APPENDIX C: SECTION 6 – PROTECTING AND ENHANCING THE CHARACTER OF CAMBRIDGE (PART)

ISSUE: RESPONDING TO CONTEXT

Policy 38 – Responding to Context

Development will be permitted where it is demonstrated that it responds to its context and has drawn inspiration from the key characteristics of its surroundings to help create a distinctive place. Such development should:

a.   Identify and respond positively to existing features of natural, historic or local importance on and close to the proposed development site;
b.   Be well connected to, and integrated with, the immediate locality and wider city;
c.   Use appropriate local characteristics to help inform the use, siting, massing, scale, form and materials of buildings and landscape design used in the proposed development.

Supporting Text:

An understanding of and appropriate response to context will ensure that the special character of Cambridge is protected and enhanced. The context of a development describes the setting of a site or area including land uses, the built and natural environment and social and physical characteristics. Proposals for new development should create a scale and form that is appropriate to existing buildings, the public realm and open spaces, which complement the local identity of an area.

It is essential that the context of any proposal is considered early on as part of the design process. A development that responds positively to its context is one that will either enhance areas of existing high quality, or will seek to introduce distinctiveness to areas of weaker character. The outcome of this thorough understanding and well considered response should be the successful integration of new development into the natural, built and historic environment.

How the Policy Came About:

1. New development should be of a high quality of design in order to create places that are enduring, robust and complement and enhance the existing character of Cambridge. An essential part of achieving this aim is to ensure that the context of any proposal is considered as part of the design process.

2. The National Planning Policy Framework is supportive of a "context-led" approach, noting that local plans should ensure that developments "respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation"

(paragraph 58). It also notes that it is proper for planning policies to seek to promote or reinforce local distinctiveness. Current Local Plan (2006) Policy 3/4 (Responding to Context) has worked effectively to date in ensuring a context-led approach to design is achieved across the city; new Policy 38 is intended to follow the same context-led approach. As part of the Issues and Options consultation stage in 2012, only Option 61 was put forward (Criteria Based Responding to Context) given the clear steer provided by the National Planning Policy Framework and the obvious importance of context in an historic and growing city such as Cambridge.

3. An understanding of, and response to, context is crucial to creating high quality development; analysis of context is a key part of the design process. To proceed with a scheme ahead of a thorough analysis and understanding of the area around it has the potential to create poorly integrated developments and undermine the quality of the built and natural environment of Cambridge. The best developments usually take the best of local elements and design approaches and integrate them into the design. The Stirling Prize winning Accordia scheme in Cambridge, for example, employs a buff brick, which is typical to Cambridge; it is also predominantly low-rise, which is equally the predominant form in this context. A policy requiring that development proposals understand the surrounding context ensures that sensitive and high quality schemes come forward, helping to establish a benchmark to inform well designed schemes, while not stifling innovation or imposing architectural styles.

4. Context should not limit creativity, but instead be used to inform the design process and accordingly developers should be prepared to justify their scheme as a response to the particular surrounding context. A development that responds positively to its context is one that will either enhance areas of existing high quality, or will seek to introduce a new and distinctive character to areas of weaker character. What should be clear, and contained within the submitted Design and Access Statement, is the clear rationale for the end development proposal. Government guidance on the preparation of Design and Access Statements makes it explicit that assessment of the context is an essential part of such statements. Such statements are required for all major development and Government guidance is clear that an examination of context must be undertaken.

ISSUE: CREATING SUCCESSFUL PLACES

Policy 39 – Creating Successful Places

Development that is designed to be attractive, high quality, accessible, inclusive and safe will be permitted. Such development will:

a.   Provide a comprehensive design approach that achieves the successful integration of buildings, the routes and spaces between buildings, topography and landscape;

b.   Create streets which respond to their levels of uses whilst not allowing vehicular traffic to dominate;

c.   Create attractive and appropriately scaled built frontages to positively enhance the townscape where development adjoins streets and/or public spaces;

d.   Ensure that buildings are orientated to provide natural surveillance;

e.   Create active edges on to public space by locating appropriate uses, as well as entrances and windows of habitable rooms next to the street;

f.   Create clearly defined public and private amenity spaces that are designed to be usable, safe and enjoyable;

g.   Be designed to remove the threat or perceived threat of crime and improve community safety;

h.   Use materials, finishes and street furniture suitable to the location and context;

i.   Create and improve public realm, open space and landscaped areas that respond to their context and development as a whole and are designed as an integral part of the scheme;

j.   Where reasonable and proportionate embed public art as an integral part of the proposals; and

k.   Ensure that proposals meet the principles of inclusive design, and in particular meet the needs of those with disabilities, the elderly and those with young children.

Supporting Text:

Successful places will create environments that are inclusive by balancing the needs of all users through high quality design. Such places are well integrated into their surroundings having identified and responded to the opportunities and constraints of a site and resulting in attractive and enjoyable places available to everyone.

The structuring principles of movement, land use, density and open space should form the basis for creating appropriate design responses at all scales. Different elements of place making may be more or less important than others depending on the nature and complexity of the site and its surroundings. In busier areas with accessible, high quality public transport, a mix of appropriate uses is required.

Well-planned buildings, streets and spaces are fundamental to the creation of high quality development. There should be a holistic approach taken to the design of buildings, streets and landscape to ensure that these elements integrate well with each other.

Creating a well-used and active public realm helps to foster a sense of community and reduces crime. The way in which buildings front on to public spaces, through proposed uses, functions and activity and the way in which open spaces are designed to meet the needs of residents and visitors is crucial to the creation of high quality and enduring places. Other aspects such as the appropriateness of materials and

finishes and the ongoing maintenance will determine how attractive, well-used and successful places will be in the future.

