



To: Executive Councillor for Planning and Climate Change: Councillor Tim Ward
Report by: Head of Planning Services
Relevant scrutiny Development Plan 19/2/2013
committee: Scrutiny Sub Committee
Wards affected: All Wards

CAMBRIDGE LOCAL PLAN - TOWARDS 2031

Approach to draft Plan – Pollution, Housing and Employment

Not a Key Decision

1. Executive summary

- 1.1 The Local Plan is a key document for Cambridge, and the review of the current Local Plan is currently underway. Following on from consultation on the Issues and Options Report, which took place between June and July 2012, officers are working on the analysis of the comments received to the consultation and developing the preferred approach to take forward into the draft Plan. It has previously been agreed that future reports would be brought to Development Plan Scrutiny Sub Committee to analyse the comments received and options to take forward in more detail in order to seek a steer from Members on the approach to take forward in the draft Plan.
- 1.2 This report considers the approach to be taken forward in relation to the Pollution, Housing and Employment sections of the Issues and Options Report as part of developing the content of the new Plan.

2. Recommendations

- 2.1 This report is being submitted to the Development Plan Scrutiny Sub-Committee for prior consideration and comment before decision by the Executive Councillor for Planning and Climate Change.
- 2.2 The Executive Councillor is recommended:
- To consider the key issues related to Pollution, Housing and Employment as set out in Appendices A, B and C and
 - To endorse the response and approach to take forward in the draft Plan, as set out in Appendices A, B and C and tables 1, 2 and 3.

3. Background

The Issues and Options Report

- 3.1 The Local Plan is a key document for Cambridge. The current Local Plan was adopted in 2006, and sets out a vision, policies and proposals for future development and land use in Cambridge to 2016.
- 3.2 The Issues and Options Report included a vision, strategic objectives, and specific chapters relating to the future spatial strategy, possible opportunity areas and other topic areas. Over 11,000 representations were received, and the key issues raised were presented to Development Plan Scrutiny Committee on the 16th October 2012. For further information, please see the following link:
<http://democracy.cambridge.gov.uk/documents/s13919/Local%20Plan%20Key%20Issues%20and%20Timetable%20Update.pdf>
- 3.3 At this committee, it was agreed that future reports would be brought to committee to analyse the comments received and options to take forward in more detail in order to seek a steer from Members on the approach to take forward in the draft Plan. This report considers the approach to be taken forward in relation to the Pollution, Housing and Employment sections of the Issues and Options Report as part of developing the content of the new Plan.

Responses and Preferred Approach

- 3.4 Appendix A contain the officer analysis of the key issues raised for pollution, as well as summaries of the representations received. Appendix B contains the same for housing and Appendix C for employment, while Appendix D provides information on the Use Classes Order 1987 (as amended) to aid Members. The appendices have been structured around each of the issues and associated options set out in the Issues and Options Report. For each of the options consulted on, the key issues raised during consultation have been identified. A summary of the analysis of the options from the Interim Sustainability Appraisal has been provided, along with the Council's evidence base. An officer analysis of the key issues raised is then provided alongside a recommendation as to the approach that should be taken forward into the draft Plan, which will be subject to consultation from June to July 2013. Due to the large volume of representations received, it is not possible to provide detailed responses to every one at this stage. Rather the reformed plan-making system focuses on the key issues arising from consultation which the analysis and recommendations focus on.

- 3.5 At this stage, detailed policy wording has not been suggested, but sufficient detail of the evidence behind potential policy options has been provided to give Members a broad steer as to what should be included in the policy so Members can agree the broad direction in which policies should be developed. Following on from this committee, officers will draft the relevant policies, which will be presented to Development Plan Scrutiny Sub Committee at forthcoming meetings.
- 3.6 A breakdown of the number of representations received to each of the issues has also been included, including the number of supports and objections raised. For each issue, a tally of all of the representations received to that section of the Issues and Options Report has been taken; this includes representations received to the paragraphs, options and questions contained within each section. In some instances, respondents have chosen to focus their comments on the policy options, while others have focussed on responding to the questions raised. It should be noted that in some instances, objections contain qualified support for an option, i.e. that they support the general principle of an option but feel that it does not go far enough in responding to certain issues. Officers have taken this into account when analysing representations and proposing a preferred approach.

Pollution (Options 84 to 88)

- 3.7 Chapter 8 of the Issues and Options Report considered the policy approach to pollution. Appendix A contains the officer analysis of the key issues raised for pollution as well as summaries of the representations received.
- 3.8 Appendix A discusses the potential to use a general policy approach to pollution (Option 84) or to develop a range of specific policies pertaining to different types of pollution (Options 85 – 88). Options on visual pollution and water quality have already been discussed at the Development Plan Scrutiny Sub Committee meetings in November and December 2012.

