

**Appendix B:
Sustainability
Appraisal (Draft
Version)**

Sustainability Appraisal (SA) of the Cambridge Local Plan

SA Report (Draft Version)

May 2013

Prepared for:



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N.B. This is a draft of the SA Report. The aim is to -

1) Present an appraisal of the draft plan as it stands at the current time, so that this information can inform Councillors' consideration. This information is presented in 'Part 3'.

2) Show Councillors how the SA Report (i.e. the document that is eventually Published alongside the Proposed Submission Plan) will be structured. The SA Report must be structured in a certain way so that it clearly provides legally required information.

Notes to Councillors are presented in **yellow boxes**, such as this.

INTRODUCTION

1 BACKGROUND

1.1.1 URS is commissioned to undertake Sustainability Appraisal (SA) in support of the emerging Cambridge Local Plan. SA is a mechanism for considering and communicating the likely effects of a draft plan, and alternatives, in terms of sustainability issues, with a view to avoiding and mitigating adverse effects and maximising the positives. SA of Local Plans is a legal requirement.¹

2 SA EXPLAINED

2.1.1 It is a requirement that SA is undertaken in-line with the procedures prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004, which were prepared in order to transpose into national law the EU Strategic Environmental Assessment (SEA) Directive.²

2.1.2 The SEA Regulations require that a report is published for consultation alongside the draft plan that *'identifies, describes and evaluates' the likely significant effects of implementing 'the plan, and reasonable alternatives'*.³ The report must then be taken into account, alongside consultation responses, when finalising the plan.

2.1.3 The SEA Regulations prescribe the information that must be contained within the report, which for the purposes of SA is known as **the 'SA Report'**. Providing this information essentially equates to answering the following **four questions**:

1. What's the scope of the SA?
2. What has Plan-making / SA involved up to this point?
 - Preparation of the draft plan must have been informed by at least one earlier plan-making / SA iteration at which point 'reasonable alternatives' are appraised.
3. What are the appraisal findings at this current stage?
 - i.e. in relation to the draft plan.
4. What happens next (including in relation to monitoring)?

2.1.4 These questions are derived from Schedule 2 of the SEA Regulations, which present the information to be provided within the report under a list of ten points. **Table 1.1** 'makes the links between the ten Schedule 2 requirements and the four SA questions'.

3 STRUCTURE OF THIS SA REPORT

3.1.1 The four SA questions are answered in turn across the four subsequent 'Parts' of this Report.

¹ The Town and Country Planning (Local Planning) (England) Regulations 2012 require that an SA Report is published for consultation alongside the 'Proposed Submission' Plan document.

² Directive 2001/42/EC

³ Regulation 12(2)

Table 1.1: Questions that must be answered within the SA Report

SA REPORT QUESTION	SUB-QUESTION	CORRESPONDING REQUIREMENT (THE REPORT MUST INCLUDE...)
What's the scope of the SA?	What's the Plan seeking to achieve?	<ul style="list-style-type: none"> An outline of the contents and main objectives of the plan and the relationship of the plan with other relevant plans and programmes.
	What's the sustainability 'context'?	<ul style="list-style-type: none"> The relevant sustainability objectives, established at international / national level Any existing sustainability problems / issues which are relevant to the plan
	What's the sustainability 'baseline'?	<ul style="list-style-type: none"> The relevant aspects of the current state of the sustainability baseline and the likely evolution thereof without implementation of the plan' Any existing sustainability problems / issues which are relevant to the plan
	What are the key issues that should be a focus of SA?	<ul style="list-style-type: none"> Any existing sustainability problems / issues which are relevant to the plan
What has Plan-making / SA involved up to this point?		<ul style="list-style-type: none"> An outline of the reasons for selecting the alternatives dealt with (and thus an explanation of why the alternatives dealt with are 'reasonable') The likely significant effects on the sustainability baseline associated with alternatives An outline of the reasons for selecting the preferred approach in-light of the appraisal of alternatives / an explanation of how the draft plan reflects sustainability considerations.
What are the appraisal findings at this current stage?		<ul style="list-style-type: none"> The likely significant effects on the sustainability baseline associated with the draft plan The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects of implementing the draft plan
What happens next (including monitoring)?		<ul style="list-style-type: none"> A description of the measures envisaged concerning monitoring

N.B. The right-hand column does not quote directly from Schedule 2 of the SEA Regulations, but rather reflects a degree of interpretation (and is something of an outline). Appendix 1 considers the 'links' between Schedule 2 and the table above in detail.

PART 1: WHAT'S THE SCOPE OF THE SA?

4 INTRODUCTION (TO PART 1)

4.1.1 This is Part 1 of the SA Report, the aim of which is to introduce the reader to the scope of the SA. In particular, and as required by the SEA Regulations,⁴ this Chapter answers the following questions.

- What’s the Plan seeking to achieve?
- What’s the sustainability ‘context’?
- What’s the sustainability ‘baseline’?
- What are the key issues that should be a focus of SA?

5 WHAT IS THE PLAN SEEKING TO ACHIEVE?

In this Section the SA Report will present a summary of the broad scope of the Local Plan, i.e. explain that it seeks to establish a spatial strategy for growth and sets out policies for managing development.

6 WHAT’S THE SUSTAINABILITY ‘CONTEXT’?

In this Section the SA Report will present a summary of the ‘context review’ presented within the SA Scoping Report (2011), updated as necessary.

7 WHAT’S THE SUSTAINABILITY ‘BASELINE’?

In this Section the SA Report will present a summary of the ‘context review’ presented within the SA Scoping Report (2011), updated as necessary.

N.B. A similar summary was presented in Chapter 3 of the 2012 Interim SA Report (i.e. the document published as part of the Issues and Options consultation).

8 WHAT ARE THE KEY ISSUES THAT SHOULD BE A FOCUS OF THE APPRAISAL?

8.1 Introduction

8.1.1 Drawing on the review of the sustainability context and baseline, the SA Scoping Report was able to identify a range of sustainability issues that should be a particular focus of SA, ensuring it remains focused. Sustainability issues are listed in Table 8.1, below for each of the sustainability topic headings that were used as the basis for scoping. Taken together, the sustainability topics and issues provide a methodological framework for the appraisal of alternatives and the draft plan.

Table 8.1: Sustainability topics and issues (i.e. the SA framework)

Sustainability topic (Thematic)	Sustainability issues
Communities and well-being	<ul style="list-style-type: none"> • Arrest the trend in increased deprivation particularly within wards to the north and east of Cambridge; • Improve the health and well-being of Cambridge residents and reduce

⁴ Environmental Assessment of Plans and Programmes Regulations 2004

	<p>inequalities in health particularly in the north and east of Cambridge;</p> <ul style="list-style-type: none"> • Reduce inequalities in the educational achievement level of economically active adults and develop the opportunities for everyone to acquire the skills needed to find and remain in work; • Capitalise on the ethnic diversity of the city and its contribution to vibrant and inclusive communities; • Protect and enhance community, leisure and open space provision, particularly in wards anticipated to experience significant population growth including Trumpington, Castle and Abbey; • Ensure the timely provision of primary and secondary education in the locations where it is needed; • Increase delivery of affordable and intermediate housing, in particular one and two bedroom homes; • Ensure that the design and size of new homes meet the needs of the existing and future population, including the elderly, disabled people and those in poor health; and • Improve air quality in and around the Cambridge city centre AQMA and along routes to the City including the A14.
<p>Economy</p>	<ul style="list-style-type: none"> • Maintain and capitalise on Cambridge's position as one of the UK's most competitive cities; • Address pockets of income and employment deprivation particularly in Abbey Ward and Kings Hedges; • Capitalise on the value that language schools/specialist tutorial colleges contribute to the local economy, but balance this against the increased impact this may have on the housing market; • Ensure provision of appropriate office space for small and growing high tech businesses and research sectors; • Consider the need for high-tech headquarters and high-tech manufacturing; • Consider whether and how to address the on-going loss of industrial floorspace; • Encourage more sustainable growth of tourism which recognises the pressure it places on the City's transport infrastructure and accommodation need; • Ensure the continued vitality and viability of the city centre and safeguard the diversity of independent shops in areas such as along Mill Road; • Protect local shopping provision in district and local centres which provide for people's everyday needs; and • Ensure adequate provision of convenience shopping in the north west of Cambridge.
<p>Transport</p>	<ul style="list-style-type: none"> • Build on the high modal share of cycling in the city centre and encourage cycling for journeys over one mile; • Reduce the use of the private car and ensure greater access to frequent public transport; and • Capitalise on the opportunity of new development to discourage private car