How the Policy Came About:

5. The National Planning Policy Framework states that "local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area (Paragraph 58)." It is considered that a robust and comprehensive policy setting out the quality of development that will be expected for an area is consistent with requiring good design. Such a policy provides certainty for developers as to the aspects that would need to be demonstrated in development proposals for them to be considered acceptable. Successful places are the product of many different factors and influences. The National Planning Policy Framework recognises that high quality design contributes positively to the creation of places that improve the quality of people's lives and experiences. Criteria based policy promoting successful place making is therefore consistent with national planning policy requirements.

6. Current Policy 3/7 (Creating Successful Places) provides a comprehensive set of criteria which, depending on the scale and type of development, can be used to both develop and evaluate design solutions. This approach finds its origins in "By Design - Urban Design in the Planning System: towards better practice" (2000) which, along with all relevant planning guidance, will be relevant in the preparation of new national level guidance by Government following the findings of the recent Taylor Review. Policy 39 takes a similar approach in that it sets out criteria-based requirements for new design. No other options for the design of new places were put forward at the Issues and Options consultation stage in 2012 other than Option 62: Criteria based policy for delivering high quality places.

7. Place making is an essential component of high quality development and when done well, will either create somewhere with a distinct identity, or will reinforce the identity of an existing place. It is considered that 'place making', that is the interaction of a building with the public realm or streets and open space, can be achieved at all scales of development. In the case of an individual dwelling, it can be as simple as ensuring that there is good surveillance of the street from a habitable room or making sure that there is a clear distinction between public and private space. At a more strategic level, place making involves understanding how the layers of movement and access, land use, density and open space all interact to achieve a framework for a place that functions well and can adapt over time. The level of 'detail' or 'focus' changes depending upon the scale of development, with the 'resolution' of elements varying dependent upon the complexity and scale of the site.

ISSUE: DESIGNING NEW BUILDINGS

Policy 40 – Designing New Buildings

New buildings will be permitted where it can be demonstrated that they:

a. Have a positive impact on their setting in terms of location on the site, height, scale and form, materials and detailing, ground floor activity, wider townscape and landscape impacts and available views;
b. Are convenient, safe and accessible for all users;
c. Are constructed in a sustainable manner and are easily adaptable; and
d. Successfully integrate functional needs such as refuse and recycling, bicycles and car parking;
e. Design measures to reduce the environmental impact of the buildings such as renewable energy systems and other rooftop plant and services in a architecturally integrated way; and
f. Consider how the building can support biodiversity in the built environment.

Supporting Text:

High quality building design is linked to context, in terms of appropriateness, and to place making in terms of how the proposed development will be sited. Without imposing architectural tastes or styles, it is important that a proposed development is considered in terms of site location, height, scale, form and proportions, along with materials and detailing with the latter two linking directly to the quality and durability of a proposal. Where new buildings are proposed or existing buildings altered or extended, it is important that any heritage assets and their settings are carefully considered. This would include the analysis of the special character of that asset and justification of the approach to the proposed development (this applies equally to Policy 41 on altering and extending buildings).

Materials to be used for new buildings should be suitable for their purpose and setting. The durability of materials and how they weather are important factors. All the necessary environmental services, plant, recycling and refuse storage, bicycle and car parking must be considered early in the design process and be successfully integrated into the development to form part of the overall design and not as an afterthought. Such features must be secure and located conveniently but unobtrusively.

How the Policy Came About:

8. The thrust of this policy is about the design of new buildings and ensuring they are designed and delivered to a high quality. Paragraph 58 of the National Planning Policy Framework states 'Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area.' Policy 40 seeks to provide just such a policy.

9. At the Issues and Options stage of the plan preparation, it was suggested that there was no need for a policy to cover design and that a Supplementary Planning Document would be more appropriate. Whilst the National Planning Policy Framework, at Paragraph 60, states that "Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative", the development of robust and comprehensive policies that set out the quality of development that will be expected for an area is entirely consistent with requiring good design.

10. Cambridge has a strong track record of delivering high quality design with recent examples of such recognition including the two Stirling Prize winning schemes at Accordia and the Sainsbury Laboratory respectively. Additionally, the first Phase of Clay Farm (Great Kneighton) recently won a Government Housing Design Award 2012 (Project Winner). These projects have set a high benchmark for other schemes to follow. A future policy which sets out clearly what is expected in terms of building design is important to ensure future development also reaches these high standards. It is worth noting that both 'contemporary' and 'historical' design can be suitable.

11. The approach to the design of new buildings needs to be driven by a thorough understanding of context, use and functional requirements. Regardless of whether a scheme is traditional or contemporary in approach, the key to achieving high quality is good design and execution. Good design incorporates tried and tested methods of elements such as employing robust materials, clear building entrances, good detailing, and clear "fronts" and "backs" amongst other devices. Planning policy should articulate these elements in a sufficient level of clarity and detail. Such a policy approach will provide certainty for developers, while at the same time allowing for innovative approaches to design.

ISSUE: ALTERING AND EXTENDING EXISTING BUILDINGS

Policy 41 - Altering and Extending Existing Buildings

Alterations and extensions to existing buildings will be permitted where they:

a. Do not adversely impact on the setting, character or appearance of listed buildings or appearance of conservation areas, local heritage assets, trees or important wildlife features;
b. Reflect, or successfully contrast with, the existing building form, use of materials and architectural detailing whilst ensuring that proposals are sympathetic to the existing building and surrounding area;
c. Ensure that proposals for dormer windows are of a size and design that respects the character and proportions of the original building and surrounding context;
d. Create altered or new roof profiles that are sympathetic to the existing building and surrounding area;

e. Do not unacceptably overlook, overshadow or visually dominate neighbouring properties;
f. Respect the space between buildings where this contributes to the character of an area; and
g. Retain sufficient amenity space, bin storage, vehicle access and cycle and car parking.

