



To: Executive Councillor for Planning and Climate  
Change: Councillor Tim Ward  
Report by: Head of Planning Services  
Relevant scrutiny Development Plan Scrutiny Sub- 16/4/2013  
committee: Committee  
Wards affected: All Wards

## CAMBRIDGE LOCAL PLAN - TOWARDS 2031

### Sections of Draft Local Plan for Consideration – Tranche 3 (of 4)

#### Key Decision

NO

#### 1. Background

1.1 The current local plan was adopted in July 2006 and runs to 2016 and beyond. The committee report to 25th March Development Plan Scrutiny Sub Committee explained the background and next steps for preparation of the new local plan.

1.2 This committee report covers:

- The proposed draft structure and sections of the new local plan and the progress towards consideration of the full draft plan
- Individual new draft local plan policy sections and policy justifications relating to:
  - Section Three – Responding to Climate Change and Managing Resources (draft policies on Cambridge Airport Public Safety Zone and Air Safeguarding Zones, hazardous installations and protection of the Mullard Radio Astronomy Observatory at Lord's Bridge)
  - Section Five – Providing a balanced supply of Housing (draft policy on Affordable Housing)

- Section Six – Protecting and Enhancing the Character of Cambridge (draft policies on urban design and historic environment matters)
- Section Seven – Services and Local Facilities (draft policies on community facilities, pubs and district and local shopping centres)
- Section Eight – Providing Transport Infrastructure (draft policies on access to development, transport mitigation and parking management)

## 2. Recommendations

2.1 This report is being submitted to the Development Plan Scrutiny Sub Committee for prior consideration and comment. The Executive Councillor for Planning and Climate Change is recommended:

- a) To agree the tranche 3 draft plan sections to be put forward into the composite full draft plan;
- b) To also consider feedback from this committee on the accompanying policy justification documents for each draft policy, which will be published alongside the draft plan as an audit trail of how the policy was evidenced, consulted on and assessed;
- c) To agree that any amendments and editing changes that need to be made prior to the version put to Environment Scrutiny Committee in June and Full Council in June should be agreed by the Executive Councillor in consultation with the Chair and Spokesperson.

## 3. Legal and National Policy Requirements

3.1 There are a number of legal duties that members must consider in submitting any development plan. These are summarised as:

- Whether the plan been prepared in accordance with the **Local Development Scheme** and in compliance with the **Statement of Community Involvement** [The Planning and Compulsory Purchase Act 2004<sup>1</sup> (the Act) sections 19(1) and 19(3) respectively];
- Whether the plan has had regard to **policies developed by a local transport authority** in accordance with section 108 of the [Transport Act 2000](#) [Reg 10(a)];

---

<sup>1</sup> Note 'The Act' refers to [The Planning and Compulsory Purchase Act 2004](#). The Regulations refers to the [Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#)

- Whether the plan pursues the objectives of **preventing major accidents and limiting consequences of accidents** by pursuing those objectives through the controls described in Article 12 of [Council Directive 96/82/EC](#) [The Seveso directive] [Reg 10 (b) (c)];
- Whether it has been subject to a **strategic environmental assessment**, and where required an appropriate assessment of impact on any sites falling under the EU Habitat (and Birds) directive [The Act Section 19(5), [EU Directive 2001/42/EC](#), [The Environmental Assessment of Plans and Programmes Regulations 2004](#), [EU Habitats and Birds Directives Directive 92/43/EEC](#), [The Conservation of Habitats and Species Regulations 2010](#)];
- Whether the plan is compatible with the requirements of the [EU Water Framework Directive](#) and any River Basin Management Plans prepared under that directive [[Directive 2000/60/EC](#)];
- Whether the plan has regard to the **National Waste Management Plan** [Reg 10(d) and [Waste \(England and Wales\) Regulations 2011](#)];
- Whether the plan is in **general conformity to the Regional Spatial Strategy** [The Act Section 24 – does not apply as the RS the East of England Plan has been revoked – [The Regional Strategy for the East of England Revocation Order 2012](#)];
- Whether the plan has regard to any **Sustainable Community Strategy (SCS)** for its area; [section 19(2)(f), section 4 of the [Local Government Act 2000](#)]<sup>2</sup>;
- Whether the plan meets the **procedural requirements involving publicity and availability of the development plan document and related documents**; [The Act Section 20(3), prescribed documents Reg 17 and Reg 22, Consultation Reg 18, Submission Reg 22]; and
- Whether the plan meets the **Duty to Cooperate** [The Act Section 33A, Reg 4].