Table 1: Recommended preferred approach for pollution

OPTION/OBJECTIVE NUMBER AND DESCRIPTION	PREFERRED APPROACH FOR DRAFT PLAN
Option 84 – General Pollution Policy	The recommendation is not to pursue Option 84 as it is considered appropriate to develop a range of different policies

OPTION/OBJECTIVE NUMBER AND DESCRIPTION	PREFERRED APPROACH FOR DRAFT PLAN
	covering different aspects of pollution.
Option 85 – Air Quality Policy	The recommendation is to pursue Option 85 and ensure that Air Quality Policy in the Local Plan requires that the health impacts of new developments on current and future residents can be addressed. A detailed and specific Air Quality Policy will explicitly provide future protection from poor air quality.
Option 86 - Noise Policy	The recommendation is to pursue Option 86. A detailed and specific policy is necessary to prevent both new and existing development from either giving rise to or being subjected to unacceptable levels of noise.
Option 87: Contaminated land	The recommendation is to pursue Option 87. A detailed and specific Contaminated Land Policy should ensure that new development is appropriate and that the site is suitable for its new use.
Option 88 - Light Pollution	The recommendation is to pursue Option 88. A detailed and specific policy is necessary to limit the impact of light pollution on residential amenity, wildlife and landscape as well as promoting public safety and the prevention of crime.

Housing (Options 97 to 101 and 111 to 120)

3.9 Chapter 9 of the Issues and Options Report considered the policy approach to housing in Cambridge. It covered matters ranging from employment related housing through to provision for Gypsy and Travellers and residential moorings.

3.10 Appendix B contains the officer analysis of the key issues raised for housing, as well as summaries of the representations received. Options 90 – 94 on Affordable Housing and Options 95, 96, 147 and 148 on the provision of student accommodation do not form part of

this report as the final outcome of viability testing to support the delivery of the Community Infrastructure Levy is still awaited.

- 3.11 Options 102 to 105 on density and 106 to 110 on internal and external residential space standards were discussed at Development Plan Scrutiny Sub Committee in December 2012. Three options on internal and external residential space standards have been consulted on as a part of the Issues and Options 2 consultation during January and February 2013.
- 3.12 Members' attention is drawn to the the recommendation is to pursue Option 119, which will set out the criteria to guide the location of sites for Gypsy and Traveller provision. The criteria outlined are based on previous national guidance, and good practice guidance along with the current requirements sets out in the National Planning Policy Framework and planning policy for traveller sites. This option would allow for the development of a criteria based policy to guide the location of permanent, transit and emergency stopping provision for Gypsy and Traveller sites in Cambridge. Given the ongoing need for pitches, Members are also asked to consider whether a policy should be developed that states that any allocated or windfall development sites of at least 500 homes would be required to bring forward Gypsy and Traveller site provision in line with locally identified need.

Table 2: Recommended preferred approach for Housing

OPTION NUMBER AND DESCRIPTION	PREFERRED APPROACH FOR DRAFT PLAN
Option 97 – Specified Tenure Mix	The recommendation is to pursue option 98, which allows for the tenure mix on sites to be guided by the Strategic Housing Market Assessment and the Council's Affordable Housing Supplementary Planning Document.
Option 98 – Tenure mix specified through the SHMA and Affordable Housing SPD	
Option 99: Employment related housing	The recommendation is to pursue option 99 and to bring forward a criteria based policy, which sets out the need to establish the role that the institution has in the local economy; the level of need for existing staff and for recruitment and retention and the need for an allocations policy for the key worker housing.
Option 100: Housing mix – General policy	The recommended approach is to pursue option 100, which would involve the

OPTION NUMBER AND DESCRIPTION	PREFERRED APPROACH FOR DRAFT PLAN
Option 101: Housing mix – specific levels policy	development of a policy, which sets out the need to have a mix of housing within new development. Evidence to support decisions on housing mix would be available through the Strategic Housing Market Assessment and more detailed advice would be included in the Council's Affordable Housing Supplementary Planning Document.
Options 102 – 110 on density and residential space standards	These options were considered at Development Scrutiny Sub Committee on 6 and 13 December 2012.
Option 111: Lifetimes Homes standard applied to all development	The recommendation is to pursue Options 111 and 113 to set out a requirement for all homes to comply with those Lifetime Homes criteria which are not addressed by building regulations a percentage of all housing, split between market and Affordable Housing should be provided as housing which could be adapted to suit the needs of wheelchair users, dependent on the findings of the update to the Strategic Housing Market Assessment and Joint Needs Assessment work.
Option 112: A proportion of new homes to meet Lifetime Homes standard	
Option 113: A proportion of new homes that meet the Wheelchair Housing Design Standard	
Option 114: Criteria based policy for small scale residential development and infill development in the rear of gardens	The recommendation is to pursue Option 114, which comprises a criteria-based policy for infill development affecting gardens. Option 115 will not be pursued as it is considered to be too restrictive.
Option 115: Policy to restrict infill development in rear gardens	
Option 116: Criteria based policy for HMOs	The recommendation is to pursue Option 116, which sets out a criteria based approach, recognising the contribution that HMOs make to the overall supply of housing in Cambridge.
Option 117: Specialist Housing	The recommendation is to pursue Option 117 on specialist housing, which would set out a criteria based approach to the delivery of all types of specialist housing.