Supporting Text:

Buildings, both residential and non-residential, often need to be adapted over time to meet the changing needs of occupiers. Finding new uses for redundant buildings or extending to create additional space helps to further the life of buildings and make more efficient use of land. It is vital that any alteration or extension is carefully designed to avoid them destroying the character or integrity of the existing building or negatively impacting on the amenity of neighbouring properties or area.

How the Policy Came About:

12. The extension of buildings can help to make the most efficient use of land, and can prolong the life of buildings or find new uses for them. It can often provide the only way in which additional accommodation can be provided for householders or businesses. However, extensions and building alterations can have a negative impact on their surroundings if they are poorly designed. The purpose of Policy 41 is to set out a criteria based approach to the design of alterations and extensions to existing buildings, both residential and non-residential. Such an approach should make clear to applicants what needs to be demonstrated as part of a development proposal in order for it to be considered acceptable. The Issues and Options consultation revealed that there was considerable support for this option.

13. The context of any alteration or extension was identified as a key consideration by respondents to the Issues and Options consultation. Policy 38 (Responding to Context) will apply to all new development, whether major development or extensions and alterations to existing buildings. In complementing Policy 41 (Altering and Extending Existing Buildings), Policy 38 (Responding to Context) will ensure that a thorough analysis and understanding of context of any scale of development is taken into consideration. Context matters in altering or extending buildings, for example making reference to the need for proposals including new or altered roof profiles, to use materials that are sympathetic to the existing building and surrounding area, and the need for proposals to respect the space between buildings where this contributes to the character of the area.

ISSUE: DESIGNING LANDSCAPE AND THE PUBLIC REALM

Policy 42 - Designing Landscape and the Public Realm

External spaces, landscape, public realm, and boundary treatments must be designed as an integral part of new development proposals and co-ordinated with adjacent sites and phases. Development is permitted where it is demonstrated that:

a.   The design relates to the character and intended function of the spaces and surrounding buildings;
b.   Existing features including trees, natural habitats, boundary treatments and historic street furniture and/or surfaces which positively contribute to the character of an area are retained and protected;
c.   Microclimate is factored into design proposals and that public spaces receive adequate sunlight;
d.   Materials are of a high quality and respond to the context to help create local distinctiveness;
e.   An integrated approach is taken to surface water management as part of the overall design;
f.   A co-ordinated approach is taken to the design and siting of street furniture, boundary treatments, lighting, signageand public and public art;
g.   Trees and other planting is incorporated which is appropriate to both the scale of buildings and the space available;
h.   Species are selected to enhance biodiversity through the use of native planting and/or species capable of adapting to our changing climate; and
i.   The design considers the needs of all users and adopts the principles of inclusive design.

Supporting Text:

Buildings and the spaces around them should be thought about holistically with the landscape and public realm being as important as the building itself. Successful landscape design will integrate development into its surroundings and enhance the function, character and amenity value of spaces and boundaries. Landscape design extends beyond the curtilage of new buildings to include streets, parks and other open spaces and should help to support an attractive and high quality public realm. This policy does not seek to control the design of individual gardens unless these are a key part of a heritage asset.

Landscape proposals should result in high quality amenity spaces which receive adequate sunlight (in accordance with best practice guidance) and which work with the buildings to help define thresholds and boundaries and to provide opportunities for private usable amenity space through gardens, roof terraces and balconies.

Areas of hard paving to be adopted by Cambridgeshire County Council, as the highway authority, and other hard surfacing and landscape, including Sustainable Urban Drainage (SUDs) features to be adopted by the City Council, must be clearly

identified on proposals. Maintenance and management plans must be provided with any proposals and considered early in the design process. Species which enhance biodiversity and which cope with climatic changes will also be sought. Where major development is proposed, applicants will be required to submit the council's Biodiversity Checklist as part of their proposals.

How the Policy Came About:

14. Policy 42 is consistent with the National Planning Policy Framework, which requires planning policies to positively address the connections between people and places and the integration of new development into the natural, built and historic environment. The advantage of such a policy approach is that it will enable the specific circumstances of each development proposal to be considered as part of the overall design process. As such, it will help to ensure high quality design not just of buildings themselves, but the spaces between buildings, and help enhance the local built and natural environment.

15. This criteria based policy approach also enables the specific circumstances of each development proposal to be considered as part of the overall design process. As such, it will help to ensure high quality design not just of buildings themselves, but the spaces between buildings, and help enhance the local built and natural environment. Requirements to 'green' and co-ordinate developments into their surroundings will enhance the function, character and amenity value of spaces, as well as increasing the provision of green infrastructure. Additionally, requirements to integrate surface water management into the overall design of development should also address key issues relating to flood risk and climate change adaptation.

16. This policy not only applies to the provision of new public realm, but also existing streets and spaces within the city to ensure the distinctive and special character of Cambridge is protected and enhanced. This is critical to ensuring the maintenance and enhancement of Cambridge's public realm, which acts as a setting for a wealth of historic buildings. The means by which public realm works are funded will vary and may include developer contributions.