3.2 Plans must also meet the soundness tests as set out in the National Planning Policy Framework, that (paragraph 182):

---

<sup>2</sup> [The Cambridge SCS](#) was adopted by the Cambridge Local Strategic Partnership in 2004 and has not been updated. The Local Strategic Partnership no longer sits being replaced by a Public Services Board which does not produce an SCS. [There is also a Cambridgeshire LPS SCS adopted in 2006](#).

“A local planning authority should submit a plan for examination which it considers is “sound” – namely that it is:

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

#### 4. Proposed draft plan structure and progress update

4.1 The table below sets out the proposed draft structure of the new local plan, with the proposed policy sections, policy numbers and progress to date. This is to assist members with understanding the overall suggested structure and form for the plan ahead of when it comes to Development Plan Scrutiny Sub Committee on 29 May 2013, as well as identifying the policy sections still to be considered.

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
<b>Section 1 – About Cambridge</b>		
-	The compact character of the city and quality of life	29 May
-	Spatial Portrait and Key Issues for Cambridge	29 May
<b>Section 2 – The Spatial Strategy</b>		
-	Vision and Strategic Objectives	29 May
<b>1</b>	Presumption in Favour of Sustainable Development	29 May
<b>2</b>	Spatial Distribution of Major Development	29 May
<b>3</b>	Housing and Employment Targets,	29 May

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
	Allocations and Delivery	
<b>4</b>	Strategic Transport Infrastructure	29 May
<b>5</b>	Cambridge's Centres and the Sequential Approach	29 May
<b>6</b>	The River Cam	29 May
<b>7</b>	The Cambridge Green Belt	29 May
<b>8</b>	The Setting of the City	29 May
<b>Section 3 - Responding to Climate Change and Managing Resources</b>		
<b>9</b>	Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use	25 March
<b>10</b>	Allowable Solutions for Zero Carbon Development	25 March
<b>11</b>	Renewable and Low Carbon Energy Generation	25 March
<b>12</b>	Energy Efficiency Improvements in Existing Dwellings	25 March
<b>13</b>	Integrated Water Management and the Water Cycle	25 March
<b>14</b>	Flood Risk	25 March
<b>15</b>	Contaminated Land	25 March
<b>16</b>	Light Pollution Control	25 March
<b>17</b>	Protection of Human Health from Noise and Vibration	25 March
<b>18</b>	Air Quality, Odour and Dust	25 March
<b>19</b>	Cambridge Airport Public Safety Zone and Air Safeguarding Zones	16 April
<b>20</b>	Hazardous Installations	16 April
<b>21</b>	Lord's Bridge – Mullard Radio Astronomy Observatory	16 April
<b>Section 4 – Supporting the Cambridge Economy</b>		
<b>22</b>	Development and Expansion of Business Space	27 March
<b>23</b>	Ensuring Space for Jobs	27 March
<b>24</b>	Connecting new developments to digital infrastructure	27 March
<b>25</b>	University Faculty Development	27 March
<b>26</b>	Specialist Colleges and Language Schools	27 March
<b>Section 5 – Providing a balanced supply of Housing</b>		
<b>27</b>	Affordable Housing and Dwelling Mix	16 April

