

Section 4. Supporting the Knowledge Economy and Managing the Visitor Economy

How Policies in This Section Deliver Sustainable Development

4-1. Cambridge has a successful local economy that is resilient and dynamic. The University of Cambridge has helped develop Cambridge as a centre of excellence and world leader in the fields of education and research. The University of Cambridge's success has contributed to the energy, prosperity and further expansion of the local economy. The concentration of high technology businesses and links between the Universities, Addenbrooke's Hospital, and other leading edge research facilities have helped with knowledge transfer from academic research into commercial applications. Cambridge's economy continues to perform well despite the national, and global economic downturn.

4-2. The Council aims to strengthen and diversify Cambridge's economy and enable a range of job opportunities across the city. Cambridge's excellence in the fields of research, higher education and high technology uses will be promoted.

4-3. Cambridge's high technology economy has flourished since development of the Cambridge Science Park on the edge of the city in the 1970s, and over the intervening years the area has developed a global profile and importance in terms of its technology based business community and wider research community. In the Cambridge area, there are around 1,500 high technology businesses employing around 53,000 people. The high technology cluster is diverse and innovative, it includes businesses in a wide variety of sectors including: drug discovery, bioinformatics, software, computer hardware, electronics, ink-jet printing, computer games, clean tech and web-based new media.

4-4. The continuing vibrancy of the Cambridge high technology business sector is fuelled by the scale and excellence of the wider research community. This has two key impacts: first, there is the science itself, but second, there is the influence on the character of the labour market in and around Cambridge. The high technology business sector and the research community overlap in important respects and the relationship between them is central to the cluster's character and performance. The high technology businesses and research community operate in a global marketplace and their competitors are as likely to be in another country

as they are to be in the UK. For this reason maintaining the quality of life in Cambridge, including its key competitive advantage from its compactness, is critical. This quality of life has been critical in sustaining the success of the Cambridge Cluster over 50 years. Sustainable economic growth as achieved in Cambridge therefore depends on the achievement of the other aspects of sustainable development that positively contributes so maintaining and enhancing the quality of life.

4-5. Cambridge also has a thriving low technology and services economy, this includes offices in the city centre associated with the high technology economy and serving the local population. There is also a legacy of industrial uses alongside the railway and in industrial estates in Cambridge. Over the last ten years, and beyond, Cambridge has seen the loss of land and premises in industrial use as higher value uses, such as residential and retail, have put pressure on sites. The offices and industrial uses make up an important part of the economy, they meet the needs of people and businesses in the local area, in particular the business services that high technology firms rely on, as well as helping to provide a diverse range of jobs. The low technology businesses operate in a more local marketplace and their competitors are more likely to be in other businesses operating in the Cambridge area, and in some cases other businesses in the wider United Kingdom.

Business Space

Policy 22. Development and Expansion of Business Space

Development that helps reinforce the existing high technology and research cluster of Cambridge is permitted. Proposals for employment development (in B1, B2 or B8 Use Classes) and pure research (*sui generis*) will be supported in accordance with the spatial strategy for the Cambridge area (Section 2) and other planning policies.

A high priority is given to securing space for small high-tech startups.

New large scale offices, research & development and research facilities are acceptable within the following locations:

- i. in the City Centre, and the Eastern Gateway providing they are of an appropriate scale, and are part of mixed use schemes with active frontage uses where practicable at ground floor level;
- ii. in the areas around the two stations (defined and subject to policies in Section 9 - Localities and New Communities); and
- iii. in addition research and research and development facilities are appropriate in the Addenbrookes (southern fringe) and West/North West Cambridge Areas subject to policies in the Localities and New Communities section.

for offices space has contracted to the City Centre & stretching down Hills Road to Cambridge Station and the Business Science Parks on the northern edge of the City. This policy seeks to meet the demand for new office space by supporting the development of business space in areas where there is strong demand. Business growth of appropriate scale in other sustainable locations throughout the city will also be supported.

4-8. In the past employment policies in the local plan have sought to support the high technology economy through a policy of selective management of the economy, which sought to reserve employment land in Cambridge for high technology uses. There is now a significant supply of land for high technology uses, enough to last beyond the lifetime of the plan, and hence this policy emphasis has been changed. Changes in national policy, combined with new local evidence indicated that this approach was no longer the best for Cambridge. Consequently the previous policy is not proposed to be carried forward and this new policy supports all types of employment development subject to a number of criteria.