17. Cambridge City Council and Cambridgeshire County Council have a long history of working together on projects pertaining to the public realm. Guidance in the form of the Cambridgeshire Design Guide for Streets and Public Realm (2007), the County's Housing Estate Road Construction Specification (January 2011), and the national guidance "Manual for Streets" are used extensively to guide the design of the public realm. There is a close level of co-operation between the County and City Councils and a number of highways improvements are promoted, designed, funded and delivered by Cambridge City Council though are subject to the approval of the County Council as highways authority. The need for a policy in this regard is clear;

the public realm and external environment is a crucial part of the image of Cambridge.

18. Policy 42 also includes reference to the enhancement of biodiversity as part of all new development proposals, with proposals for major developments needing to be accompanied by the council's Biodiversity Checklist. This approach takes forward Option 81 of the Issues and Options Report (2012). This approach allows for biodiversity to be considered in an integrated manner with public realm and landscaping issues, ensuring that options for biodiversity enhancement are explored by all developments without creating an overly onerous, costly and bureaucratic regime for all developments to follow. In order to maintain the use of the biodiversity checklist approach for major developments, it was suggested that the checklist is referenced within the supporting text of Policy 42. Officers will explore the best way of ensuring that the checklist is submitted as part of planning application, for example through the Local List. This would ensure the continued use of the biodiversity checklist and the associated inclusion of biodiversity enhancement measures in new major developments.

ISSUE: TALL BUILDINGS AND THE SKYLINE IN CAMBRIDGE

Policy 43 - Tall Buildings and the Skyline in Cambridge

Any proposals that are considered tall, that is significantly taller than the buildings that surround them and/or exceed 19m within the historic core (see section X on the City Centre) or 13m outside it, will be permitted where:

a. Location, setting and context – applicants should demonstrate through visual assessment or appraisal with supporting accurate visual representations, how the proposals fit within the existing landscape and townscape;

b. Historical impact – applicants should demonstrate and quantify the impact, of proposals on recognised heritage assets or other sensitive receptors (view of, backdrop and setting), assessed on a site by site basis but including on key landmarks and viewpoints, as well as from the main streets, bridges and open spaces in the city centre and from the main historical approaches, road and river, to the historic core. Where proposals impact on the historic core they should retain the character of Cambridge as a city of spires and towers emerging above the established tree line;

c. Scale, massing and architectural quality – applicants should demonstrate through the use of drawings, sections, accurate visual representations and models how the proposals will deliver a high quality addition to the Cambridge Skyline and clearly demonstrate that there is no adverse impact;

d. Amenity and microclimate – applicants should demonstrate that there is no adverse impact on neighbouring buildings and open spaces in terms of overlooking, overshadowing and that there is adequate sunlight and daylight within and around the proposals; and

e. Public realm – applicants should show how the space around tall buildings will be detailed including how a human scale is created at street level.

The maximum heights referred above assume a flat roof building inclusive of rooftop plant.

Cambridge has a varied skyline composed of towers, chimneys and spires, many of which are associated with the historic core. The flat landscape and the relative uniformity of the existing built form, which is mainly three to four storeys in height, means that the few tall buildings, such as King's College Chapel, are major landmarks. Famous buildings such as King's College Chapel, St John's College Chapel, Our Lady of the English Martyrs Church and the University Library are treasured landmarks. The view of King's College from 'The Backs' presents a world-renowned skyline synonymous with Cambridge. Trees form an important element of the Cambridge skyline, within both the historic core and surrounding suburbs. Elevated views from the rural hinterland and from Castle Mound reveal a city of spires and towers emerging above an established tree line. Buildings therefore work with subtle changes in topography and the tree canopy to create a skyline of 'incidents' where important buildings rise above those of a prevailing lower scale.

Cambridge should seek to maintain and where appropriate enhance the overall character and qualities of its skyline as the city continues to grow and develop into the future. Any proposals for new tall buildings will need to demonstrate how they have taken account of the prevailing context and more distant views to enhance the skyline.

The city is generally free from clustered modern towers and bulky buildings with the notable exception of the hospital buildings at Addenbrooke's and the hangars at Cambridge Airport which sit in stark contrast to the surrounding, low lying suburbs. Whilst there has been a move to build a number of taller buildings across the city in recent years, further opportunities to create new taller buildings in the city must be carefully considered and placed in the right locations.

In developing any proposals for tall buildings, reference should be made to the council's "Guidance for Tall Buildings and the Skyline" which provides a more detailed explanation of the required approach, methodology and assessment to developing and considering tall buildings in Cambridge.

Note: Further guidance on tall buildings and the skyline may be included in a Supplementary Planning Document or as an appendix to the plan.

19.   The National Planning Policy Framework (paragraph 59) is supportive of guiding the height of new developments in relation to neighbouring buildings and local areas and recommends that it should be addressed through local design policies. Consultation at the Issues and Options stage revealed that the majority of respondents supported Option 72: Criteria based Policy for Tall Buildings, which is now reflected in Policy 43 above. Such an approach is also consistent with the document "Guidance for the application of Policy 3/13 (Tall Buildings and the Skyline) of the Cambridge Local Plan (2006)" produced in 2012 by the City Council.

20.   In addition to Option 72 noted above, two other options were presented at the Issues and Options stage, including Option 73: Policy Identifying specific areas for tall buildings, and Option 74: Limits on Building Heights. Of the three options presented relating to tall buildings, Option 73 received the most objections. Comments suggested that a location specific or 'zoning-based' policy would be unnecessary and that development should respond to local character and distinctiveness. Several representations suggested combining Options 72 and 73 to create a criteria based policy that supports the development of taller buildings in certain locations around the city. It is considered that due to the modest scale of the city, there is no need and little opportunity to create zoned areas for tall buildings. Whilst some locations lend themselves to localised increases in height, such as at local nodes (focal points of urban activity), key junctions and corners, at the ends of vistas, and at transport intersections, zoning for "tall buildings" would be crude in application and would not be responsive to local context or the particular characteristics of different parts of Cambridge. For this reason, combining Options 72 and 73 was not pursued.