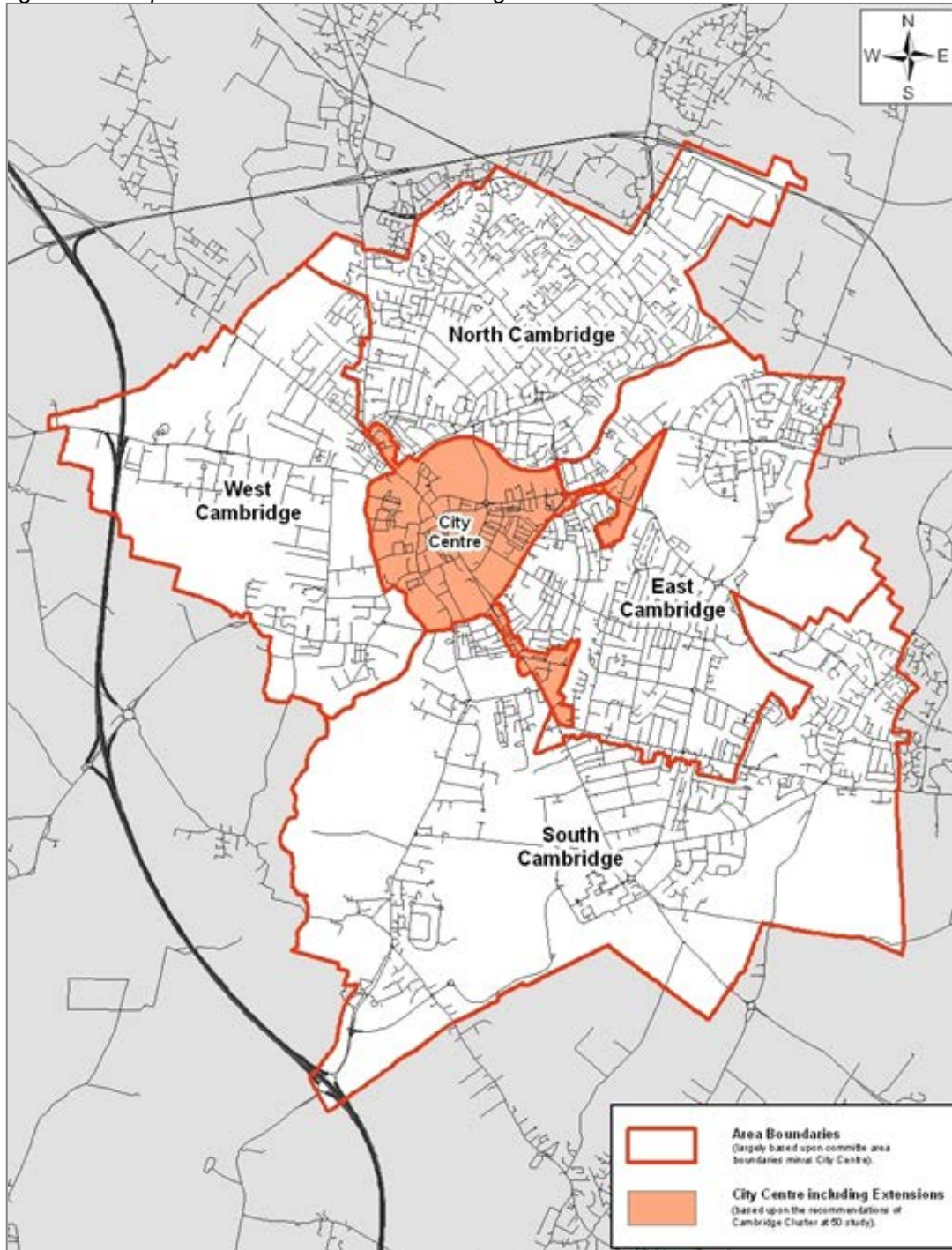
	<p>use and promote the use of more sustainable forms of transport.</p>
Water	<ul style="list-style-type: none"> • Ensure developments implement the highest standards of water efficiency and place no additional pressure on water scarcity in the region; • Improve the water quality of Cambridge’s water courses in line with the Water Framework Directive requirements; and • Ensure new development takes sewerage infrastructure into account.
Flood risk including climate change adaptation	<ul style="list-style-type: none"> • Account for the potential environmental, economic and social cost of flooding for all development proposals; • Protect and enhance existing natural flood risk management infrastructure and ensure all development incorporates sustainable drainage systems to minimise surface water flood risk; and • Ensure that new and existing communities are capable of adapting to climate change with consideration given to the role of green and blue infrastructure as well as the layout and massing of new developments.
Climate change mitigation and renewable energy	<ul style="list-style-type: none"> • Reduce transport emissions by encouraging cycling and promoting infrastructure for zero emissions vehicles; • Reduce carbon emissions from all aspects of new developments and ensure development meets the highest standards in low carbon design; • Account for the whole life carbon cost of new development and transport infrastructure; and • Ensure greater deployment of energy efficiency and renewable energy technologies.
Landscape, townscape and cultural heritage	<ul style="list-style-type: none"> • Ensure the protection and enhancement of the historic environment through appropriate design and scale of new development; • Actively promote the character and distinctiveness of the Conservation Areas; and • Ensure the scale of new development is sensitive to the existing key landmark buildings and low lying topography of the City.
Biodiversity and green infrastructure	<ul style="list-style-type: none"> • Maintain and build on the success of positive conservation management on local wildlife sites and SSSIs; • Maintain and improve connectivity between existing green infrastructure in order to provide improved habitats for biodiversity and ensure no further fragmentation of key habitats as a result of new or infill development; • Capitalise on the opportunity for green infrastructure to help Cambridge adapt to the threats posed by climate change (particularly flooding), and to improve water quality; and • Ensure new development does not impact on biodiversity including no further loss of biodiversity rich farmland to development.
Sustainability topic (Spatial)	Sustainability issues
City centre	<ul style="list-style-type: none"> • Ensure the centre capitalises on the opportunities from growing business

	<p>sectors;</p> <ul style="list-style-type: none"> • Maintain and improve the quality of the Centre as a place to live, work and spend leisure time, while ensuring a safe and welcoming environment; and • Ensure opportunities to reduce energy demand through renewable and low carbon technologies are maximised.
North Cambridge	<ul style="list-style-type: none"> • Address deprivation across quite expansive areas of the City's northern and north-eastern extents; • Address flood risk issues; • Capitalise on opportunities to encourage use of public transport and walking/cycling (including to access the Cambridge Science Park); • Increase access to high quality open space, particularly within Arbury; • Support the achievement of identified priorities within the Chesterton / Ferry Lane and De Freville Conservation Areas; • Encourage high quality design and improve the quality of the public realm within some areas; and • Develop a co-ordinated policy with South Cambridgeshire District Council for the development of Northern Fringe East.
South Cambridge	<ul style="list-style-type: none"> • Address flood risk issues; • Consider the potential to address deprivation associated with areas to the East; • Work with developers to facilitate the achievement of successful new communities within the urban extensions; • Maintain and enhance open spaces and green space within the urban area, and the Green Belt setting; • Support the achievement of identified priorities within Conservation Areas; and • Capitalise on opportunities to encourage use of public transport and walking/cycling.
East Cambridge	<ul style="list-style-type: none"> • Maintain and enhance open spaces and green space within the urban area, and the Green Belt setting; • Address deprivation issues across quite expansive areas; • Maintain the character of particular neighbourhoods; and • Capitalise on opportunities to encourage use of public transport and walking/cycling.
West Cambridge	<ul style="list-style-type: none"> • Maintain and enhance open spaces and green space within the urban area, and the Green Belt setting; • Maintain the exceptional character of the built environment and address priorities identified within the designated Conservation Areas; and • Capitalise on opportunities to encourage use of public transport and walking/cycling.

8.1.2

Figure 8.1 overleaf presents a map of the five functional areas in Cambridge. The functional areas were identified at the scoping stage and are loosely based on the boundaries covered by the Council's Area Committees, although the area defined as the city centre has been widened in light of the 'Cluster at 50' Report, produced for the City Council by SQW.

Figure 8.1: Map of Functional Areas in Cambridge



PART 2: WHAT HAS PLAN-MAKING / SA INVOLVED UP TO THIS POINT?

'Part 2' of the SA Report aims to

- 1) Present appraisal findings that have previously been fed-back to the Council / published in Interim SA Reports
- 2) Explain the influence that this 'interim' appraisal has had on the development of the draft plan.

Part 2 is essentially an exercise in communicating what has gone on beforehand, i.e. in the past. It is nonetheless important to present this information at the current time as stakeholders do still have the opportunity to question the preferred approach / suggest alternative approaches.

9 INTRODUCTION (TO PART 2)

9.1.1 Two 'Interim' SA Reports have been produced to date –

- 1) In May 2012 an Interim SA Report was published for consultation alongside the Council's 'Issues and Options' consultation document.
 - This Interim SA Report presented an appraisal of some 201 'options'.
 - Some were mutually exclusive and hence were appraised as '**alternatives**', i.e. compared and contrasted in addition to being appraised in isolation.
 - Others were '**broad location options**', i.e. where there was a choice to be made, but no assumption that the options were mutually exclusive.
 - Others were 'stand-alone options', i.e. suggested approaches that consultees might wish to agree or disagree with.
- 2) In January 2013 an Interim SA Report was published for consultation alongside the Council's 'Issues and Options 2' consultation document (which was split in two 'Parts').
 - This Interim SA Report presented an appraisal of:
 - Six housing/employment development **site options** located within the Green Belt around the edge of Cambridge;
 - 33 **site options** located within the urban boundary of Cambridge City; and
 - The 'cumulative effects of some or all of the site options coming forward together', with an assessment presented for five geographical 'sectors' (City Centre, North, South, East and West).

9.1.2 A chapter below is dedicated to each of the two 'interim' SA steps (i.e. the appraisals undertaken in May 2012 and January 2013). Within each chapter the following is presented:

- 1) An introduction to those sets of policy alternatives, broad location options and site options that were the focus of appraisal and an explanation (in the form of 'outline reasons') of why focusing the appraisal in this way represented a 'reasonable' approach.
 - N.B. The SEA Regulations require that – as an interim SA step, i.e. prior to preparing the draft plan – there is an appraisal of 'reasonable alternatives'; hence, it is the interim appraisal of alternatives, broad location options and site options that is the focus of discussion here. The interim appraisal of 'standalone options' and 'cumulative effects of site options coming forward in combination' need *not* be a focus of discussion here.
- 2) An explanation (in the form of 'outline reasons') of why the preferred approach (as set out in the Proposed Submission Plan) was selected in-light of the appraisal of alternatives / site options.
 - It is the intention that reference to the influence of interim SA should serve to demonstrate that the Proposed Submission Plan has been prepared so as to reflect sustainability considerations.

10 INTERIM SA STEP 1 – MAY 2012

10.1 Introduction

10.1.1 This chapter essentially ‘tells the story’ of the appraisal of alternatives and broad location options undertaken in May 2012 and how it has contributed to development of the Proposed Submission Plan.

10.2 Reasons for selecting the sets of alternatives / broad location options that were a focus of appraisal

10.2.1 **Table 10.1** presents the sets of alternatives / broad location options that were a focus of appraisal in the May 2012 Interim SA Report, along with ‘outline reasons for selecting these alternatives’ (i.e. a brief discussion of why it was reasonable to focus appraisal on these sets of alternatives / broad location options).

Table 10.1: Alternative approaches and broad location options that were focus of appraisal in the May 2012 Interim SA Report

Issue ⁵	Alternatives / broad location options considered ⁶	‘Outline reasons’ for this selection ⁷
Number of new homes / Broad spatial strategy	12,700 new homes to 2031 / Urban growth	<p>This column will give the background to the issue / options considered. It is largely a case of summarising the background text presented within the Issues and Options consultation document (2012).</p> <p>The aim of this table is to explain to readers / stakeholders why the approach taken to issues and options was ‘reasonable’</p>
	14,000 new homes to 2031 / The current development strategy	
	21,000 new homes to 2031/ Enhanced levels of urban and Green Belt growth	
	25,000 new homes to 2031 / Significantly increased levels of urban and Green Belt growth	
Level of employment provision	10,000 new jobs to 2031	
	15,000 new jobs to 2031	
	20,000 new jobs to 2031	
Broad location (for future development) options	Development within the Urban Area of Cambridge	
	Broad Location 1: Land to the North & South of Barton Road	
	Broad Location 2: Playing Fields off Granchester Road Newnham	
	Broad Location 3: Land West of Trumpington Road	
	Broad Location 4: Land west of Hauxton Road	
	Broad Location 5: Land South of	

⁵ Bold text indicates where options are entirely mutually exclusive.

⁶ A single asterisk (*) indicates that an option represents a continuation of the approach set out within the existing Local Plan. A double asterisk (**) indicates that an option represents a ‘do nothing’ approach, i.e. the option of not addressing the issue at hand.