4-6. 20,000 new jobs are expected in Cambridge by 2031, with some 7,000 in B Use Class (offices and industry). This will generate a demand for just over 100,000m² of floorspace. The local plan will support the continued development of a strong local economy that is able to compete on a global stage and continues to provide job opportunities to residents of the area.

4-7. Employment proposals, in B Use Class, that are situated in sustainable locations will be supported. Evidence suggests that over the past few years demand

Policy 23. Ensuring Space for Jobs

Existing sites of employment uses are protected (where planning control exists) in accordance with A. and B. below:

A. Development including change of use that results in the loss of floorspace within Use Class B or Sui Generis (not within a specific use class) research institutes, outside protected industrial sites (shown on the proposals map), will not be permitted unless:

- i. the loss of a small proportion of floorspace would facilitate the redevelopment and continuation of employment uses (within B Use Class or Sui Generis research institutes) on the site, where practical including space for high tech start ups. The proposed redevelopment should modernise buildings that are out of date and do not meet business needs; or
- ii. the site is vacant and has been marketed for a period of twelve months for its existing use and for potential modernisation for alternative employment generating uses (in Use Class B or Sui Generis research institutes) and no future occupiers have been found.

B. Development within protected industrial sites, including change of use that results in the loss of floorspace or land within Use Class B or Sui Generis research institutes (not within a specific use class) will not be permitted unless:

- iii. the loss of a proportion of floorspace would facilitate the redevelopment and continuation of employment uses (within B1c, B2 or B8 Use Class) on the site. The proposed redevelopment will modernise buildings that are out of date and do not meet business needs; or

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- iv. the site has been marketed for a period of twelve months for its existing use and for potential modernisation for alternative employment generating uses (in Use Class B1c, B2 or B8) and no future occupiers have been found.

If this does not prove possible, other employment uses (in B use Class) will be permitted. If other employment uses do not prove possible, then other uses will be permitted, both types of alternative use subject to their compatibility with surrounding uses.

This policy applies to all land and buildings in B Use Class or Sui Generis research institutes.

4-9. The Employment Land Review (updated in 2012) noted a significant loss of industrial floorspace in Cambridge, although offices have also been lost. High residential land values and a scarcity of land in Cambridge means that there will be a continuing pressure on employment floorspace from other uses. Maintaining a good supply of employment land is essential for Cambridge's economy and hence its quality of life. Without the high technology businesses involved in research and development in Cambridge, the Cambridge Cluster will not be able to lever the advantages from university and other research. Furthermore, without the professional services and industry that makes up Cambridge's diverse economy, the cluster will also be harmed. Each of these elements unify to define the success of the Cambridge Phenomenon.

4-10. This policy seeks to protect land in employment use (B Use Class) and sui-generis research institutes, to ensure that sufficient supply remains to meet demand. One option when seeking to redevelop sites which are nearing the end of their useful life is to build 'hybrid' buildings. A key emergence over the past few years has been 'hybrid' research and development buildings. Examples of these can be found around the key Cambridge Science Parks and typically they comprise modern warehouse type construction with high quality office fit-out typically occupies 20 – 50% of the built space. Externally, the buildings will have the appearance of office building Business Park space with high quality landscaping, street furniture and external finishes. They will combine office functions, but also Research and Development and production facilities all

under one roof. The Employment Land Review update 2012 identifies 'hybrid' buildings as a likely growth area.

4-11. The policy allows for the loss of employment space if it is marketed for that use for a period of twelve months, including with potential for modernisation, and there is no genuine interest. This is to test whether there is a reasonable prospect of the sites having continued use as an employment site. If the site is rejected following market testing, through this policy, then redevelopment for other uses will be supported.