21.   A blanket limit on height in the city is considered equally unsuitable, either because it could be too flexible in some areas or too restrictive in others. For example, given the sensitivity of important historic landmark buildings in the city centre, new buildings need to respect established views in this area and not "compete" against iconic college or ecclesiastical buildings. In other areas e.g. key nodes that are developing or could further develop, a specific height limit may be unresponsive to changing circumstances. A 'context led' approach for the development of tall buildings, as proposed within Option 72 at the Issues and Options stage and now put forward in Policy 43, is more appropriate as it reinforces the need to analyse and respond to local context and character when considering tall buildings.

22.   In clarifying what constitutes a 'tall building', the definition adopted in the Council's guidance noted earlier is taken from English Heritage/CABE 'Guidance on Tall Buildings (2007)': 'A tall building is any structure that breaks the existing skyline and/or is significantly taller than the surrounding built form'. Where comprehensive or large-scale development sites are identified, maximum building heights, along with other parameters, would be

established as part of the Outline Planning permission in line with DCLG Circular 01/2006.

23.   With regard to addressing roof top plant, lift overruns, aerials and air conditioning, such features can often impact negatively on the quality of buildings from key views. Rooftop plant and other services should be integrated into building design, being well designed and discreetly located. The impact of roof plant should be fully evaluated in applications and shown on submissions. The subject of such plant is specifically addressed in Policy 40: Designing New Buildings, which notes plant must be "architecturally integrated" into buildings.

ISSUE: CONSERVATION AND ENHANCEMENT OF CAMBRIDGE'S HISTORIC ENVIRONMENT

Policy 44 - Conservation and Enhancement of Cambridge's Historic Environment

Development which affects the historic environment of Cambridge will be permitted where it:

a. Conserves or enhances the significance of the heritage assets of the city, their setting and the wider townscape, including views into and out of conservation areas;
b. Retains buildings and spaces, whose loss would cause harm to the character of the conservation area;
c. Contributes to the local distinctiveness, built form and scale of heritage assets through the use of appropriate design, materials and workmanship;
d. Demonstrates a clear understanding of the significance of the asset and of the wider context in which the heritage asset sits, alongside assessment of the potential impact of the development on the heritage asset and its context; and
e. Provides clear justification for any works which would lead to harm or substantial harm to a heritage asset, yet be of wider public benefit, through detailed analysis of the asset and the proposal.

Supporting Text:

Cambridge's historic and natural environment defines the character and setting of the city, and contributes significantly to Cambridge residents' quality of life. It is important to maintain and enhance the historic and natural environment against the background of a successful, growing city. The city has a varied architectural heritage, from the internationally recognised grandeur of King's College Chapel to the more modest vernacular buildings reminiscent of an East Anglian market town. The number of grade I and grade II* listed buildings is high with an exceptional concentration of collegiate buildings around the arc of the River Cam. In addition, there are a number of registered parks and gardens, including college grounds, cemeteries and the University of Cambridge Botanic Gardens.

Archaeologically, work in Cambridge has discovered remains from early prehistory, with significant settlement known from at least the Iron Age. Development within the city's boundaries has revealed significant archaeological remains, some of which are of national importance, and further discoveries are to be expected.

Viewed simply, Cambridge has an historic centre surrounded by concentric rings of development. This development takes the form of the commercial city core, surrounded by mainly collegiate and University buildings and open spaces. A pre-University urban core existed on Castle Hill, with other remains extending towards the current centre. Beyond the open spaces, which include the Backs, Midsummer Common, Jesus Green and Parker's Piece, the city takes on a predominantly residential character. This comprises different areas of townscape character, including the large Victorian houses to the west of the city centre, railway related development of the Newtown and Romsey areas, inter-war development to the south and west and the post-war suburbs of King's Hedges, Arbury, and Abbey wards.

The conservation of a designated heritage asset is a material planning consideration. Scheduled monuments/archaeological areas, listed buildings, conservation areas and registered parks and gardens are all designated heritage assets. Listed building descriptions, conservation area appraisals and management plans and suburbs and approaches studies should be referred to as a material consideration in making and determining applications.

It is important to identify and assess the impact of the development on the special character of the heritage asset in the Cambridge context. This could include:
- The effect on views or the setting of buildings and spaces;
- How the proposals will preserve or enhance the character and appearance of a conservation area;
- Consideration of how the scale, height, massing, alignment and materials respond to the local context.

Before undertaking any works to a designated heritage asset, the significance of that asset must be clearly understood, as well as the potential impact of the development. Where listed buildings are concerned, it is important to address the full impact of modern building standards concerning aspects such as fire prevention, sound and thermal insulation, energy efficiency savings and disabled access. Pre-application meetings are strongly recommended to ensure that standards can be accommodated without jeopardising the special interest of the building. Applicants considering works to a listed building are also advised to consult best practice guidance.

Given the high potential for assets of archaeological importance in the urban area, applicants should also obtain archaeological advice. Consideration needs to be given to the potential for harm or substantial harm to such assets, and to their setting.

How the Policy Came About:

24. One of the twelve principal objectives of planning set out in paragraph 17 of the National Planning Policy Framework is the conservation of heritage assets in a manner appropriate to their significance. In line with Section 12 of the National Planning Policy Framework, it is necessary to set out a positive strategy for the conservation and enjoyment of the historic environment of Cambridge and for the ongoing sustainable development of the city by articulating the issues that the council considers important in the consideration of development affecting the historic environment.