⁷ Text provided by Cambridge City Council

Issue ⁵	Alternatives / broad location options considered ⁶	'Outline reasons' for this selection ⁷
	Addenbrookes Road Broad Location 6: Land South of Addenbrooke"s and Southwest of Babraham Road Broad Location 7: Land between Babraham Road & Fulbourn Road Broad Locations 8, 9 and 10	
Settlement hierarchy	Maintain the current hierarchy of centres with new additions * Change the position of some centres within the hierarchy with new additions	
Cambridge East	Retain current allocation for development of an urban quarter * Remove the allocation, but safeguard the land for development post 2031. Remove the allocation and return the land back to the Green Belt	
Reduction of carbon emissions from new development	Detailed targets for onsite carbon emission reductions that relate to levels of the CfSH being sought Detailed targets for onsite carbon emissions reductions in line with the findings of Decarbonising Cambridge Continue to require a percentage of energy to come from renewable sources, but otherwise leave carbon reduction to Building Regulations *	
Water efficiency	Target of water neutrality Target of 80l/head/day Target of 105l/head/day	
Water efficiency in non-domestic buildings	Water neutrality Achieve the highest water efficiency levels practicable, i.e. utilise the BREEAM method and achieving the highest points available for all of the water criteria. Achieve high water efficiency standards, i.e. BREEAM rating of 'very good' to 'excellent'	
Tall buildings	Criteria based policy on the acceptability of tall buildings Policy identifying specific areas suitable for tall buildings Limits on building heights	
Enhancement of biodiversity	Within all development Within major developments only	

Issue ⁵	Alternatives / broad location options considered ⁶	'Outline reasons' for this selection ⁷
	Include reference to the enhancement of biodiversity within Option 64 (The design of the public realm, landscape and other external spaces)	
Proportion of affordable housing required of qualifying developments	30%	
	40% *	
	50%	
Qualifying threshold for affordable housing provision	Lower than current	
	Maintain current *	
Affordable housing contribution from new student accommodation?	Yes	
	No *	
Housing mix (tenure)	Develop a policy that specifies the tenure mix to be	
	Not specify the tenure mix in the Local Plan but address through planning applications drawing on the SHMA and Affordable Housing SPD (which would be reviewed regularly) **	
Housing mix (types and sizes)	General Policy specifying that a mix be achieved on sites providing new housing *	
	Policy specifying the mix of housing sizes and types to be achieved	
Density	No specific requirements (i.e. consider on a case by case basis in light of design considerations) **	
	Establish minimum density for the city centre only	
	Establish a minimum density for sites within 400m of district and local centres on high quality public transport routes	
	Establish a minimum density of 30dph for all new development sites	
Space standards (internal)	Minimum standards based on the level of occupancy	
	Minimum standards based on a range of dwelling types	
Space standards (external)	Minimum space standards for private outdoor amenity space only	
	General provision of private outdoor amenity space	

Issue ⁵	Alternatives / broad location options considered ⁶	'Outline reasons' for this selection ⁷
Space standards (internal/external)	No policy (market-led approach)**	
Lifetime homes standards	Standard applied to all new housing developments	
	A proportion of new homes to meet standard	
Garden infill	Criteria based policy to enable small scale residential development and infill development in the rear of gardens	
	Policy to restrict infill development in rear gardens	
Selective management of the economy	Continue with current approach (whereby employment uses that have an essential need for a Cambridge location or provide a service for the local population are given positive support) *	
	Amend the 'Selective Management of the Economy' policy to include some additional uses	
	No policy (market-led approach) **	
Protection of industrial and storage space	Continue with current approach (i.e. protection) *	
	Amend the policy of Protection of Industrial and Storage Space by deleting all protected sites (leaving a criteria based policy)	
	Amend the policy of Protection of Industrial and Storage Space by amending the criteria based policy to encourage other forms of employment development	
Protecting office space	No policy (market-led approach) **	
	Protect with a criteria based policy	
Promoting cluster development	Continue to promote *	
	No policy (market-led approach) **	
Social shared spaces (involving a mix of uses in employment areas)	Promote	
	No policy (market-led approach) **	
Densifying existing employment areas	Seek to densify	
	No policy (market-led approach) **	
Policy approach to shopping centres	Separate policy approach for different types of centre	
	Generic policy approach for all	
Policy approach to	Protection through policy	

Issue ⁵	Alternatives / broad location options considered ⁶	'Outline reasons' for this selection ⁷
neighbourhood shops and shopping parades	No policy (market-led approach) **	
University of Cambridge Staff and Student Housing	Continue to allocate new sites and new provision * Expand existing colleges rather than plan for new College's at North West Cambridge	
Anglia Ruskin University student hostel development	Support with affordable housing exemption * Support but removal of affordable housing exemption	
Speculative Student Hostel Accommodation	Limited to Anglia Ruskin University and the University of Cambridge Widened to include other established educational institutions	
Additional Hotel provision	Provision based on a high growth scenario of around 2,000 new bedrooms Provision based on a medium growth scenario of around 1,300 new bedrooms	
Retention of Hotels in the City Centre	Policy to ensure retention of hotels and guesthouses in the City Centre / prevent losses to other uses. No policy (market-led approach) **	
Open Space and Recreation	Update the standards in line with the Open Space and Recreation Strategy (2011) Maintain the current standards *	
Protection of Public Houses	No policy (market-led approach) ** Protection for all public houses Protect all public houses from redevelopment to alternative uses unless demonstrably not viable as a pub	
Former Public House sites	Safeguard current use where the loss of the current use to other uses (excluding A-uses and community facilities) would harm the vibrancy and vitality of the local area Allow the re-instatement of a public house use from a community facility, A1, A2, A3 or A5 use.	
Provision of community facilities	Support new facilities where there is an identified local need Support new facilities where development leads to an increased demand.	
Car parking	Maintain the current level of provision	

Issue ⁵	Alternatives / broad location options considered ⁶	'Outline reasons' for this selection ⁷
	Set new standards for residential developments only	
	Set new standards for all developments	
Car free development	Include a dedicated policy	
	Refer to car free development within other policies only *	
Modal split targets for new development	Establish a modal split target	
	Negotiate a target on a site-by-site basis *	
Travel Plans	Travel Plans for all sites that meet a certain threshold	
	Only require Travel Plans where officers feel it appropriate *	

10.3 Reasons for selecting the preferred approach (in-light of appraisal findings)

The Council has produced an 'audit trail' as part of the Statement of Consultation which explains the background to each of the policies presented within the draft plan as it currently stands. This takes into account the evidence base, issues arising from Issues and Options (2012) and Issues and Options 2 (2013) consultations, and the accompanying Interim SAs. Within this section of the SA Report there will be a need to summarise some of that information, in particular highlighting instances of A) the draft plan approach reflects SA findings; and B) the draft plan approach conflicts with SA findings (i.e. instances where the draft plan approach was determined on the basis of evidence other than the SA).

For example, it will be appropriate to explain that the reason the Plan has not taken forward 'water neutrality' is that...

While such an option offers the most innovative and progressive approach to water efficiency, it may prove difficult to implement and would also be the most expensive option, which may impact on viability (note that impacts on viability are a key element of the National Planning Policy Framework). There would also be inherent difficulties in applying retrofit measures to existing properties (a necessary step when seeking water neutrality), with associated on-going maintenance costs. Although this option has been rejected, it should, however, be noted that the draft Water Bill, which was published in July 2012, is giving consideration to charging mechanisms and connection charges that may enable water neutrality to be implemented in the future without the need for a specific planning policy.

11 INTERIM SA STEP 2 – JANUARY 2013

11.1 Introduction

11.1.1 This chapter essentially ‘tells the story’ of the appraisal of site options undertaken in January 2013 and how it has contributed to development of the Proposed Submission Plan.

11.2 Reasons for selecting the site options that were a focus of appraisal

Here there is a need to summarise the process that the Council went through in order to:

- Identify ‘reasonable’ site allocation options that should then be the focus of detailed consideration (including SA)
- Screen out some site options as ‘unreasonable’, i.e. not worthy of detailed consideration / SA.

The information that must be summarised is presented within Chapter C of the ‘Issues and Options 2 – Part 2’ consultation document (January 2013).

11.3 Reasons for selecting the preferred sites (in-light of appraisal findings)

Here there is a need to summarise the reasons for choosing to allocate some of the ‘reasonable site options’ assessed whilst rejecting others. This information is largely presented in the Part 2 Sites Audit Trail, the Statement of Consultation [Appendix E to Part 2 Committee Report, 29 May 2013], and the May 2013 Supplement to the Technical Background Document – Part 2 Site Options Within and on the Edge of Cambridge (January 2013) [Appendix M to Part 1 Committee Report, 29 May 2013]. This section will:

1) Include a discussion of some of the more contentious site options, including A) those that were not allocated despite the SA suggesting that they perform relatively well; and B) those that were allocated despite the SA suggesting that they are constrained / are associated with locational issues that may be a challenge to resolve, albeit recognising that SA was only part of the evidence base.

2) Signpost readers to other documentation where they will find details of the Council’s reasons for site selection / rejection.

PART 3: WHAT ARE THE APPRAISAL FINDINGS AND RECOMMENDATIONS AT THIS CURRENT STAGE?

12 INTRODUCTION (TO PART 3)

Part 3 presents an appraisal of 'the draft plan' as it stands at the current time. This appraisal is presented to Councillors with a view to informing consideration of the plan / decision-making. Sections 14 – 21 present an appraisal of 'the draft plan' by 'topics', while Sections 22 – 26 present an appraisal of 'the draft plan' by 'functional areas'. Reference should be made to Figure 8.1 in Part 1 of this report when reading Sections 22 – 26.

It is intended that Officers will consider the recommendations made below and make suggested changes to the policies which will be taken into account at Environment Scrutiny Committee and Full Council. In this way the findings of the SA have been used iteratively to guide the development of the Plan.

Part 3 of the SA Report document that is eventually Published alongside the Proposed Submission Plan will need to be up-to-date. Hence, if it is the case that changes are made to the plan between now and the time of Publication, then these changes will also need to be reflected in the appraisal.

13 METHODOLOGY

- 13.1.1 The appraisal identifies and evaluates 'likely significant effects' on the baseline associated with the plan, drawing on the sustainability topics ('thematic' and 'spatial') and issues identified through scoping (see Part 1) as a methodological framework.
- 13.1.2 Effects are predicted taking into account the criteria presented within Regulations.⁸ So, for example, account is taken of the duration, frequency and reversibility of effects as far as possible. These effect 'characteristics' are described within the appraisal as appropriate. The potential for 'cumulative' effects is also considered.
- 13.1.3 Every effort is made to predict effects accurately; however, this is inherently challenging given the high level nature of the plan. The ability to predict effects accurately is also limited by understanding of the baseline (now and in the future under a 'no plan' scenario). In light of this, there is a need to make considerable assumptions regarding how the plan will be implemented 'on the ground' and what the effect on particular receptors will be. Where there is a need to rely on assumptions, this is made explicit in the appraisal text.⁹ In many instances, given reasonable assumptions, it is not possible to predict likely significant effects, but it is possible to comment on the merits (or otherwise) of the plan in more general terms.

⁸ Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations 2004

⁹ It is worth noting that, as stated by Government Guidance (The Plan Making Manual, see <http://www.pas.gov.uk/pas/core/page.do?pagelid=156210>): "Ultimately, the significance of an effect is a matter of judgment and should require no more than a clear and reasonable justification."

14 CLIMATE CHANGE MITIGATION AND RENEWABLE ENERGY

14.1 Sustainability issues

- Reduce transport emissions by encouraging cycling and promoting infrastructure for zero emissions vehicles;
- Reduce carbon emissions from all aspects of new developments and ensure development meets the highest standards in low carbon design;
- Account for the whole life carbon cost of new development and transport infrastructure; and
- Ensure greater deployment of energy efficiency and renewable energy technologies.