OPTION NUMBER AND DESCRIPTION	PREFERRED APPROACH FOR DRAFT PLAN
Option 118: Opportunities for providing new housing	<p>The recommendation is to pursue criteria based policies addressing:</p> <ul style="list-style-type: none"> • Conversion of large properties; • Loss of housing to other uses.
Option 119: Criteria based policy for the location of Gypsy and Traveller sites	<p>The recommendation is to pursue Option 119, which will set out the criteria to guide the location of sites for Gypsy and Traveller provision. The criteria outlined are based on previous national guidance, and good practice guidance along with the current requirements sets out in the National Planning Policy Framework. This option would allow for the development of a criteria based policy to guide the location of permanent, transit and emergency stopping provision for Gypsy and Traveller sites in Cambridge. Given the ongoing need for pitches, Members are also asked to consider whether a policy should be developed that states that any allocated or windfall development sites of at least 500 homes would be required to bring forward Gypsy and Traveller site provision in line with locally identified needs. This could also state that any artificial subdivision of sites to avoid making provision of pitches for Gypsy and Traveller accommodation will not be permitted.</p>
Option 120: Residential moorings	<p>The recommendation is to pursue a criteria-based policy for residential moorings, which would include criteria suitable for development management use for both on-line and off-line moorings.</p>

Employment (Options 121 – 135)

3.13 Chapter 10 of the Issues and Options report considered the policy approach for employment. Appendix C contains the officer analysis of the key issues raised for employment, as well as summaries of the representations received. Appendix D provides information on the Use Classes Order 1987 (as amended). Appendix D supports discussion on Option 122 – 124 and 125 – 129.

Table 3: Recommended preferred approach for Employment

OPTION NUMBER AND DESCRIPTION	PREFERRED APPROACH FOR DRAFT PLAN
Option 121: Building a strong and competitive economy	The recommendation is to pursue option 121 subject to minor amendments.
Option 122 – Continue with selective management of the economy unamended	The recommendation is to pursue option 124 and discontinue the policy of Selective Management of the Economy.
Option 123 – Amend selective management of the economy to include some additional uses	
Option 124 – Discontinue the policy of selective management of the economy	
Option 125 – Continue with protection of industrial and storage space unamended	The recommendation is to protect all land and buildings in employment use (B use class).
Option 126: Amend the policy of protection of industrial and storage space by deleting all protected sites	
Option 127: Amend the policy of protection of industrial and storage space to encourage other forms of employment development	
Option 128: Do not protect office space	
Option 129: Protection of office space	
Option 130: Continue to promote cluster development	
Option 131: Do not promote cluster development	
Option 132: Promote shared social spaces	The recommendation is to pursue option 132, and promote shared social spaces

OPTION NUMBER AND DESCRIPTION	PREFERRED APPROACH FOR DRAFT PLAN
Option 133: Do not promote shared social spaces	as part of employment sites, this could be through a more general, mixed-use policy.
Option 134: Density existing employment areas	The recommendation is to pursue option 135 and not have a specific policy that seeks to densify existing employment areas.
Option 135: Do not densify existing employment areas	Individual allocations and proposals will be considered on their merits, and a general strategic objective can seek to make best use of land by encouraging densification of all suitable sites for all uses across the city if accessible to public transport.

Next steps

3.14 Following on from this committee, and subsequent committees to provide a steer on the preferred approach for other topic areas, officers will be drafting policy wording in line with the agreed approach. Joint working with South Cambridgeshire District Council and Cambridgeshire County Council will continue in line with our duty to cooperate. Draft policies will be presented to this committee at the end of March 2013 for consideration, prior to consideration of the entire new Local Plan at Environment Scrutiny Committee and Full Council. The draft plan will then be made available for a ten-week period of public consultation, prior to being formally submitted to the Secretary of States for examination.

4. Implications

(a) Financial Implications

There are no direct financial implications arising from this report. Policy recommendations will be considered as part of the review of the Local Plan, which has already been included within existing budget plans.

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

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

(c) **Equal Opportunities Implications**

There are no direct equal opportunity implications arising from this report. An Equalities Impact Assessment will be prepared as part of the draft Plan stage.

(d) **Environmental Implications**

The new Local Plan for Cambridge will assist in the delivery of high quality and sustainable new development along with protecting and enhancing the built and natural environments in the City. This will include measures to help Cambridge adapt to the changing climate as well as measures to reduce carbon emissions from new development, as considered within this committee report. Overall there should be a positive climate change impact.

(e) **Procurement**

There are no direct procurement implications arising from this report.

(f) **Consultation and communication**

The consultation and communications arrangements for the Local Plan are consistent with the agreed Consultation and Community Engagement Strategy for the Local Plan Review, 2012 Regulations and the Council's Code for Best Practice on Consultation and Community Engagement.

(g) **Community Safety**

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

5. Background papers

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

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

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

- National Planning Policy Framework, March 2012

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

6. Appendices

- Appendix A: Analysis, responses and preferred approach to pollution, plus summaries of representations received;
- Appendix B: Analysis, responses and preferred approach to housing, plus summaries of representations received;
- Appendix C: Analysis, responses and preferred approach to employment, plus summaries of representations received;
- Appendix D: Use Classes Order 1987 (as amended)

7. Inspection of papers

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

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