25. The existing 2006 Cambridge Local Plan contains four policies addressing the city's historic environment, including reference to archaeological assets, listed buildings, conservation areas and buildings of local interest (Policies 4/9 –4/12). Through the publication of the National Planning Policy Framework and its predecessor document on the historic environment (Planning Policy Statement 5), the national approach to these assets has evolved. The different elements of the historic environment have been united under the term 'heritage asset', both designated and non-designated.

26. Following these changes, Option 68 of the council's Issues and Options report (2012) sets out the need to consider the conservation and enhancement of heritage assets, preservation of the wider setting of the city and the setting of specific heritage assets in Cambridge, an internationally renowned city for the quality of its historic built and natural environment. The forthcoming local plan policy needs to set out a positive approach to the historic environment, taking into account the following, which build upon the content of existing policies contained within the current Local Plan:

- The continued conservation and enhancement of existing, and, where appropriate, designation of new conservation areas. This would need to be supported by the ongoing production and review of conservation area appraisals;

- The continued conservation and enhancement of listed buildings, historic parks and gardens and scheduled monuments, buildings of local interest and other heritage assets;

- The identification and, where appropriate, protection of the city's archaeological heritage and assets of local importance;

- The protection of strategic and local views, the wider historic setting of the city and the setting of heritage assets, as well as, where applicable, their townscape value; and

- Addressing heritage at risk (including those assets on the Heritage at Risk Register) in a positive and proactive manner.

ISSUE: LOCAL HERITAGE ASSETS

Policy 45 - Local Heritage Assets

There is a general presumption in favour of the retention of local heritage assets including buildings, structures, features and gardens of local interest.

Proposals will be permitted where there is no significant adverse effect on the significance, appearance, character or setting of a local heritage asset.

Supporting Text:

Local heritage assets, including buildings, structures, features and gardens of local interest, are an important element of the rich history of the city and reinforce local distinctiveness and sense of place. The National Planning Policy Framework requires local planning authorities to have an up-to-date understanding of the local historic environment and its significance. Although not likely to meet the current criteria for statutory listing, local heritage assets are important to their locality, by reason of their cultural, architectural and historical contribution. For example, the council currently has a local list of more than 1,000 buildings, which are of significant character and distinctiveness and should be protected from inappropriate development.

The retention of local heritage assets may be achieved through appropriate adaptive re-use or change of use. Building Regulations allow a more flexible approach to meeting the required standards, when altering buildings of local interest.

How the Policy Came About:

27. Paragraph 135 of the National Planning Policy Framework sets out the need to take into account the effect of an application on the significance of a non-designated heritage asset in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Buildings, structures, features and gardens of local interest can be locally assessed by the council and are considered to fall within the definition of non-designated heritage assets. Paragraph 126 of the National Planning Policy Framework also states the requirement for local planning authorities to have a "positive strategy" for the "conservation and enjoyment of the historic environment…", including maintaining a list of heritage assets. Furthermore, the definition of a heritage asset within the National Planning Policy Framework includes designated heritage assets and assets identified by the local planning authority (including local listing).

28. Policy 4/12 Buildings of Local Interest in the 2006 Cambridge Local Plan addresses development affecting buildings of local interest only. Through the National Planning Policy Framework and in keeping with its predecessor document addressing the historic environment (Planning Policy Statement 5), the scope of non-designated heritage assets has widened since the adoption of the 2006 Cambridge Local Plan. As such, the council recognises the need

to address gardens, structures and other features of local interest, in addition to buildings of local interest. This matter was addressed through the inclusion of Option 69 *Protection of Buildings of Local Interest and development of a local list* in the council's Issues and Options report (2012).

29. Currently, there are over 1,000 buildings of local interest in Cambridge on the council's Local List of Heritage Assets. These buildings have been locally designated because of their architectural merit and, in some cases, their historical associations. They may contribute to and help to define the character of the townscape of an area, or be significant in the historical and architectural development of the city. Many are nineteenth and twentieth century buildings and some street furniture is also included. The inclusion of a building on the Local List of Heritage Assets does not preclude the effective re-use of buildings for a range of purposes. Retention and re-use of a building of local interest will always be sought in the first instance, as approximately 15 buildings of local interest have been demolished in the last 5-10 years. Such a policy approach helps to address the difficulties that the council has faced in protecting buildings of local interest, which add to the character and distinctiveness of the city. While there could be a concern from some that the retention of buildings of local interest may have an impact on the viability of schemes, the adaptive reuse of buildings is almost always the most sustainable option.

30. When not located in a conservation area, planning permission for the demolition of a building of local interest is not required. When located in a conservation area, Conservation Area Consent is required for their demolition, and Local Plan Policy 4/12 has been applied in such cases since 2006. In order to further safeguard buildings of local interest outside conservation areas, English Heritage has suggested that consideration be given to the use of Article 4 directions to remove the permitted development rights for demolition of buildings of local interest. This would mean that the demolition of a building of local interest outside a conservation area would require planning permission for this process. The council will consider the need for Article 4 directions for this purpose. However, it should be noted that the introduction of Article 4 directions would involve a separate legal process and cannot be carried out through the review of the local plan.

ISSUE: WORKS TO A HERITAGE ASSETS TO ADDRESS CLIMATE CHANGE

Policy 46 - Works to a heritage asset to address climate change

Proposals to enhance the environmental performance of heritage assets will be supported where a sensitive and hierarchical approach to design and specification ensures that the significance of the asset is not compromised by inappropriate interventions.