4-12. Employment land on protected industrial sites is treated slightly differently than employment land elsewhere. In the first instance land and buildings on these sites should be retained in industrial or storage use. It is treated differently for three reasons: firstly industrial land in Cambridge has come under significant pressure over recent years and a number of sites have been lost; secondly buildings in industrial use can be 'bad neighbours' there can be noise and/or odour associated with operation that would be a nuisance to non-industrial uses. These underlying reasons make the preservation of these sites in industrial use an important objective. Finally the reorganisation of the economy, and the redevelopment of some well located former industrial sites for mixed use requires a stock of more traditional industrial estate type land to enable firms to locate/relocate to. Overall then there is a range of employment floorspace that needs to be provided for, from pure offices, offices aimed at research and product development, smaller business service space and space for start ups and more traditional industrial and warehousing and modern production and hybrid warehousing space. A particular priority is negotiating affordable space for start ups in the high tech sector.

4-13. This policy needs to be read in conjunction with the spatial strategy set out in Section 2 and the area based policies in Section 9. In particular, the policies allow two existing industrial areas near Cambridge Station to be redeveloped for mixed uses at higher densities with no overall loss of employment floorspace. Also industrial uses near the new station servicing Cambridge Science Park Station and Chesterton are not specifically identified on the proposals map as the strategy allows for mixed use employment based intensification around that station. Finally the Localities and New Communities section has special policies for the expansion/intensification and consolidation of a number of high tech employment and research areas such as at West Cambridge and St John's Innovation Park.

Communications

Policy 24. Connecting new Developments to Digital infrastructure

Provision for high capacity broadband (such as ducting for cables) should be designed and installed as an integral part of development, which minimises visual impact and future disturbance during maintenance. All telecommunications infrastructure should be capable of responding to changes in technology requirements over the period of the development. Ducting should be to industry standards.

4-14. Early provision of high quality broadband to new homes and offices in Cambridge can avoid future disruption and harm to the street scene, and ensure that all new development is fully integrated into modern communication technology. This will:

- Help communication for business and residents;
- Allow for increased homeworking (impacting on demand for business land);
- Reduce the need to dig up pavements; and
- Help address isolation.

Universities, Higher and Further Education and Specialist Schools

Policy 25. University Faculty Development

The development or redevelopment of faculty, research and administrative sites for the University of Cambridge and Anglia Ruskin University (including teaching hospital facilities) will be supported when it meets the principles set out in this policy.

A. Faculty Development in the City Centre

In the City Centre, these uses will be permitted provided they:

- i.** optimise the use of land, including a mix of uses on larger sites to meet the needs of the relevant institution; and
- ii.** take reasonable opportunities to improve circulation for pedestrians and cyclists, together with public realm improvements, reductions in car parking provision and the introduction of active frontages at ground floor level.

The following sites are allocated for these uses and shown on the proposals map (see Key Sites in the City Centre – in Localities and New Communities Section).

- iii.** mixed use redevelopment of the Mill Lane/Old Press site; (Key Site X)
- iv.** mixed use redevelopment of the New Museums site. (Key Site Y)

In addition sites in the East Road/Eastern Gateway area should include a significant element of such uses for Anglia Ruskin University in accordance with Policy X (In in Localities and New Communities Section City, Centre –Grafton Centre/East Road) & Policy Y Eastern Gateway.

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B. Faculty Development Outside the City Centre

Beyond the City Centre the following sites will provide opportunity for enhanced faculty and research facilities:-

- v.** the development of medical teaching facilities and related University research institutes at Cambridge Biomedical Campus (see section X);
- vi.** the continued development of the West Cambridge site at Madingley Road (see section X);
- vii.** the development of the North West Cambridge site between Huntingdon Road and Madingley Road (see section X) , and
- viii.** land around Madingley Rise (Key Site Z)

Other proposals for these uses will be treated on their merits provided they do not result in a shortage of land for other uses as identified in this plan.

4-15. Cambridge is a University City, home to both the University of Cambridge and Anglia Ruskin University.

4-16. The University of Cambridge continues to be a world leader in higher education and research. The University of Cambridge is consistently ranked in the top three research universities globally based on the two internationally recognised measures. It is a vital driver of the Cambridge economy and is the reason why so many high technology, and knowledge-based employers decide to locate in the city. It contributes to and is dependent upon the quality of life in the city and city centre. The University of Cambridge's esteemed reputation has underpinned the Cambridge Phenomenon and much of the city's prosperity in recent years. The University Of Cambridge and its Colleges are also significant employers in their own right providing over 12,000 jobs. Their reputation and heritage continues to attract students from across the world, tourists, language students, spin out enterprise and medical research and it continues to be a vital driver of the local and national economy.