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
28	Provision of Affordable Housing from Student Housing	29 May
29	Development of Student Housing	29 May
30	Specialist Housing	27 March
31	Housing in Multiple Occupation	29 May
32	Provision for Gypsies and Travellers	29 May
33	Residential Space Standards	29 May
34	Lifetime Homes and Lifetime Neighbourhoods	27 March
35	Protecting Garden Land and the Subdivision of Existing Dwelling Plots	27 March
36	Flat Conversions	27 March
37	Residential Moorings	27 March
<b>Section 6 – Protecting and enhancing the character of Cambridge</b>		
38	Responding to Context	16 April
39	Creating Successful Places	16 April
40	Designing New Buildings	16 April
41	Altering and Extending Existing Buildings	16 April
42	Designing Landscape and the Public Realm	16 April
43	Tall Buildings and the Skyline in Cambridge	16 April
44	Conservation and Enhancement of Cambridge's Historic Environment	16 April
45	Local Heritage Assets	16 April
46	Works to a Heritage Asset to Address Climate Change	16 April
47	Shopfronts, Signage and Shop Security Measures	16 April
48	Visual Pollution	29 May
49	Paving over Front Gardens	29 May
50	Protection of Open Space	29 May
51	Open Space and Recreation Provision through New Development	29 May
52	Protection of Sites of Local Nature Conservation Importance	29 May
53	Protection of Priority Species and Habitats	29 May
54	Trees	29 May

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
<b>Section 7 – Services and local facilities</b>		
<b>55</b>	Development and Change of Use in District, Local and Neighbourhood Centres	16 April
<b>56</b>	Community and Leisure Facilities	16 April
<b>57</b>	Education Facilities	16 April
<b>58</b>	Healthcare Facilities	16 April
<b>59</b>	Protection of Public Houses	16 April
<b>60</b>	Development and Expansion of Hotels	27 March
<b>61</b>	Ensuring Space for Hotels in the City Centre and along public transport corridors	27 March
<b>62</b>	Visitor Attractions	27 March
<b>Section 8 – Providing transport infrastructure</b>		
<b>63</b>	Supporting Sustainable Access to Development	16 April
<b>64</b>	Mitigating the Transport Impact of Development	16 April
<b>65</b>	Parking Management	16 April
<b>Section 9 – Cambridge City Centre, Major Sites and Areas of Change</b>		
<b>66</b>	Character, Use and Function of the City Centre	29 May
<b>67</b>	New Communities – General Principles and other key sites	29 May
<b>68</b>	Eastern Gate	29 May
<b>69</b>	The Station Area	29 May
<b>70</b>	Station Area East	29 May
<b>71</b>	Station Area West	29 May
<b>72</b>	South of Coldham’s Lane	29 May
<b>73</b>	Mill Road	29 May
<b>74</b>	Northern Fringe East and land surrounding Cambridge Science Park Station	29 May
<b>75</b>	West Cambridge	29 May
<b>76</b>	North West Cambridge	29 May
<b>77</b>	Southern Fringe	29 May
<b>78</b>	Addenbrooke’s and the Biomedical Campus	29 May
<b>79</b>	Cambridge East	29 May
<b>Section 10 - Delivery</b>		

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
<b>80</b>	Planning obligations and the Community Infrastructure Levy	29 May

## **5. Draft Policy Sections to be considered**

### **5.1 Section Three - Responding to Climate Change and Managing Resources**

Appendix A sets out the draft policies that are proposed that relate to public safety and/or safeguarding. The policies follow the approach agreed to the broad direction of policy development suggested in response to the first Issues and Options consultation and discussed previously at Development Plan Scrutiny Sub-Committee. Policy 20 is new and designed to meet a statutory requirement. The background to the policy is set out in the policy justification also at Appendix A.

- Policy 19 - Cambridge Airport Public Safety Zone and Air Safeguarding Zones
- Policy 20 - Hazardous Installations
- Policy 21 – Lord’s Bridge - Mullard Radio Astronomy Observatory

### **5.2 Section Five - Providing a balanced supply of housing**

One draft policy is proposed in this tranche and is set out with the justification in Appendix B. Policy 27 relates to Affordable Housing and Dwelling Mix. The policy follows the approach agreed to the broad direction of policy development suggested in response to Issues and Options consultation and discussed previously at Development Plan Scrutiny Sub-Committee. It carries forward the 40% target and a sliding scale approach that has been subject to viability testing.