Any works should be undertaken based on a thorough understanding of the building's performance. Applications should be accompanied by an assessment of the building's current fabric and energy performance. Details of post-construction monitoring in the form of a Building Monitoring and Management Strategy should also be submitted in order to assess the ongoing impact of the implemented measures on the asset's historic fabric. Where monitoring shows that interventions are causing harm to the significance of the asset, appropriate remediation works will be required.

Supporting Text:

The council is committed to tackling climate change and reducing the carbon emissions of Cambridge. At the same time, the council is committed to conserving the city's historic environment, particularly preserving and enhancing the character and appearance of its heritage assets. The council's aim, therefore, is to ensure a balanced approach between protecting the heritage assets of Cambridge while ensuring that they contribute to tackling climate change and reducing the carbon emissions of the city.

Due to the nature of construction of historic buildings, it would be difficult to match the performance of modern structures. However, vernacular design and traditional construction have evolved over time and deal with local conditions. Adaptive re-use of a building gives significant carbon savings in terms of embodied energy in the fabric of the building, so the focus will be on enhancing the performance of traditional buildings as much as practicable without damaging their significance. Minimal intervention will be required, along with assurance that the works do not harm the building's integrity or significance.

Planning applications will need to demonstrate a thorough understanding of the building in question via the submission of the following information:
- Surveys of existing construction, to include walls, floors, ceilings and roofs;
- Submission of baseline energy consumption data before and after improvements have taken place;
- Measured data of existing environmental performance of the building's fabric;
- An indication of any national performance standards being targeted as a result of works;
- Recommendations on the environmental performance measures to be implemented in order to achieve the standard.

When considering ways to reduce a building's carbon footprint, it is important that the energy hierarchy (see Chapter 3, Figure X) is adopted. Prior to looking at alternative means of generating energy, it is important to investigate and put into practice all possible means of conserving energy. The Chartered Institution of Building Services Engineers' guidance on building services in historic buildings[1] sets out four principal aims when seeking to enhance the sustainability of heritage assets:

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[1] CIBSE (2002). Guide to building services for historic buildings. Sustainable services for traditional buildings

- Aim 1 – Preserve historic fabric;
- Aim 2 – Extend the beneficial use of older buildings;
- Aim 3 – Reduce carbon emissions, using the hierarchical approach;
- Aim 4 – Specify environmentally conscious materials.

How the Policy Came About:

31.   The "weighting" of benefit or harm to a heritage asset in respect of works to address climate change is partly clarified by the National Planning Policy Framework.   Paragraph 132 states: "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.   The more important the asset, the greater the weight should be".   In effect, this is a sliding scale of importance, and each individual case would be considered on its merits.

32.   As background to this subject in England, English Heritage has also provided guidance on the application of Part L of the Building Regulations (Conservation of Fuel and Power) titled "Energy Efficiency and Historic Buildings – Application of Part L of the Building Regulations to historic and traditionally constructed buildings".   It should be noted that the requirements in Part L do not apply to Grade I, Grade II* or Grade II buildings, buildings in conservation areas, or to scheduled ancient monuments. However in the event that works to improve energy efficiency are proposed to an historic building, there are key considerations that must be taken into account in terms of materials, technologies, building fabric, assessment and impact on building character.   English Heritage's guidance is a useful reference of best practice for undertaking such works. The purpose of such guidance is to help prevent conflicts between energy efficiency requirements and the conservation of historic and traditionally constructed buildings. Preventing such conflict lies at the heart of this option and any future national policy that might be forthcoming.

33.   The council seeks to secure the highest possible standards of sustainability in all buildings, including the promotion of increased energy efficiency, renewable energy generation and climate change adaptation in the city's existing building stock. The council supports efforts to improve the energy performance of the building stock of the city and to better adapt buildings to our changing climate. However, care needs to be taken to ensure that works to heritage assets do not compromise their special character or significance. Owners of listed buildings should also ensure that there is minimal intervention in a historic building's fabric and that the works are reversible and do not harm the building's historic integrity. The 2006 Cambridge Local Plan provides no coverage on this issue as it has only recently been recognised as a matter of concern. As a result of the changing approach to addressing climate change, it was considered appropriate to include Option

70 *Works to a heritage asset to address climate change* within the council's Issues and Options report in 2012.

34.   Representations on this option raised no objection in principle towards pursuing a policy. The subject of works to a heritage asset to address climate change is a relatively new challenge, in some cases linked to owners of listed buildings being subject to the requirements of the Carbon Reduction Commitment, for example the University of Cambridge and its colleges. There is a growing body of research and literature to help guide those involved in both promoting and assessing works to such buildings. English Heritage, Historic Scotland and the Society for the Protection of Ancient Buildings have recently published findings and guidance, for example on matters such as fabric improvements for energy efficiency, a key issue in relation to historic buildings.

35.   Some representations felt that there was no need for a policy on this matter, and that the issue of climate change and the historic environment could be dealt with through a Supplementary Planning Document. However, the National Planning Policy Framework is clear that local planning authorities should set out a "positive strategy" for conservation of the historic environment. A key part of such a strategy should be a clear planning policy on this subject. It is also considered that given the presence of a significant number of guidance notes from bodies such as English Heritage and Sustainable Traditional Buildings Alliance, further guidance in the form of a Supplementary Planning Document would be unnecessary. The supporting text of the policy could provide references to some of these guidance notes.

36.   When carrying out works to a heritage asset to improve its environmental performance, it is important that the energy hierarchy is adopted. Prior to looking at alternative means of generating energy, it is important that all possible means of conserving energy are investigated and put into practice. Any works should be on the basis of a thorough understanding of how the building performs as a structure and how it is used. This analysis and understanding of the building must include both the conservation and sustainability constraints and opportunities as well as an understanding of baseline energy consumption. Works to historic fabric generally should use materials that either match the original building materials or are sympathetic to them. In the event that modern materials and methods are proposed, it is important to carefully assess how well they will fit with the existing materials and methods of construction in order to reach a balanced judgement of what method is more appropriate.