4-17. The University of Cambridge has plans to grow undergraduate numbers by 0.5% a year and postgraduates by 2% a year in order to maintain there globally successful institution. The University of Cambridge has an overall estate comprising around 650,000m² on 247 ha distributed across a number of key locations in the City Centre and West Cambridge. West and North West Cambridge have been the focus of the University of Cambridge's growth and relocations in the past 14 years. Remaining development there will focus on further academic development and commercial research and development. Cambridge Biomedical Campus now has outline consent. The only other key locations where significant change is still planned are Old Press/Mill Lane and the New Museums site (see section X).

4-18. The University of Cambridge's key growth needs are being met by the developments in West and North West Cambridge and around Addenbrooke's, including those satellite centres where the plan is seeking densification and a broader mix of uses. The policy acknowledges existing plans of the University of Cambridge on outlying sites outside the City Centre and also provides an opportunity for those sites in the City Centre where plans are evolving to be redeveloped.

4-19. Anglia Ruskin University has made significant progress on the East Road site in modernising the faculty accommodation within the framework of the agreed 2009 Masterplan. A planning application was subsequently approved and this work is now largely complete and provides around 9,000m² of new accommodation.

4-20. When the Master Plan was written in 2008, Anglia Ruskin University had needs for around 12,000m². The Campus on East Road remains one of the tightest in the sector. The Master Plan implementation however has left a shortfall in teaching space. The most recent Anglia Ruskin University Estate Strategy and Corporate Plan for 2014 has identified a need for at least 6,000m² of additional space. As well as catering for growth in student numbers there is also a need to enhance existing space and recently redeveloped space e.g. for laboratories which are not meeting current day requirements and to reconsider the future of the Anglia Ruskin University's library on the site. This will require the masterplan for the University to be revisited.

4-21. The East Road site and area remains the most sustainable location for Anglia Ruskin University during the next plan period, and any future needs for this institution should, in the first instance, be met close to this site.

Policy 26. Specialist Colleges and Language Schools

The development of existing and new specialist schools will be permitted where they provide residential accommodation, social and amenity facilities for all non-local students (students arriving to study from outside Cambridge and the Cambridge City Region), with controls in place to ensure that the provision of accommodation is in-step with the expansion of student places.

4-22. There are a growing number of specialist schools in Cambridge, including secretarial and tutorial colleges, pre-university foundation courses, and crammer schools. These schools concentrate on GCSE and A level qualifications along with pre university entrance tuition. They attract a large number of students and contribute significantly to the local economy.

4-23. Cambridge is also an important centre for study of English as a foreign language. Overseas students have been coming to Cambridge to study English for over 50 years in language schools (another form of specialist college). The City has 22 permanent foreign language schools and a fluctuating number of around 30 temporary schools which set up in church halls and other temporary premises over the summer months. Currently, the annual student load at these centres is thought to be around 31,000 though the average length of stay is only 5 weeks.

4-24. The industry has matured in recent years and more and more courses are being run throughout the year and are being focused at a much broader range of student clientele, including people working in business as well as the more traditional younger students.

4-25. The Cambridge Cluster Study has recognised the increasing contribution these establishments make to the local economy and has suggested a review in the policy approach as the schools between them contribute £78 million per annum to the local economy. The NPPF supports a policy approach which seeks to take advantage of this benefit.

4-26. Language schools can place additional burdens on the housing market. Hostels and other accommodation for language students are dealt with under Policy 33. and Policy 34.

4-27. The Visitor Economy

Policy 27. Development and Expansion of Hotels

The development of small new boutique hotels and/or larger 3 star and 4 star hotels will be supported as part of mixed use schemes at:-

- i. Mill Lane;
- ii. on key sites around Parkers Piece;
- iii. on land around Cambridge Station and the planned new Station serving North East Cambridge (see section X); and
- iv. on any suitably located large windfall sites that come forward in the City Centre during the plan period.

Development of small new boutique hotels will be also be supported in other City Centre locations.