14.2 Relevant plan policies

- *Section 2: Policy 5* Strategic Transport Infrastructure
- *Section 3: Policy 13* Areas of Major Change and Opportunity Areas – general principles, **Policy 16** Cambridge Biomedical Campus (Including Addenbrooke’s Hospital)
- *Section 4: Policy 27* Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use, **Policy 28** Allowable Solutions for Zero Carbon Development, **Policy 29** Renewable and Low Carbon Energy Generation, **Policy 30** Energy Efficiency Improvements in Existing Dwellings,
- *Section 7: Policy 57* Designing New Buildings, **Policy 63** Works to a heritage asset to address climate change
- *Section 9: Policy 80* Supporting Sustainable Access to Development, **Policy 81** Mitigating the Transport Impact of Development, **Policy 82** Parking Management, **Policy 83** Aviation Development,
- *Section 10: Policy 85* Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

14.3 Appraisal

14.3.1 With regards to transport emissions there are a number of policies that are relevant. Transport emissions, unlike emissions from other sources identified in the Scoping Report, have been rising nationally since the 1990s. In order to counter this and help achieve national targets, **Policy 5** sets out the strategic vision for transport infrastructure in the city. It requires that, in line with the Cambridgeshire Local Transport Plan, development should achieve modal shift, i.e. a shift towards sustainable transport with greater priority given to pedestrians and cyclists.

14.3.2 **Policy 13** sets out the ‘general principles’ for the Opportunity Areas and Areas of Major Change (**Policies 14-25**), namely requiring higher densities of development at transport interchanges, for new development to be fully integrated into transport networks and be supportive of public transport and active travel; and additionally provide for public transport improvements including buses and park and ride services. Locating development in sustainable locations should reduce the need to travel and also reduce the need for motorised transport. The policy (and also **Policy 85**) also states that planning obligations shall be sought for transport infrastructure which should further achieve these aims. This will ensure that strategic new development will improve walking, cycling and public transport provision for existing and future residents, reducing per capita emissions from transport sources.

- 14.3.3 **Policies 80-82** seek to achieve modal shift by limiting accessibility to private vehicles; promoting sustainable transport; requiring Transport Plans to be submitted for major developments; restricting parking with ‘maximum’ parking allowances; enhancing the provision of electric vehicle charging infrastructure and encouraging journeys made by cycling by requiring ‘minimum’ cycle parking spaces. Cambridge already has one of the highest percentages in Europe in terms of cycling and such policies would further improve infrastructure for current and future cyclists. In combination, these policies should reduce transport emissions and reduce pressure on the Air Quality Management Area.
- 14.3.4 **Policy 83** states that aviation development at Cambridge Airport will only be supported where it would not have a significant adverse impact on the environment and on residential amenity. The phrasing of this policy implies that a ‘non-significant’ adverse environmental impact would be acceptable, and increased air transport at the airport could lead to negative effects in terms of climate change mitigation.
- 14.3.5 The plan has various policies which seek to reduce the level of emissions from buildings and development. **Policy 27** seeks carbon reduction through requiring residential development to achieve Code for Sustainable Homes Level 4 (achieving ‘zero carbon’ by 2016) in line with national standards which are progressively tightening, and commercial development BREEAM level ‘Very Good’ (Excellent in 2016). Development should also follow the ‘energy hierarchy’ by firstly reducing the need for energy in the building’s design, secondly using energy more efficiently, and thirdly supplying energy from renewable sources.
- 14.3.6 To meet ‘zero carbon’ requirements by 2016 **Policy 28** requires ‘Allowable Solutions’ to supply energy and lead to no net residual emissions for new development. Where solutions cannot be provided on-site or nearby, money can be pooled to invest on agreed schemes listed on the Energy Efficiency and Renewable and Low Carbon Energy Infrastructure Projects List, and **Policies 13 and 85** state that planning obligations will be used towards infrastructure, including renewable energy. **Policy 30** encourages retrofitting of existing buildings to improve their environmental performance and as such should lead to a reduction overall in domestic emissions. This should lead to **significant positive effects** in terms of emissions as Cambridge is an historic city which has many older and energy-inefficient homes which will benefit from the policy. Permitted development rights apply to non-designated buildings (for example, replacing windows and internal insulation); whereas listed buildings and buildings of architectural merit (for example in Conservation Areas) will require planning permission where policies in the Plan will apply¹⁰. **Policy 63** allows in principle retrofitting of heritage assets, but it also explains when retrofitting would not be suitable.
- 14.3.7 **Policy 29** seeks to deliver renewable and low carbon energy schemes, subject to criteria; and **Policy 27** encourages connection to District Heating Networks (such as the one proposed at Addenbrooke’s Hospital in **Policy 16**) and for new development to be ‘future proofed’ for potential future connection to the network, which could further lessen emissions through delivering low carbon heating. **Policy 57** requires new buildings to include design measures to reduce environmental impact, such as renewable energy systems, in an ‘architecturally sensitive way’. This requirement could reduce the number of different technologies that could be employed, but is considered reasonable given the high architectural quality of the city. This requirement could be removed from the policy however as other design policies would still apply.
- 14.3.8 In terms of accounting for the lifetime carbon cost of development, **Policy 27** should lead to **significant positive effects** as it seeks to maximise resource efficiency through reusing materials from demolition and other waste streams, reducing emissions by reducing the need to quarry, extract or manufacture new materials.

¹⁰ See, for example, the Institute for Sustainability (2011) Managing Low Carbon Retrofit Projects [online] available at: <http://bob.instituteforsustainability.org.uk/knowledgebank/retrofitguides/guide-5/Pages/Download.aspx> (accessed 13/05/2013)

14.3.9 Generally the policies are stringent but it is noted that the majority contain the caveat ‘subject to viability’ which means that, in practice, not all developments will conform to the policy. This could lead to negative effects in terms of emissions which cumulatively could lead to a more significant negative effect in terms of this objective. It is recommended that officers work closely and collaboratively with developers and applicants to ensure that the requirements of the policies in the plan are met as fully as possible in order to ensure that as few developments as possible come forward without the necessary design features and infrastructure. The ‘viability’ caveat increases uncertainty over the implementation of the plan policies concerning emissions and renewable energy; however it increases certainty for development to come forward and lead to social and economic benefits.

14.4 Conclusions and recommendations

14.4.1 Overall the plan would lead to **significant positive effects** in terms of the SA objectives: to reduce transport emissions by encouraging cycling and promoting infrastructure for zero emissions vehicles; reduce carbon emissions from all aspects of new developments and ensure development meets the highest standards in low carbon design; account for the whole life carbon cost of new development and transport infrastructure; and ensure greater deployment of energy efficiency and renewable energy technologies. The plan would require new development to incorporate a high level of emissions reductions and in due course lead to zero carbon development; whilst other policies would contribute to reducing the environmental impact of existing development too (through retrofitting). District Heating Networks are proposed to lead to low carbon heat supply.

14.4.2 The embodied energy of construction materials would be reused and recycled in new construction which would reduce emissions used in the mining and manufacturing of new construction materials. Transport improvements would shift priority from the car to increase use of the sustainable transport modes of walking, cycling and public transport, and development would be located in sustainable places that reduce the need to travel. In combination, all of these policies should lead to **significant positive effects** in terms of reducing emissions and increasing energy efficiency.

14.4.3 The following recommendations are made:

- Work closely with applicants to ensure that design features, mitigation and infrastructure is implemented as fully as possible, given viability constraints.

15 ECONOMY

15.1 Sustainability issues

- Maintain and capitalise on Cambridge's position as one of the UK's most competitive cities;
- Address pockets of income and employment deprivation particularly in Abbey Ward and Kings Hedges;
- Capitalise on the value that language schools/specialist tutorial colleges contribute to the local economy, but balance this against the increased impact this may have on the housing market;
- Ensure provision of appropriate office space for small and growing high tech businesses and research sectors;
- Consider the need for high-tech headquarters and high-tech manufacturing;
- Consider whether and how to address the on-going loss of industrial floorspace;
- Encourage more sustainable growth of tourism which recognises the pressure it places on the City's transport infrastructure and accommodation need;
- Ensure the continued vitality and viability of the city centre and safeguard the diversity of independent shops in areas such as along Mill Road;
- Protect local shopping provision in district and local centres which provide for people's everyday needs; and
- Ensure adequate provision of convenience shopping in the north west of Cambridge.

15.2 Relevant plan policies

- *Section 2: Policy 2* Spatial Strategy for the location of employment development, **Policy 6** Hierarchy of centres and Retail Capacity, **Policy 7** The River Cam
- *Section 3: Policy 9* The City Centre, **Policy 10** Development in the City Centre Primary Shopping Area, **Policy 11** Fitzroy/Burleigh Street/Grafton Area of Major Change, **Policy 13** Areas of Major Change and Opportunity Areas – general principles, **Policy 14** Northern Fringe East and land surrounding Cambridge Science Park Station, **Policy 12** Cambridge East, **Policy 15** South of Coldham's Lane, **Policy 16** Cambridge Biomedical Campus (including Addenbrooke's Hospital), **Policy 17** Southern Fringe, **Policy 18** West Cambridge, **Policy 19** NIAB 1, **Policy 20** Station Areas East and West, **Policy 21** Mitcham's Corner Opportunity Area, **Policy 22** Eastern Gate Opportunity Area, **Policy 23** Mill Road Opportunity Area, **Policy 24** Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area, **Policy 25** Old Press/Mill Lane Opportunity Area, **Policy 26** Site Specific Development Opportunities
- *Section 5: Policy 40* Development and Expansion of Business Space, **Policy 41** Protection of Business Space, **Policy 42** Connecting new developments to digital infrastructure, **Policy 43** University Faculty Development, **Policy 44** Specialist Colleges and Language Schools, **Policy 46** Development of Student Housing
- *Section 8: Policy 72* Development and change of use in district, local and neighbourhood centres, **Policy 77** Development and Expansion of Hotels, **Policy 78** Redevelopment or loss of hotels, **Policy 79** Visitor attractions
- *Section 9: Policy 80* Supporting Sustainable Access to Development, **Policy 81** Mitigating the Transport Impact of Development, **Policy 82** Parking Management, **Policy 83** Aviation Development, **Policy 84** Telecommunications