37.   When considering the installation of renewable technologies, the viability of a range of technologies should be assessed in order to ensure that the correct technology is specified. Consideration must be given to the significance of the designated heritage asset, as this may rule out the use of certain technologies. In some cases, it may be possible to connect buildings

to existing renewable or low carbon energy infrastructure, for example district heating networks. The specification of microgeneration technologies such as photovoltaic panels is also becoming increasingly popular. There are a number of key questions that must be asked when considering the installation of renewable energy technologies in the historic environment, including:

- Has the proposal been designed sensitively to fit with the appearance of the existing building?
- Will it harm the character or appearance of the building or conservation area?
- Will it be visible from the public realm?
- In the case of a listed building, will the proposed installation harm the historic fabric of the building and are the works reversible?

38.   Given the need to balance the importance of protecting heritage assets and responding to the challenges of climate change, it is considered that a policy with specific criteria to act as a guide for proposals would assist the council and applicants in getting that balance right.

ISSUE: SHOPFRONTS, SIGNAGE AND SHOP SECURITY MEASURES

Policy 47 - Shopfronts, Signage and Shop Security Measures

Shopfront design, signage and proposals to improve shopfront security should:

a. Retain existing historic shopfronts and features of architectural and historic interest;
b. Respect the scale, proportions, character and materials of the whole building and, where appropriate, adjoining buildings and the wider streetscene;
c. Incorporate materials appropriate to the age and character of the building; and
d. Have regard to the Cambridge Shopfront Design Guide.

Supporting Text:

High quality design is important to the success of Cambridge as a regional shopping centre and to maintain its thriving district and local centres. Many of the historic buildings in the city centre have traditional shopfronts, which often date from the eighteenth, nineteenth or early twentieth centuries and many are listed buildings. Elsewhere in the conservation areas and in streets such as Mill Road, old shopfronts usually date from the late Victorian or Edwardian eras. Well designed shopfronts and associated signage add to the character and quality of the city and play an important part in defining distinctive shopping areas. Shopfronts should be designed to provide active building frontages with display windows, which contribute to the vibrancy of the shopping area and provides visual interest in the streetscene. Signage should be subtle and complement the built environment.

How the Policy Came About:

39. Paragraph 64 of the National Planning Policy Framework states that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions. Additionally, paragraph 67 of the National Planning Policy Framework asserts that "Poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. Control over outdoor advertisements should be efficient, effective and simple in concept and operation. Only those advertisements which will clearly have an appreciable impact on a building or on their surroundings should be subject to the local planning authority's detailed assessment. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts." Furthermore, the National Planning Policy Framework at paragraph 58 (second bullet point) sets out the requirement for planning policies and decisions to "establish a strong sense of place, using streetscapes and buildings to create attractive…places to live, work and visit", whilst the fourth bullet point of the same paragraph indicates that policies and decisions should aim to ensure that developments "respond to local character and history…"

40. Shopfronts and signage form a major part of the streetscape of Cambridge. They can contribute to the character and quality of the city and play an important part in defining distinct and attractive shopping areas. Policy 3/15 Shopfronts and Signage in the 2006 Cambridge Local Plan sets out the council's expectations that shopfronts and signage in Cambridge will be of a high quality and will be in keeping with their context. A high quality example of a new shopfront in the city centre is the Jack Wills shop at No. 18 Sidney Street. Significant consideration has been given to the glazing proportions and overall effect of the curved shopfront for that particular building within its setting.

41. When approval of new signage is required, the council works closely with corporate brands to ensure a proposed sign (whether a fascia sign or otherwise on a shopfront) is sympathetic to its location. There are examples in and around the city centre of such signage being customised to suit its particular location, including McDonalds on Rose Crescent.

42. Option 71 on shopfronts and signage within the Issues and Options report (2012) and its related representations were considered at Development Plan Scrutiny Sub Committee in December 2012. It was considered appropriate to pursue the policy approach set out within this option, which would have wider benefits in terms of maintaining a high quality environment. In addition to addressing issues on shopfronts and signage, the policy will also address the need for shutters and other security measures.

43. Some shops require shutters or bollards to deter theft, dependent on the type of merchandise sold in the shop. Usually, the greater the value of the merchandise, the greater the likelihood of the owner using shutters or bollards. Applications for shutters and bollards will be considered on a case by case basis using this policy approach, which may incorporate some details from the Council's Shopfront Design Guide.

DELIVERY AND MONITORING

Policy 38: Responding to Context
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.

Policy 39: Creating Successful Places
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.

Policy 40: Designing New Buildings
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.

Policy 41: Altering and Extending Existing Buildings
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.

Policy 42: Designing Landscape and the Public Realm
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.

Policy 43: Tall Buildings and the Skyline in Cambridge
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.

Policy 44: Conservation and Enhancement of Cambridge's Historic Environment
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report;
- Monitoring of any buildings being placed on or removed from the Heritage at Risk Register.

Policy 45: Local Heritage Assets
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.

Policy 46: Works to a heritage asset to address climate change
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.

- Details of post-construction monitoring in the form of a building monitoring and management strategy will be submitted in order to assess the ongoing impact of the implemented measures on the asset's historic fabric. This will be dependent on the building and may require input from English Heritage.

Policy 47: Shopfronts, Signage and Shop Security Measures
- This will be monitored through the processing of applications and counted through the council's Annual Monitoring Report.