' ongoing approach to joint working is therefore now a specific legal requirement and it will be necessary to provide formal evidence of the cooperation as part of the plan making process.
- B.4 Joint working arrangements have already been established. At a Member level, previous joint working groups have been replaced by two new Member groups: the Cambridgeshire and Peterborough Joint Strategic Planning and Transport Member Group which is a County wide group and the Joint Strategic Transport and Spatial Planning Group specifically to address issues affecting Cambridge and South Cambridgeshire. Work is ongoing at an officer level, steered by regular meetings of senior officers: Chief Planning Officers group for county-wide issues and officers from the three Councils for more Cambridge-focused issues. The Cambridgeshire Councils have already established and then commissioned the Joint Strategic Planning Unit to prepare a strategic spatial framework for Cambridgeshire and Peterborough, which will also help demonstrate the coordinated approach to planning for the long term needs of the wider area and the Unit has also assisted with the preparation of the evidence base for this consultation.
- B.5 The Councils have been working together throughout the preparation of the Issues and Options consultations on the Cambridge Local Plan and the South Cambridgeshire Local Plan, and also the parallel consultation on issues for a

new Transport Strategy for Cambridge and South Cambridgeshire. The Councils took the same approach to joint issues in the recent Issues and Options consultation. Each of the Issues and Options consultation documents took a common approach to the Green Belt on the edge of Cambridge, the future planning of Cambridge East and Northern Fringe East and sub-regional sporting, cultural and community facilities. Each document also highlighted the corresponding consultation by the other Council.

- B.6 The Councils have agreed to continue to work jointly as plan preparation continues. In terms of timetables, the Councils' Local Plan programmes have been very similar, although it did not prove possible to align them completely for the Issues and Options (Summer 2012) consultation. The consultations did however overlap in July 2012.



Chapter C

Approach to Site Options



C. APPROACH TO SITE OPTIONS

C.1 In order to identify potential sites for allocation a methodology has been developed, which is set out in further detail in the document “Technical Background Document – Site Assessments within Cambridge”. This technical document sits alongside the Part 2 consultation document and presents the detailed assessments for each of the site options considered. When using the Council’s online consultation system, a weblink to the relevant section of the technical document has been provided for each site option, to enable you to see the detailed assessments of each site, which may help to inform your response to site options.

Assessment of site options

C.2 To assess the suitability of sites, an assessment form has been developed, which considers a number of criteria relating to social, economic and environmental factors related to the location of the site, as well as criteria relating to the planning suitability of the site. The assessment form has been developed to fully integrate the requirements of the Sustainability Appraisal process, and criteria in the assessment form take into account the social, environmental and economic sustainability themes set out in the Sustainability Appraisal Scoping Report. The assessment form also builds upon the assessment that was carried out on potential housing sites in the Strategic Housing Land Availability Assessment.

C.3 The first part of the assessment form (Level 1) is a high level sieve containing criteria that could potentially prevent development of a site, for example if a site is within a floodplain. If such a ‘show stopper’ is identified within the Level 1 criteria, then the site in question would not progress to assessment under the second part of the site assessment form (Level 2). The Level 2 criteria are broken down into a number of categories to determine whether a site would be suitable for development, as follows:

- Accessibility to existing centres and services;
- Accessibility to outdoor facilities and green spaces;
- Supporting economic growth;
- Sustainable transport;
- Air quality, pollution, contamination and noise;
- Protecting groundwater;
- Protecting the townscape and historic environment;
- Biodiversity and green infrastructure;

C.4 At the end of the Level 2 assessment, a conclusion is reached as to whether or not a site has development potential. This conclusion also considers which type of use would be most suitable for a site, be it residential, employment or mixed use development. The conclusion may also identify if parts of a site are more sensitive to development than others, or whether only part of a site may be suitable for development. Only sites that are available, and

considered suitable in planning and sustainability terms are being consulted upon. Those sites that have been rejected as part of the assessment work are not being consulted upon, although details of these sites have been included within the technical document and Appendix 1 of this document.

- C.5 A broad financial viability assessment of each of the sites will also be carried out as part of the review of the Local Plan. This work is being carried out by consultants Dixon Searle, and will help assist in determining which of the site options will be allocated for development in the new Local Plan.
- C.6 The assessment of each of the site options has been undertaken by officers in the planning policy team at Cambridge City Council. Assistance has also been sought from other expert officers within the Council in relation to matters such as historic environment, biodiversity, urban design, landscape, cycling and environmental health, as well as County Council expertise in relation to highways, education, and minerals and waste.