- *Section 10: Policy 85* Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

15.3 Appraisal

- 15.3.1 The Scoping Report highlights four main economic sectors in Cambridge: higher and further education and the related research institutes; high-tech business; retail; and tourism.
- 15.3.2 **Policy 43** seeks to support University Faculty Development for the development or redevelopment of faculty, research and administrative sites for both the University of Cambridge and Anglia Ruskin University. The Universities are key drivers of economic growth in the sub region and this policy would allow the Universities to grow. **Policy 44** allows for the development of existing and new specialist schools subject to criteria regarding accommodation, social and welfare facilities for non-local students. **Policy 46** sets out the requirements for student housing that allows the Universities and specialist colleges to grow. Specialist colleges and language schools contribute £78m to the local economy and this policy allows them to grow and boost the local economy, whereas the previous Local Plan prevented the expansion of new language schools and specialist schools/tutorial colleges within Cambridge. As such, the plan would lead to **significant positive effects** in terms of economic growth at the Universities and specialist schools.
- 15.3.3 **Policy 2** sets the target for 12ha of employment land to be delivered over the plan period. Provision has been made for varied employment opportunities however with a particular focus on knowledge based industries and institutions, of which there will be a range of sites and sizes. **Policy 40** supports proposals that help reinforce the existing high technology and research cluster of Cambridge. Delivering such a quantum of employment land of varying sizes should lead to **significant positive effects** in terms of ensuring provision of appropriate office space for small and growing high tech businesses and research sectors and high tech headquarters, whilst also providing the potential for high tech manufacturing. The provision of employment land and support for the Universities (as described above) should capitalise upon Cambridge's reputation and maintain Cambridge's competitiveness in attracting investment and business.
- 15.3.4 **Policy 41** seeks to address the loss of industrial floorspace by affording greater protection to 'Protected Industrial Land' and by establishing a presumption against the loss of all other protected employment land. This should lead to **significant positive effects** in terms of maintaining the supply of a range of industrial land for businesses that underpin the research and knowledge-based industries in Cambridge that are so important to the national, regional and local economy.
- 15.3.5 **Policy 6** sets out the capacity for 14,141m² of additional comparison retail floorspace to 2022. The policy is clear that this should be directed to centres in line with the sequential approach set out in the NPPF, and taking into account the hierarchy of centres¹¹. The majority is to be delivered in the city centre (**Policies 9, 10 and 11**) but provision is also made for small scale retail at the Areas of Major Change and Opportunity Areas (**Policies 13-26**) in order to create mixed-use developments. **Policy 11** the Fitzroy / Burleigh Street / Grafton Area of Major Change is the primary focus for providing additional comparison retail in the City Centre, redeveloping and/or expanding the site for retail and leisure use with residential and student accommodation on the upper floors.

¹¹In Cambridge, the hierarchy is set out in Policy 6 and places the City Centre at the top of the hierarchy; then district centres; local centres; and finally neighbourhood centres.

- 15.3.6 **Policy 23** seeks to support proposals to improve and refurbish shops and frontages along Mill Road in order to add to the vitality and viability of the street, protect and enhance its unique character, and develop arts and cultural facilities. Large units would be resisted in order to safeguard the independent nature of the shops in the area. **Policy 72** sets the policy for changes of use and development at district, local and neighbourhood centres, focussing development to the larger centres in line with the retail hierarchy. The level of retail development proposed and the hierarchical approach to retail development should protect the vitality and viability of the city centre and Mill Road into the future, leading to **significant positive effects**.
- 15.3.7 The Scoping Report highlights that tourism makes a significant contribution to the local economy; however the current Local Plan has a policy of ‘managing rather than promoting’ tourism. In order to promote the sustainable growth of tourism, policies allow for the development and expansion of high quality hotels in sustainable locations (**Policy 77**); prohibit the loss of hotels and accommodation along public transport corridors (unless no longer viable – **Policy 78**); and support proposals for new visitor attractions (**Policy 79**) providing that they complement the existing cultural heritage of the city and are limited in scale. **Policy 7** requires development proposals along the River Cam corridor to take account of and support as appropriate tourism and recreational facilities. These approaches should reduce strain on the public transport network and attractions by reducing the number of day trips and diversifying the tourist ‘offer’ of the city; although it is noted that this approach is aspirational and may result in a ‘mini-break’ culture through greater hotel accommodation provision. Other policies seek to preserve the character of Cambridge (a key attraction to tourists) and as such the plan should lead to **significant positive effects** in terms of promoting the sustainable growth of tourism.
- 15.3.8 In terms of addressing income and employment deprivation at Kings Hedges and Abbey Ward, the majority of development is focussed at the south, west and centre of Cambridge (rather than the north and east where Kings Hedges and Abbey Ward are located). Protected industrial land is generally in the north east ‘quarter’ of Cambridge which should preserve existing employment uses, which are generally lower-skilled and lower-paid, for residents of deprived areas at Kings Hedges and Abbey Ward. Of the Areas of Major Change, **Policy 14** could be beneficial to Kings Hedges and Abbey Ward as it proposes 5.26ha¹² of “high quality mixed use development, including employment uses such as B1, B2 and B8 uses as well as a range of supporting uses, commercial, retail and residential uses” which could lead to employment opportunities on-site and improved access to employment in other areas via the busway and rail station. Employment opportunities are likely to be of greater benefit to higher-qualified and skilled workers and less beneficial to residents of Kings Hedges and Abbey Ward due to the focus on research and high-tech sectors; although a mix of employment is envisaged including retail and other supporting sectors to the ‘Cambridge Cluster’ uses. Providing that King’s Hedges and Abbey Ward are sufficiently connected to areas across the city they should be able to take advantage of the new job opportunities that the plan creates, which could lead to **significant positive effects** in terms of income and employment deprivation.
- 15.3.9 Several other policies set to be included in the Local Plan could have implications for the economy:
- **Policy 3** sets out the spatial strategy for the location of residential development. Delivery of 14,000 new dwellings over the plan period would provide new homes for employees, could help address housing affordability issues for businesses and could help attract businesses to the area, leading to positive effects in terms of competitiveness and the economy.

¹² CLP Proposals Schedule Draft

- **Policy 80** seeks to support development schemes that prioritise sustainable access to development by public transport, walking and cycling. This could lead to negative effects through reducing attractiveness to some businesses.
- **Policy 81** states that development will be permitted where the transport impact is shown to be acceptable in accordance with national and local policy tests.
- **Policy 82** sets the thresholds for parking spaces. This could lead to negative effects through reducing attractiveness to some businesses.
- **Policy 83** allows, in principle, development at the airport which could provide a competitive advantage to Cambridge.
- **Policy 84** development and installation of telecommunications equipment could keep Cambridge at the forefront of innovation and communications, providing a competitive advantage.
- **Policy 85** the costs of infrastructure provision could potentially discourage businesses from locating; however, there is no evidence to suggest that this will be the case given that other authorities will also be requiring contributions to infrastructure.

15.4 Conclusions and recommendations

15.4.1 The plan as appraised should lead to **significant positive effects** in terms of encouraging economic growth through capitalising on the four strengths of Cambridge's economy: higher and further education and the related research institutes; high-tech business; retail; and tourism. The plan proposes sustainable growth in all of these sectors and includes criteria to protect against negative or undesirable effects. Development in research and high-tech sectors should improve Cambridge's competitiveness in terms of business, whilst retail growth and tourism development should increase the city's attractiveness to shoppers, visitors and tourists. Support for the Universities and specialist tutorial colleges/language schools would also increase their value in the local economy providing that suitable accommodation is provided.

15.4.2 Recommendations:

- Ensure that new employment areas have strong transport links to Kings Hedges and Abbey Ward areas so that residents of these income and employment deprived areas can take advantage of new employment opportunities elsewhere in the city. It is notable that no policy is directed specifically at addressing problems of deprivation in these areas, albeit it is recognised that Cambridge is a compact City and hence wherever employment is located it will be relatively easy to access by public transport or bike.

16 FLOOD RISK INCLUDING CLIMATE CHANGE ADAPTATION

16.1 Sustainability issues

- Account for the potential environmental, economic and social cost of flooding for all development proposals;
- Protect and enhance existing natural flood risk management infrastructure and ensure all development incorporates sustainable drainage systems to minimise surface water flood risk; and
- Ensure that new and existing communities are capable of adapting to climate change with consideration given to the role of green and blue infrastructure as well as the layout and massing of new developments.

16.2 Relevant plan policies

- *Section 3: Policy 13* Areas of Major Change and Opportunity Areas – general principles; **Policy 26** Site Specific Development Opportunities
- *Section 4: Policy 27* Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use, **Policy 31** Integrated Water Management and the Water Cycle, **Policy 32** Flood Risk
- *Section 7: Policy 52*, Protecting Garden Land and the Subdivision of Existing Dwelling Plots, *Policy 59* Designing Landscape and the Public Realm, **Policy 60** Designing Landscape and the Public Realm, **Policy 63** Works to a heritage asset to address climate change, **Policy 66** Paving over front gardens, **Policy 67** Protection of Open Space, **Policy 68** Open Space and Recreation Provision Through New Development, **Policy 69** Protection of sites of local nature conservation importance, **Policy 71** Trees
- *Section 10: Policy 85* Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

16.3 Appraisal

16.3.1 The Strategic Flood Risk Assessment identifies that the majority of the rivers and watercourses in Cambridge currently pose a flood risk and that this will be exacerbated in the future due to climate change. As such new development should not lead to further flood risk, and ideally should improve the existing and future situation for current and future residents.

16.3.2 **Policy 32** sets out the general policy regarding flood risk requiring development to be in line with the sequential test¹³, and that proposals should reduce surface water runoff rates so that they are no greater than what would have been the case for a greenfield or undeveloped site. **Policy 26** requires proposed developments to make provision for any amelioration and mitigation needed to address issues of flooding. **Policy 32** also highlights the fact that new development has the potential to reduce flood risk elsewhere in the city. Preventing impermeable driveways (**Policy 66**) and protecting gardens from development (**Policy 53**) will also reduce runoff rates and increase infiltration, preventing increased flood risk.

¹³ The sequential test is set out in the NPPF and directs development to areas that have the lowest risk of flooding.

- 16.3.3 **Policy 31** sets out the policy towards handling water and highlights the need for SuDS to reduce flood risk with developments required to integrate the principles of water sensitive urban design. When SuDS are combined with high quality landscaping they can deliver multi-functional green and blue infrastructure which can deliver a range of benefits. **Policy 26** requires the integration of proposed and existing sustainable drainage measures on site. **Policy 59** (criterion h) requires landscaping to incorporate trees, surface water management and microclimate into landscape and public realm schemes and also for planting to be climate resilient, which should contribute towards mitigating the urban heat island effect through providing vegetation which cools the environment through transpiration and providing shade. This effect should be added to by **Policy 31** which allows green roofs and **Policy 71** which protects mature trees.
- 16.3.4 **Policy 27** requires new development to provide a 'Sustainability Statement' as part of the Design and Access Statement, which seeks to influence designer/developer thinking in the scheme from the outset and ensure that new development is able to adapt to climate change. This should include sustainable design features and contribute towards water efficiency with a figure of 80 litres/head/day set for all new residential development. Sustainable design features such as passive solar design and passive ventilation can result in warmer buildings in winter and cooler buildings in summer respectively. Water efficiency measures should help adapt to reduced water availability, and conserving and reusing water would reduce water use in times of drought. **Policy 63** allows (in principle) works to a heritage asset in order to address climate change, which should help protect against risks that climate change may bring.
- 16.3.5 **Policies 13** and **85** require infrastructure to support development, including open space, recreation, green infrastructure, drains and flood defences. **Policy 26** requires the integration of proposed and existing sustainable drainage measures on site. Taken together these requirements should ensure the delivery of critical infrastructure which should help Cambridge to manage flood risk and adapt to the risks of climate change.