### **5.3 Section Six - Protecting and enhancing the character of Cambridge**

The following policies are proposed relating to urban design and these are set out along with the associated policy justification in Appendix C:

- Policy 38 - Responding to Context



- Policy 39 - Creating Successful Places
- Policy 40 - Designing New Buildings
- Policy 41 - Altering and Extending Existing Buildings
- Policy 42 - Designing Landscape and the Public Realm
- Policy 43 – Tall Buildings and the Skyline in Cambridge

5.4 The proposed approach closely follows the approach agreed to the broad direction of policy development suggested in response to Issues and Options consultation and discussed previously at Development Plan Scrutiny Sub-Committee. It is primarily an updating of the successful approach of the current local plan. Policy 43 carries through the approach of the recent skyline and tall buildings work.

5.5 In terms of conservation, the policies proposed are:

- Policy 44 - Conservation and Enhancement of Cambridge's Historic Environment
- Policy 45 - Local Heritage Assets
- Policy 46 - Works to a Heritage Asset to Address Climate Change
- Policy 47 - Shopfronts, Signage and Shop Security Measures

5.6 These are also set out in Appendix C. The proposed approach closely follows the approach agreed to the broad direction of policy development suggested in response to Issues and Options consultation and discussed previously at Development Plan Scrutiny Sub-Committee. Policy 45 is new and covers both buildings and gardens of local interest and other local heritage assets such as historic street features that cannot be statutorily listed. Policy 46 is also new and adopts the approach from the recent Trinity College New Court Listed Building Consent case (relating to the energy efficiency enhancement and improvement of New Court) as well as best practice from other historic cities.

#### 5.7 **Section Seven - Services and Local Facilities**

The following policies are proposed and these are set out at Appendix D along with their policy justification:

- Policy 55 – Development and Change of Use in District, Local and Neighbourhood Centres
- Policy 56 - Community and Leisure Facilities
- Policy 57 - Education Facilities
- Policy 58 - Healthcare Facilities
- Policy 59 - Protection of Public Houses

- 5.8 The proposed approach closely follows the approach agreed to the broad direction of policy development suggested in response to Issues and Options consultation and discussed previously at Development Plan Scrutiny Sub-Committee. Policy 55 relates to development and change of use in district, local and neighbourhood centres. A new tier in the hierarchy is being proposed in neighbourhood centres. The current Local Plan only defines district and local centres. Neighbourhood centres refers to those centres where there are 6 or less retail units, or where the units are scattered along a road or embedded within residential areas, serving a limited catchment. The majority of these centres were previously designated as local centres, and two new neighbourhood centres are proposed at Carlton Way and Hawthorn Way. This change is largely descriptive and the policy proposes the same approach to neighbourhood centres and local centres. This is to ensure their protection to ensure that they continue to adequately meet the day-to-day needs of their local catchment. Maps of district, local and neighbourhood centres can be found in Appendix G to this report.
- 5.9 The strategy for retail growth and needs including the sequential approach, and policies for development and change of use in the city centre are being discussed with stakeholders at a workshop on 15 April 2013 and will be considered at the 29 May meeting of Development Plan Scrutiny Sub Committee.
- 5.10 Following this workshop, a policy will be developed for inclusion in Section 2: The Spatial Strategy, which will set out the hierarchy of centres in Cambridge. The hierarchy will include the city centre at the top, then district centres, local centres and neighbourhood centres. This will be important in applying the sequential approach, which is set out in the National Planning Policy Framework. Policy 5 on Cambridge's Centres and the Sequential Approach will be presented to Development Plan Scrutiny Sub-Committee in May. Other policies in the local plan will set out the more detailed policies relating to development and change of use within the different types of centre. There will be a policy relating to retail development and change of use in the city centre, which will also be presented at the May Development Plan Scrutiny Sub Committee.
- 5.11 Policy 56 develops the agreed broad approach although the policy wording has been slightly simplified combining leisure and community facilities in one policy as the protective approach was almost identical for both. It also refines the approach for arts and cultural facilities

5.12 Policies 57 and 58 set out the current approach towards expansion of social infrastructure, reflecting the new strategic mechanisms for such delivery in both sectors. Concern over shortage of school places was a constant issue in the Issues and Options 2 consultation responses. In large part however this reflects existing deficiencies in existing schools largely caused by demographic factors and the rise in the birth rate, rather than growth per se as urban extensions provide new and/or expanded schools. A County/school places organisation committee (heads) driven process is looking at options to expand places, especially in the secondary sector, and this will report later this year.