Acceptable locations for other hotels beyond the City centre include North West Cambridge and Addenbrooke's.

There is a preference for visitor accommodation that is designed and operated as a hotel rather than an apart-hotel or serviced apartments, these will be treated as residential uses and affordable housing provision will be sought (see policy X).

Further budget hotels in the City are not needed.

offer of the city, encourage longer stays and to enhance the competitiveness of the city as a visitor destination.

4-30. These rooms could be delivered as new hotels, as extensions to existing hotels, or through the re-positioning and redevelopment of existing hotels – or indeed as a mixture of the three approaches.

4-31. The Cambridge Hotel Futures Study identifies market potential for a further 2-3 new boutique hotels in Cambridge city centre approximately 150-300 rooms over the next 20 years together with possible scope for a new luxury 4 or 5 star hotel.

4-32. A new generation of serviced accommodation that combines an element of self-catering with some hotel-style service is causing a blurring of the boundaries between uses in planning terms.

4-33. These types of premises are generally intended to service extended stay corporate and university markets. They may, however, let units for shorter stays to business and leisure markets.

4-28. A consultancy study has been undertaken, entitled 'Cambridge Hotel Futures April 2012', to assess the supply of, and demand for, hotel and short stay accommodation in Cambridge to 2031.

4-29. The study shows that there is very strong and continuing market demand for significant new hotel development in Cambridge, particularly in the City Centre and on the outskirts of the city. Depending on how strongly the economy grows and the extent to which new hotels create additional demand, Cambridge looks to need around 1,500 new hotel bedrooms over the next 20 years to widen the accommodation

Policy 28. Ensuring Space for Hotels in the City Centre and Along Public Transport Corridors

Proposals for the upgrade of existing hotels and guest houses is supported subject to proposals complying with urban design and conservation policy (Section 6) and Policy 25.

New hotels and guest houses should be located on the frontages of main roads or areas of mixed use on bus route corridors with good public transport accessibility.

Development will not be permitted which would result in the loss of existing hotels and guest houses within the City centre and along bus route corridors with good public transport accessibility unless the use is no longer viable. Applications for change of use will need to demonstrate that:

- i. all reasonable efforts have been made to preserve the facility but it has been proven that it would not be economically viable to retain the hotel or guest house in its current form; and
- ii. the property or site has been appropriately marketed for at least 12 months in order to confirm that there is no interest in the property or site for hotel or guest house use.

4-34. While some of the requirement for new bedrooms in the City Centre can be met through the repositioning and upgrading of existing City Centre hotels, there is likely to be a requirement for further sites or conversion opportunities to fully satisfy the identified market opportunities.

4-35. With limited short-term identifiable sites for new-build hotel development in the City Centre, the conversion of suitable properties looks likely to provide the most realistic way forward for delivering the required new hotels in the city centre.

4-36. However, where the case can be made that the hotel is not and cannot be made viable with investment, loss can be acceptable. Evidence would be required, in terms of marketing and viability of existing uses. The preference is for conversion to residential

use including where appropriate an element of affordable housing.

Policy 29. Visitor Attractions

The development of new visitor attractions is supported where proposals compliment the existing cultural heritage of the City; it is not the intention to encourage major new attractions but some diversification of the offer to better support the needs of families will be encouraged.

The locations of any new attractions should have good public transport accessibility.

4-37. Some of the pressures on existing attractions can be eased by the diversification of the attractions on offer where this continues to be related to the cultural heritage and or interpretation of the City.

4-38. The emphasis in tourism is on continued visitor management, and to extend dwell times of visits, rather than major promotion. Whilst the City would benefit from enhanced provision for families, major theme parks and other national profile leisure developments will not be appropriate in Cambridge.

4-39. Attractions that draw visitors beyond the City centre attractions and encourage the development of alternative attractions throughout the City-Region are also encouraged.

4-40. There are a number of museums ancillary to the University of Cambridge on sites on both sides of Downing Street / Pembroke Street. When any faculty development associated with the University of Cambridge comes forward, the redevelopment of these museums on-site will be looked upon favourably as part of the wider strategy of better coordinating attractions in the City Centre and extending the areas of through movement to relieve pressure on the most overcrowded streets.