16.4 Conclusions and recommendations

- 16.4.1 Policies in the Local Plan do not allow for development to increase flood risk and they also seek to improve the baseline situation through infrastructure provision. Gardens and open spaces should be protected which will help protect against flood risk. SuDS schemes and multi-functional green and blue infrastructure should provide links and routes for species to migrate. 'Climate-proof' species and planting should ensure that landscaping is tolerant to heat and drought and also saturation. Protecting open space, trees, gardens and natural areas should help mitigate the urban heat island effect through encouraging transpiration, 'urban cooling' and providing shade.
- 16.4.2 Encouraging sustainable design techniques in order to capture solar gain during winter and provide natural ventilation and cooling in the summer should help protect against heat stress for people, particularly vulnerable people, older and younger people.
- 16.4.3 Measuring against the baseline situation, the plan should lead to **significant positive effects** in terms of climate change adaptation and flood risk by ensuring that new development is resilient to climate change and contributes towards reducing flood risk across the city.
- 16.4.4 No recommendations are made.

17 LANDSCAPE, TOWNSCAPE AND CULTURAL HERITAGE

17.1 Sustainability issues

- To ensure the protection and enhancement of the historic environment through appropriate design and scale of new development;
- To actively promote the character and distinctiveness of the Conservation Areas; and
- To ensure the scale of new development is sensitive to the existing key landmark buildings and low lying topography of the City.

17.2 Relevant plan policies

- *Section 2:* **Policy 1** The presumption in favour of sustainable development; **Policy 2** Spatial Strategy for the Location of Employment Development; **Policy 4** The Cambridge Green Belt; **Policy 7** The River Cam; **Policy 8** Setting of the City
- *Section 3:* **Policy 9** The City Centre; **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 16** Cambridge Biomedical Campus, including Addenbrooke's hospital; **Policy 17** Southern Fringe Areas of Major Change; **Policy 18** West Cambridge Area of Major Change; **Policy 25** Old Press/Mill Lane Opportunity Area; **Policy 26** Site Specific Proposals
- *Section 4:* **Policy 29** Renewable and Low Carbon Energy Generation; **Policy 31** Integrated water management and the water cycle; **Policy 34** Light Pollution Control
- *Section 6:* **Policy 49** Gypsies and Travellers
- *Section 7:* **Policy 55** Responding to Context; **Policy 56** Creating Successful Places; **Policy 57** Designing New Buildings; **Policy 58** Altering and Extending Existing Buildings; **Policy 59** Designing Landscape and the Public Realm; **Policy 60** Tall Buildings and the Skyline in Cambridge; **Policy 61** Conservation and Enhancement of Cambridge's Historic Environment; **Policy 62** Local Heritage Assets; **Policy 63** Works to a heritage asset to address climate change; **Policy 64** Shopfronts, Signage and Shop Security Measures; **Policy 65** Visual Pollution; **Policy 66** Paving over front gardens; **Policy 67** Protection of open space; **Policy 68** Open Space and Recreation Provision Through New Development
- *Section 8:* **Policy 79** Visitor Attractions

17.3 Appraisal

- 17.3.1 The Local Plan is likely to have implications for identified landscape, townscape and cultural heritage issues as any level of development has the potential to impact, both positively and negatively on the setting, character and townscape and landscape quality of an area.
- 17.3.2 Cambridge has a rich and varied townscape which contains a high concentration of historic assets. The varied character of Cambridge is evident in the large number of Conservation Areas that have been established to protect the distinctive character of different parts of the City. Cambridge has 868 Listed Buildings: 66 grade I, 52 grade II* and 750 grade II. Cambridge also has five Scheduled Ancient Monuments, 11 Historic Parks and Gardens and 11 Conservation Areas covering a total of 838 hectares. There are also in excess of 1,000 Buildings of Local Interest. Within the centre, the college grounds of Christ's, Clare, Emmanuel, King's, Queens', St John's, Trinity Hall and Trinity Colleges are all registered by English Heritage as being of 'special interest'.
- 17.3.3 A significant number of the policies are identified to have a potential impact on the landscape, townscape and cultural heritage sustainability objectives. The key policies that have the potential to lead to significant positive or adverse impacts are discussed below.

- 17.3.4 Area-wide policies such as **Policy 4** (The Cambridge Green Belt) seek to protect the Green Belt from development unless very special circumstances can justify it. This policy should prevent inappropriate development in the Green Belt, thereby helping to preserve the unique setting and special character of the city. Similarly **Policy 8** (Setting of the City) seeks to ensure that the area between the urban edge and the countryside is protected from inappropriate development. The policy will only allow planning permission to be granted for development proposals on the urban edge where it can demonstrate that it “responds to, conserves and enhances the landscape setting, approaches and special character of the city”.
- 17.3.5 **Policy 7** (The River Cam) aims to ensure that the special character of the River Cam and its corridor is protected. Its requirement for the design of development proposals to “enhance views to and from the river” should help maintain the quality and distinctiveness of the Cam’s landscape character.
- 17.3.6 Section 3 includes a number of policies (Policies 9, 13, 16 – 18, 25 and 26) that seek to protect and enhance the historic character of areas in the city that are expected to face major development change over the lifetime of the plan. **Policy 9** (City Centre) sets out a range of criteria that all development proposals within the City Centre boundary must comply with in order to gain planning permission. In particular it requires any new development or redevelopment to “preserve or enhance heritage assets and their setting, green spaces and the River Cam”. It further states that a Supplementary Planning Document (SPD) will be produced in order to improve the public realm in the City Centre; a key focus of this will be to improve connections between the historic core and Fitzroy / Burleigh Street areas of the City Centre.
- 17.3.7 In particular, **Policy 13** sets out a number of design principles that it expects all development proposals (with the exception of minor development) on sites in Areas of Major Change and Opportunity Areas to follow, such as “development should develop a new, strong landscape framework which is guided by and incorporates existing and historic character and positive features”.
- 17.3.8 **Policy 25** requires development proposals to preserve and enhance the special historic character and appearance of heritage assets, including the Conservation Area and listed buildings and their settings in the Old Press/Mill Lane Opportunity Area. This approach should lead to positive impacts in terms of requiring new development to promote the character and distinctiveness of the conservation area.
- 17.3.9 **Policy 26** sets out the criteria which the ‘Site Specific Development Opportunities’ will be subject to, which includes design considerations and following other policy requirements in the plan. Specific sites in the green belt (sites GB1 to GB4) are required to incorporate sensitive design including landscaping, buffers, and particularly at sites GB1 and 2 the retention of the country lane appearance and character of Worts’ Causeway including its verges, hedgerows and bridleway. Any archaeological remains should also remain preserved in situ. Such requirements should ensure that any potential landscape or archaeological heritage impacts are mitigated.
- 17.3.10 All of the policies in Section 7 (**Policies 55 – 71**) seek to ensure that the character of Cambridge is protected and enhanced. In particular, **Policy 55** (Responding to Context) requires proposals to “identify and respond positively to existing features of natural, historic or local importance on and close to proposed development sites”, as well as “use appropriate local characteristics to help inform the use, siting, massing, scale, form, materials and landscape design”. In doing so this policy should ensure that the character and distinctiveness of Cambridge’s Conservation Areas is both protected and enhanced and in doing so should positively contribute to the sustainability objective.

- 17.3.11 **Policy 56** (Creating Successful Places) seeks to ensure that development positively enhances the townscape by creating “attractive and appropriately scaled built frontages” and by using “materials, finishes and street furniture suitable to the location and context”. Similarly, **Policy 57** (Designing New Buildings) requires new developments to “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”. Both policies should help ensure that Cambridge’s historic environment is protected and enhanced. **Policy 58** sets out the requirements for proposals involving the alteration and extension to existing buildings and will ensure that such proposals are only granted planning permission where they can demonstrate that they will not adversely affect the character and appearance of listed buildings or appearance of Conservation Areas and local heritage assets.
- 17.3.12 **Policy 60** (Tall Buildings and the Skyline in Cambridge) aims to protect Cambridge’s distinct and world-renowned skyline by requiring any development proposals for tall buildings (i.e. proposals for developments that will be significantly taller than the buildings that surround them and/or exceed 19m within the historic core) to demonstrate how they have taken account of the prevailing context and more distant views to enhance the skyline. Policy 60 has current precedent within the current 2006 Cambridge Local Plan, specifically Policy 3/13 (Tall Buildings and the Skyline). It is also notable that an abbreviated version of the Council’s document ‘*Guidance for the application of Policy 3/13 (Tall Buildings and the Skyline) of the Cambridge Local Plan*’ (2006) will be included in the appendix to the plan to provide a more detailed explanation and methodology for the application of Policy 60. The inclusion of this policy / guidance will help to contribute to the sustainability objective of ensuring that the scale of new development is sensitive to the existing key landmark buildings and low lying topography of the City.
- 17.3.13 **Policy 61** (Conservation and Enhancement of Cambridge’s Historic Environment) specifically seeks to conserve and enhance Cambridge’s historic environment. The policy requires development proposals in a Conservation Area to retain buildings and spaces whose loss would cause harm to the character of the Conservation Area; and for developments to contribute to the local distinctiveness, built form and scale of heritage assets. Similarly, **Policy 62** sets out a general presumption in favour of the retention of local heritage assets. The requirements of these policies should have positive impacts on the townscape sustainability objectives by helping to ensure that Cambridge’s distinct historic environment is protected and enhanced throughout the duration of the plan period.
- 17.3.14 **Policy 65** (Visual Pollution) sets out the policy regarding fixed and mobile advertising, street furniture, signage, telecommunications cabinets and other items on the street that may constitute visual pollution in the public realm. When subject to regulatory approval, such items would only be permitted where they would have no adverse impact on the character and setting of the area; they do not impede pedestrian or vehicular movement; they have a clear purpose and avoid street clutter; and their design is in-keeping with their setting. Such criteria should help preserve the special character of the city and lead to positive effects in terms of townscape and built heritage.
- 17.3.15 It is also worth noting that the following policies included in the Local Plan are also likely to have implications for landscape, townscape and cultural heritage objectives, albeit to a lesser extent:
- **Policy 1** *The presumption in favour of sustainable development*
 - **Policy 2** *Spatial Strategy for the Location of Employment Development*
 - **Policy 31** *Integrated water management and the water*
 - **Policy 34** *Light Pollution Control*
 - **Policy 49** *Gypsies and Travellers*
 - **Policy 59** *Designing Landscape and the Public Realm*

- **Policy 63** *Works to a heritage asset to address climate change*
- **Policy 64** *Shopfronts, Signage and Shop Security Measures*
- **Policy 66** *Paving over front gardens*
- **Policy 67** *Protection of open space*
- **Policy 68** *Open Space and Recreation Provision Through New Development*

17.4 **Conclusions and recommendations**

17.4.1 In spite of the scale of new development proposed, taken as a whole the policies presented in the Local Plan are expected to result in positive effects in terms of the landscape, townscape and cultural heritage objectives. The plan contains a number of policies, particularly those in Section 7 (Protecting and Enhancing the Character of Cambridge) that should continue to provide a good level of protection to the designated Conservation Areas, Listed Buildings and heritage assets in Cambridge. Many of the policies presented in Section 3 (City Centre, Areas of Major Change, Opportunity Areas and Site Specific Proposals) include criteria that will ensure development is only supported where it can demonstrate that it will protect and enhance the character of specific areas in the city. In addition, the plan's policy on restricting development from the Green Belt except in very special circumstances (Policy 4), should help to preserve the setting and special character of Cambridge's historic centre.