Site selection

- C.7 A number of sources have been used to identify sites. These include the following sources, although this is not an exhaustive list:
- Sites allocated in the current 2006 Local Plan, associated Area Action Plans and Supplementary Planning Documents, which have not yet been developed;
 - Sites identified in the following studies:
 - Strategic Housing Land Availability Assessment, May 2012;
 - Employment Land Review, 2007 and 2012 update;
 - Cambridge Sub Region Retail Study, 2008, and its 2012 Cambridge Retail and Leisure Study update;
 - Cambridge Hotel Futures: Headline Findings Issues and Options Report, April 2012;
 - Any sites and site boundaries identified by the Council within the Issues and Options Consultation, June 2012;
 - Any sites subsequently submitted by landowners and developers or their agents in response to the Issues and Options consultation;
 - Any sites identified by the Council's own departments (e.g. property services), other Councils and statutory Government agencies.
- C.8 A long list of sites was drawn up and was initially reduced by removing those sites which had already been consulted upon in the Issues and Options consultation in June/July 2012 (including Gypsy and Traveller Sites, major allocations and opportunity areas), sites less than 0.5 hectares (apart from a small number of residential sites which due to their location could be developed at a high density), and those picked up through annual monitoring, where planning permission had been granted.

- C.9 For the residential site options, the Strategic Housing Land Availability Assessment (SHLAA) is a key part of the evidence. The purpose of the SHLAA is to identify land and buildings with potential for new housing. The Council is required to prepare a SHLAA for its area and the most up to date version was published in May 2012.
- C.10 Not all of the sites included in the SHLAA have been included in this Site Options consultation, the focus of which is on strategic sites of a certain size (0.5 hectares or more).
- C.11 The assessment of sites for employment related development has been informed by the Employment Land Review Update 2012. The focus for employment sites is on popular locations in the city for employment development, notably Cambridge City Centre (particularly the Hills Road/Station Road area), and the northern fringe area around Cambridge Science Park, Cambridge Business Park and St John's Innovation Centre. Consideration is also given to the opportunities presented by the redevelopment of the area around Cambridge Science Park Station for further employment related development.
- C.12 Some of the comments received to the Issues and Options consultation suggested large areas of search be assessed for further development. This would have been extremely difficult to assess given the approach that has been taken to site assessment using the pro forma described above. Many of the criterion within the pro forma relate to the distance from the site to certain services and facilities, also specific planning related matters such as whether there is a suitable access to the site. A large number of sources have been used to identify suitable sites, and sites were put forward following consultation on the Issues and Options Report. This consultation period provides an additional opportunity for sites to be put forward to the Council.
- C.13 Opportunity Areas were consulted upon in the Issues and Options Report. Some of the consultation responses suggested that there should be further Opportunity Areas; in particular that Mitcham's Corner and Newmarket Road should be Opportunity Areas. The Council will consider these further in the development of the Draft Local Plan.
- C.14 Additional issues surrounding the need for student accommodation and the provision of a new hospice for the Cambridge area came forward through Issues and Options consultation, as detailed below.

Student Accommodation for the Colleges and the University of Cambridge

- C.15 As reported in the Issues and Options Report, if current projected growth rates are to be met, the University of Cambridge faces a shortfall in 3,740 student rooms by 2031. While 2,000 new units of student accommodation are to be provided at North West Cambridge, it is not known at this stage

whether the accommodation will be for new or existing Colleges. Excluding North West Cambridge, the Colleges estimate that around 1,500 rooms can be provided by refurbishment of existing space within their own sites. Space for further rooms would have to be found on other sites within the city.

Question C.1:

Are there other sites that might be suitable for allocation for new student accommodation for the Colleges and the University of Cambridge?

Student accommodation for Anglia Ruskin University

- C.16 Anglia Ruskin University are midway through redeveloping their East Road campus following the masterplan and planning consent agreed in 2009. A further extension to the campus' teaching space was recently approved at New Street/Young Street.
- C.17 Anglia Ruskin University is keen to house as many of its students as possible in purpose built hostel accommodation. It is making significant new provision of student hostels as part of the redevelopment of the CB1 redevelopment at the Station. A series of reserved matter applications have been approved or are currently pending, with the first phase of student accommodation providing 500 bedspaces for Anglia Ruskin University.
- C.18 Anglia Ruskin University has a continuing need to provide new student hostel accommodation and will be losing 106 bedspaces at Nightingale and Bridget's Hostels in Tennis Court Road. The Council is continuing to investigate site options as part of the preparation of the Draft Plan.

Question C.2:

Are there other sites which might be suitable for allocation for new student accommodation for Anglia Ruskin University?

Hospice provision

- C.19 Representations were made to the Council's Issues and Options reports in relation to hospice provision. Hospices provide palliative care for the terminally and seriously ill. They form an important part of community infrastructure and include the Arthur Rank Hospice on Mill Road and the East Anglia Children's Hospices at Milton. Along with South Cambridgeshire District Council, the Council is continuing to investigate site options as part of the preparation of the Draft Plan.

Question C.3:

Are there any sites which might be suitable for allocation for new hospice provision?

C.20 Map 1 below shows all of the sites being considered as possible site allocations within Cambridge.

Map 1: All site options within Cambridge