5.13 The outcome of this process should resolve the current shortfall, and as the plan will run for 15 years with new sites coming on stream throughout that period, it is considered unreasonable to place a cap on growth now. The temporary places shortfall is not primarily caused by new housing, which will add very little pressure during the first years of the new local plan, by which time the current peak in demand will have been cleared by expanded school places.

5.14 Policy 59 very much follows the direction of the interim pubs guidance and updates the schedule of pubs slightly (to remove one site where an appeal has been lost as the pub had been demolished). It provides greater clarity on cellarage and other requirements to make a public house viable.

#### 5.15 **Section Eight - Providing Transport Infrastructure**

The following policies are proposed and are set out in Appendix E:

- Policy 63 - Supporting Sustainable Access to Development
- Policy 64 - Mitigating the Transport Impact of Development
- Policy 65 - Parking Management

5.16 The proposed approach closely follows that the approach agreed to the broad direction of policy development suggested in response to Issues and Options consultation and discussed previously at Development Plan Scrutiny Sub Committee in January 2013.

5.17 In terms of policy 63, the definitions of 'high public transport accessibility' and 'highly walkable and highly cyclable' are subject to ongoing research work, in cooperation with Cambridgeshire County Council. CAM – the Cambridge Accessibility Model will map point to point travel times by mode, advancing on the

current 'Accession' model which only covers public transport and is at enumeration district, rather than point to point scale.

5.18 Policy 65 is largely a development of current approaches. An added element to the policy is the principle of trying to 'cap' the current number of parking spaces in the city centre. This is a logical consequence of the emerging transport strategy being developed by the County Council in partnership with ourselves in terms of the principle that even with city population growth the numbers of cars entering the city centre should not increase.

## **6. Implications**

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

6.1 There are direct financial implications arising from this report, but the cost of preparing a local plan has been budgeted for and included in the draft budget for 2013-2014 and the medium term financial planning for 2015-2016. The agreed approach of preparing one single local plan rather than three separate development plan documents will mean that considerable cost and time savings can be achieved.

### **(b) Staffing Implications**

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

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

6.3 There are no direct equal opportunities arising from this report. An Equalities Impact Assessment (as an integral part of the sustainability appraisal) will be undertaken as part of preparing the new local plan.

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

6.4 There are no direct environmental implications arising from this report. The new local plan for Cambridge will assist in the delivery of high quality and sustainable new developments 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. Overall there should be a positive climate change impact.

### **(e) Consultation**

6.5 The draft submission plan will be consulted on following the Full Council decision in June and more details on the arrangements for consultation will follow in a future report. 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.

(f) **Community Safety**

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

## 7. Background papers

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

- Localism Act 2011, which can be accessed at:  
<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>
- National Planning Policy Framework 2012, which can be accessed at:  
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- Cambridge Local Plan 2006, which can be accessed at:  
<https://www.cambridge.gov.uk/local-plan-2006>
- Cambridgeshire and Peterborough Structure Plan 2003  
<http://www.cambridgeshire.gov.uk/environment/planning/policies/structure-plan.htm>
- Cambridge Local Plan Towards 2031 – Issues and Options and Issues and Options 2 consultations, which can both be accessed at:  
<https://www.cambridge.gov.uk/local-plan-review>

## 8. Appendices

- Appendix A: Section 3 – Responding to Climate Change and Managing Resources (Part)
- Appendix B: Section 5 – Providing a balanced supply of housing (Part)
- Appendix C: Section 6 – Protecting and enhancing the character of Cambridge (Part)

- Appendix D: Section 7 – Services and Local Facilities (Part)
- Appendix E: Section 8 – Providing Transport Infrastructure
- Appendix F: Cambridge Airport Air Safeguarding Zones Map.
- Appendix G: Maps of District, Local and Neighbourhood Centres.

## **9. Inspection of papers**

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

Author's Name: Patsy Dell  
Author's Phone Number: 01223 457103  
Author's Email: [patsy.dell@cambridge.gov.uk](mailto:patsy.dell@cambridge.gov.uk)