17.4.2 No recommendations are made.

18 TRANSPORT

18.1 Sustainability issues

- To build on the high modal share of cycling in the city centre and encourage cycling for journeys over one mile;
- To reduce the use of the private car and ensure greater access to frequent public transport; and
- To capitalise on the opportunity of new development to discourage private car use and promote the use of more sustainable forms of transport.

18.2 Relevant plan policies

- *Section 2: The Spatial Strategy for Cambridge to 2031* - **Policy 1** The presumption in favour of sustainable development; **Policy 2** Spatial Strategy for the Location of Employment Development; **Policy 3** Spatial Strategy for the Location of Residential Development; **Policy 4** The Cambridge Green Belt; **Policy 5** Strategic Transport Infrastructure; **Policy 6** Hierarchy of Centres and Retail Capacity
- *Section 3: City Centre, Areas of Major Change, Opportunity Areas and Site Specific Proposals* – **Policy 9** The City Centre; **Policy 11** Fitzroy/Burleigh Street/Grafton Area of Major Change; **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 14** Northern Fringe East and land surrounding Cambridge Science Park Station; **Policy 15** South of Coldham’s Lane; **Policy 16** Cambridge Biomedical Campus, including Addenbrooke’s hospital; **Policy 17** Southern Fringe Areas of Major Change; **Policy 18** West Cambridge Area of Major Change; **Policy 19** Darwin Green Area of Major Change; **Policy 20** Station Areas East and West; **Policy 21** Mitcham’s Corner Opportunity Area; **Policy 22** Eastern Gate Opportunity Area; **Policy 23** Mill Road Opportunity Area; **Policy 24** Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area; **Policy 25** Old Press/Mill Lane Opportunity Area; **Policy 26** Site Specific Development Opportunities
- *Section 4: Responding to Climate Change and Managing Resources* - **Policy 27** Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use
- *Section 5: University Faculty Development* - **Policy 43** University Faculty Development
- *Section 6: Maintaining a balanced supply of housing* – **Policy 46** Development of Student Housing; **Policy 47** Specialist Housing; **Policy 49** Gypsies and Travellers
- *Section 7: Protecting and Enhancing the Character of Cambridge* – **Policy 56** Creating Successful Places; **Policy 57** Designing New Buildings
- *Section 8: Services and local facilities* - **Policy 77** Development and Expansion Of Hotels; **Policy 79** Visitor Attractions
- *Section 9: Providing the Infrastructure to Support Development* - **Policy 80** Supporting Sustainable Access to Development; **Policy 81** Mitigating the Transport Impact of Development; **Policy 83** Parking Management; **Policy 83** Aviation Development
- *Section 10: Delivery* – **Policy 85** Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

18.3 Appraisal

- 18.3.1 The Local Plan is likely to have implications for the identified transport issues as all new development has the potential to impact on existing transport infrastructure.

- 18.3.2 Cycling levels within Cambridge are amongst the highest in Europe. A large proportion of those that work and live in Cambridge cycle (36%) or walk (19%) to work regularly. However, pressure on the transport network (already acknowledged to be 'seriously constrained' in many areas) is expected to increase as a result of planned growth.
- 18.3.3 **Policy 3** sets out the overall development strategy for the location of residential development and seeks to focus the majority of new development in and around the urban area of Cambridge. Concentrating new development within the urban area where there are already well established local centres offering a wide range of existing facilities should help to maximize the number of residents accessing services and facilities locally, thereby reducing the requirement for/frequency of longer distance journeys being made and should help to reduce the use of the private car.
- 18.3.4 **Policy 80** (Supporting Sustainable Access to Development) is the main policy regarding transport and accessibility in the City and identifies the key transport-related elements that development proposals must demonstrate in order to be supported in planning terms. The policy requires new developments to prioritise access by sustainable modes of travel (walking, cycling and public transport) over car use which should contribute to positive sustainability outcomes. It also requires major development on the edge of Cambridge and in the urban extensions to be supported by high quality public transport links that are within highly walkable and cyclable travel distance of development. Requiring high quality public transport provision to be integrated with new development on the edge of Cambridge should lead to positive outcomes by increasing the use of public transport in these areas and minimising residents' use of private cars for travelling into Cambridge.
- 18.3.5 **Policy 82** (Parking Management) sets out the maximum levels of parking provision for cars and the minimum levels of parking provision for bicycles that the Council requires for residential and non-residential development across the city. The policy places a restriction on car parking spaces yet is flexibly worded in that it allows for levels to be reduced where lower car use can reasonably be expected. The relatively high cycling space requirements, coupled with the restrictions on car parking spaces, are likely to make parking/storage of bicycles at new developments across Cambridge easier and should help reduce the use of the private car thus further increasing the use of sustainable modes of travel, particularly cycling, in the city and reducing pressure on the transport network. **Policy 46** (Development of Student Housing) should further support this approach as it only allows new student housing in locations that are well served by sustainable transport modes; and subject to the condition that appropriate management arrangements are in place to ensure students do not keep cars in Cambridge.
- 18.3.6 **Policy 5** (Strategic Transport Infrastructure) requires development proposals to be consistent with and contribute to the implementation of the Transport Strategies and priorities set out in the Cambridgeshire Local Transport Plan (LTP) and the Transport Strategy for Cambridge and South Cambridgeshire. The policy places an emphasis on securing a modal shift and increasing the use of more sustainable forms of transport, requiring developers to work with Cambridge City and Cambridgeshire County Councils to achieve the objectives and implement the Cambridge specific proposals in the LTP, including the implementation of transport schemes that will improve linkages across the region. This should help to ensure that new developments capitalise on opportunities identified in the LTP and in doing so help increase provision and use of more sustainable transport modes across Cambridge.
- 18.3.7 **Policy 81** (Mitigating the Transport Impact of Development) requires development schemes to make reasonable and proportionate financial contributions/mitigation measures where necessary to make the transport network impact of development acceptable. The policy could be strengthened / reworded to make it clearer what type of infrastructure the financial contributions would be used for (i.e. to clarify whether this would include sustainable transport infrastructure to create a virtuous circle).

- 18.3.8 **Policy 56** (Creating Successful Places) requires development proposals to demonstrate a range of criteria in order to result in well-designed development. The policy requires proposals to create streets which respond to their role and function whilst not allowing vehicular traffic to dominate however, as it is currently worded, the policy does not include any criteria relating to the need to provide access to sustainable modes of transport. The policy wording could better contribute to positive sustainability outcomes by emphasising the need for proposals to be accessible by foot / bicycle paths and public transport.
- 18.3.9 The policies in **Section 3** seek to manage change in key areas of the city and on specific sites where new development is expected to come forward during the plan period, in doing so the policies present a range of criteria which state what development proposals are expected to do in order to gain planning permission. The majority of these policies include requirements for development proposals to promote/provide access by sustainable modes of transport (i.e. by making provision for walking and cycling and making improvements for pedestrians and cyclists such as through the creation of new pedestrian and cycle routes and the inclusion of managed cycle parking facilities etc.) which should help contribute to discouraging private car use and the use of sustainable modes of transport in the city. **Policy 20** (Station Areas East and West) seek to regenerate the area around the train station into a vibrant, mixed-use development centred around an accessible, high quality and improved transport interchange. This policy should help to promote the use of more sustainable forms of transport at this location therefore having significant positive contributions to the transport objectives.
- 18.3.10 In addition, **Policy 26** (Site Specific Development Opportunities) requires new development at these sites to have 'satisfactory access and other infrastructure provision'. Specific sites GB1 and GB2 in the Green Belt are subject to additional requirements including the retention of Wort's Causeway as a bus-only route during peak periods; a green link to the Green Belt for pedestrians, horse riders and cyclists; and the provision of a single access and crossover onto Babraham Road – all of which should help reduce car use and promote sustainable transport.

18.4 Conclusions and recommendations

- 18.4.1 Overall the policies in the Plan are expected to have positive outcomes for the transport objectives. In particular the overall development strategy for the location of residential development seeks to ensure that new residential development is located in and around the urban area of Cambridge which should capitalise on the opportunity for new residential development to discourage private car use and encourage more sustainable modes of transport. **Policy 80** requires new development to prioritise access by sustainable modes of travel (walking, cycling and public transport) over car use which should also contribute to positive sustainability outcomes. In addition it requires major development on the edge of Cambridge and in the urban extensions to be supported by high quality public transport links that are within (or will be made to be within) highly walkable and cyclable travel distance of development thus helping to promote the use of more sustainable forms of transport. Given the constrained nature of Cambridge's transport network the Plan seeks to make the best use of existing infrastructure by promoting a compact urban form; achieving a modal shift to sustainable transport and reducing the need to travel; all of which should to address historic rises in transport emissions.
- 18.4.2 The following recommendations are made:
- **Policy 81** (Mitigating the Transport Impact of Development) could be strengthened and reworded to make it clearer what type of infrastructure the financial contributions would be used for. This policy would better support the transport objectives if these contributions were to be directed towards sustainable transport infrastructure.
 - **Policy 56** (Creating Successful Places) could be reworded to emphasise the need for proposals to be accessible by sustainable modes of transport such as through the inclusion of foot / cycle paths and public transport.

19 BIODIVERSITY

19.1 Sustainability issues

- Maintain and build on the success of positive conservation management on local wildlife sites and SSSIs;
- Maintain and improve connectivity between existing green infrastructure in order to provide improved habitats for biodiversity and ensure no further fragmentation of key habitats as a result of new or infill development;
- Capitalise on the opportunity for green infrastructure to help Cambridge adapt to the threats posed by climate change (particularly flooding), and to improve water quality;
- Ensure new development does not impact on biodiversity including no further loss of biodiversity rich farmland to development; and
- Improve the water quality of Cambridge's water courses in line with the Water Framework Directive requirements.

19.2 Relevant plan policies

- *Section 2:* **Policy 2** Spatial Strategy for the Location of Employment Development; **Policy 3** Spatial Strategy for the Location of Residential Development; **Policy 4** The Cambridge Green Belt; **Policy 7** The River Cam; **Policy 8** Setting of the City
- *Section 3:* **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 14** Northern Fringe East and land surrounding Cambridge Science Park Station; **Policy 15** South of Coldham's Lane; **Policy 16** Cambridge Biomedical Campus, including Addenbrooke's hospital; **Policy 17** Southern Fringe Areas of Major Change; **Policy 17** Southern Fringe Areas of Major Change; **Policy 19** Darwin Green Area of Major Change; **Policy 20** Station Areas East and West; **Policy 25** Old Press/Mill Lane Opportunity Area
- *Section 4:* **Policy 27** Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use; **Policy 29** Renewable and Low Carbon Energy Generation; **Policy 31** Integrated water management and the water cycle; **Policy 34** Light Pollution Control; **Policy 35:** Protection of Human Health From Noise and Vibration
- *Section 6:* **Policy 52** Protecting Garden Land and the Subdivision of Existing Dwelling Plots; **Policy 54:** Residential Moorings
- *Section 7:* **Policy 55** Responding to Context; **Policy 56** Creating Successful Places; **Policy 57** Designing New Buildings; **Policy 59** Designing Landscape and the Public Realm; **Policy 66** Paving over front gardens; **Policy 67:** Protection of open space; **Policy 68:** Open Space and Recreation Provision Through New Development; **Policy 69** Protection of sites of local nature conservation importance; **Policy 70** Protection of Priority Species and habitats; **Policy 71** Trees
- *Section 10: Delivery –* **Policy 85** Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

19.3 Appraisal

- 19.3.1 Cambridge is home to a range of different habitats, which support many different species. A number of these habitats and species are protected through their designation as part of a network of SSSIs and Local Wildlife Sites (City and County). Cambridge's biodiversity is not restricted to these protected areas. The large areas of farmland surrounding the city, particularly to the east and west, support a number of key species, including farmland birds. Meanwhile, Cambridge's green infrastructure provides vital links across the landscape for biodiversity, including the key corridor provided by the River Cam.

- 19.3.2 The policies set out in the Local Plan are likely to have implications for the area's biodiversity assets given the potential for direct loss of habitat and loss of landscape connectivity that can occur as a result of development. In addition the indirect impacts of new development may have adverse effects on biodiversity; for example as a result of pollution, or due to disturbance linked to increased population levels.
- 19.3.3 A number of the policies set out in the Local Plan seek to guide development to the most appropriate locations within the City. **Policies 2 and 40** seek to direct employment-related development to the city centre and other key employment areas, which may have help to minimise effects on biodiversity. This approach could potentially be further strengthened by following the approach of Policy 3 which makes clear the need for development to make best use of previously developed land. However, it would also be important to take into account the fact that brownfield sites will often be of greater biodiversity importance than greenfield (Green Belt) sites. In light of this fact, it is also important to draw attention to Policy 4, which focuses on protecting the Green Belt.
- 19.3.4 The spatial strategy for Cambridge includes **Policy 8**, which looks to support development that conserves or enhances biodiversity in the wider landscape, including green corridors, and which brings about landscape improvements. As such, it is predicted that this policy will result in positive effects for biodiversity. Nonetheless, this Policy could potentially be strengthened by ensuring that impacts of development on the ecological network of Cambridge as a whole are considered. This could involve criteria emphasising the need to protect and provide green linkages between areas of wildlife value (both designated and non-designated); plus which call on developers to recognise the potential multiple benefits of strategic green infrastructure provision. Alternatively, a standalone green infrastructure policy would add weight to these landscape scale considerations.
- 19.3.5 **Policy 13** sets out general principles for the areas of major change and opportunity areas. It notes that development should seek to protect open spaces and calls for the undertaking of strategic landscaping, which could potentially result in positive effects in terms of biodiversity. However, the Policy could be strengthened by making clearer the need to consider the role of such spaces and landscaping in the wider green infrastructure network of the City in order to maximise gains for biodiversity. Green infrastructure could also be listed under the 'infrastructure being sought' section of the Policy, particularly given the multi-functional nature of such spaces¹⁴; for example supporting leisure opportunities in addition to biodiversity. Similar improvement could be made to **Policy 57** in terms of its reference to improving the public realm, open space and landscaped areas.
- 19.3.6 Policies focused on 'green infrastructure' should lead to biodiversity benefits. These include **Policy 16** (landscaping & buffer areas); **Policy 17** and **Policy 19** (open space and recreation including allotments); **Policy 20** (open green spaces in the Station West area); and **Policy 25** (the creation and enhancement of areas of public open space). These policies could potentially be improved by making explicit the need to consider such spaces as a part of a wider green infrastructure network across the City.
- 19.3.7 An increased emphasis on the provision of green infrastructure in the above policies would be supported through **Policy 85** which notes that planning obligations and/or a future CIL could be required in order to deliver green infrastructure. The securing of finance to create and enhance green infrastructure has the potential to generate **significant positive effects** in terms of Cambridge's biodiversity.
- 19.3.8 The Local Plan also calls for development activities to consider how buildings themselves can support biodiversity in the built environment through **Policy 57**, which is likely to lead to positive effects for biodiversity. The supporting text to the policy could perhaps go further in terms of offering examples of how this could be achieved (it is assumed that green roofs may be encouraged in practice). It is notable that **Policy 68**, which focuses on the provision of

¹⁴ This would also help to deliver the Cambridgeshire Green Infrastructure Strategy

open space in residential proposals, does not currently encourage consideration of the biodiversity value of such spaces, or their integration in the wider green infrastructure network.

- 19.3.9 Opportunities for development to integrate the principles of sustainable design and construction is the focus of **Policy 27**, with the supporting text noting that climate adaptation can include the use of include green roofs and enhanced tree canopies. Such emphasis may help to support biodiversity as a co-benefit of adaptation. In a similar manner, positive effects are predicted as a result of **Policy 59**. This policy focuses on landscape and the public realm and calls for species to be selected to enhance biodiversity through native planting, or the planting of species capable of adapting to the changing climate.
- 19.3.10 The potential impacts of development on biodiversity are the focus of several policies in the Local Plan. For instance, **Policy 34** notes that development proposals with external lighting, or that involve changes to existing external lighting, will be permitted only when impacts on wildlife are minimised, likely minimising negative effects. In contrast, **Policy 35** represents a missed opportunity to highlight the impacts that excess noise and vibration can have on wildlife in addition to human health.
- 19.3.11 Another missed opportunity can be found in **Policy 52** which, despite highlighting the importance of gardens as semi-natural habitat for local wildlife in its supporting text, does not mention the need to protect such features of wildlife importance in the Policy itself. Improvements to this policy could secure positive effects, as is the case with **Policy 66** which notes that proposals for the paving over of front gardens will only be permitted where they will not result in a net loss of biodiversity.
- 19.3.12 The approach set out in **Policy 67** looks to ensure that development proposals do not harm the character, or lead to the loss of, open space of environmental value, which should lead to positive effect in terms of biodiversity. This policy could however be strengthened by noting that, where it is necessary to re-provide open space of environmental value in an alternative location, that such relocations should be made with consideration to the green infrastructure network of the City as a whole (in addition to factors currently considered by the Policy, such as walking distance).
- 19.3.13 The protection of designated areas is the focus of **Policy 69** which sets out criteria for the protection of designated sites of local nature conservation importance; these criteria will allow development only if it does not lead to an adverse effect or loss (whole or part) of a Local Nature Reserve, or, where appropriate, that suitable levels of mitigation are achieved. Such protection of the City's most important wildlife sites should result in positive effects. However, as is the case with **Policy 67**, this policy could be strengthened by making clear that, where required, replacement habitat should be provided in a suitable location within the Cambridge green infrastructure network in order to ensure that ecological connectivity is maintained or enhanced.
- 19.3.14 **Policy 70** also sets out to protect the Cambridge's key biodiversity assets, noting that if significant harm to the population or conservation status of a protected species, priority species or priority habitat resulting from a development cannot be avoided, adequately mitigated, or, as a last resort, compensated, then planning permission will be refused. As such this is likely to lead to positive effects in terms of biodiversity
- 19.3.15 The protection of the City's designated biodiversity is also incorporated into policies relating to the Local Plan's Local Plan's City Centre, Areas of Major Change, Opportunity Areas, and site specific proposals. Specifically, **Policy 14** takes into account the existing Local Nature Reserve at Bramblefield, and calls for the provision of appropriate ecological mitigation measures, either on, or off-site, if necessary. Also resulting in positive effects is **Policy 15**, which calls for development South of Coldham's Lane to recognise existing sites of local nature conservation importance within and surrounding the site, and where development is proposed, calls for appropriate ecological mitigation measures. **Policy 26** requires biodiversity enhancement, creation of ecological corridors, the retention of hedgerows and, specifically at

site GB1 (land north of Wort's Causeway), the policy requires buffer areas at Netherhall Farm Meadow County Wildlife Site to protect and enhance the meadow, and the retention of safe relocation of bat roosts.

- 19.3.16 The spatial strategy for Cambridge notes the importance of the River Cam as a green corridor through the City and sets out criteria to enhance the natural resources and adjacent natural spaces of the river through **Policy 7**, which is likely to lead to positive effects. The water environment is also the focus of **Policy 31**, which notes that development adjacent to a water body should actively seek to enhance it, including in terms of its biodiversity potential. This Policy also calls for any flat roof to be a green or brown roof, potentially boosting biodiversity. Protection for the water environment is also supported by **Policy 54**, which seeks to ensure that residential moorings have no significant negative effect on the ecological value of the River Cam.
- 19.3.17 Several other policies set to be included in the Local Plan could have implications for biodiversity:
- **Policy 29** calls for the adverse environmental effects of renewable and low carbon energy developments to be considered, potentially minimising negative effects for biodiversity.
 - **Policy 55** calls for consideration of the wider context in which development will occur, including natural features, potentially minimising negative effects for biodiversity.
 - **Policy 71** is likely to result in positive effects as it calls for the protection of trees of value, whilst noting that particular consideration should be given to veteran or ancient trees in order to preserve their ecological value.

19.4 Conclusions and recommendations

- 19.4.1 Taken together, the policies set out in the Local Plan are likely to result in no net loss of biodiversity despite the scale of new development proposed and could lead to positive effects; with significant positive effects in terms of green infrastructure. Of importance is the Plan's focus on directing development into urban areas and brownfield sites, protecting biodiversity in the wider landscape and designated areas, and encouraging and protecting biodiversity in the built environment. The effect of the policies could be strengthened in some ways; in particular by bringing a greater focus on wider ecological network of the City, including highlighting the potential for achieving multiple benefits through the provision of strategic green infrastructure.
- 19.4.2 The following recommendations are made:
- Encourage additional focus on prioritising brownfield development
- Increased consideration of the role that new or existing green space can play as part of the wider ecological network of the city, including as green infrastructure (promoting the Cambridgeshire Green Infrastructure Strategy)
 - Highlight the need to consider the impacts of noise on wildlife in addition to human health
 - Encourage consideration of the wildlife value of gardens
 - Ensure that replacement green space is positioned with reference to the City's wider green infrastructure network in order to maximise benefits

20 WATER

20.1 Sustainability issues

- Ensure developments implement the highest standards of water efficiency and place no additional pressure on water scarcity in the region;
- Improve the water quality of Cambridge's water courses in line with the Water Framework Directive requirements; and
- Ensure new development takes sewerage infrastructure into account.

20.2 Relevant plan policies:

- *Section 2:* **Policy 2** Spatial Strategy for the Location of Employment Development; **Policy 3** Spatial Strategy for the Location of Residential Development; **Policy 6** Hierarchy of Centres and Retail Capacity; **Policy 7** The River Cam
- *Section 3:* **Policy 16** Cambridge Biomedical Campus, including Addenbrooke's hospital
- *Section 4:* **Policy 27** Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use; **Policy 31** Integrated water management and the water cycle; **Policy 32** Flood Risk
- *Section 6:* **Policy 54:** Residential Moorings
- *Section 7:* **Policy 57** Designing New Buildings

20.3 Appraisal

- 20.3.1 Cambridge is an area of severe water stress. Adding to this strain on supplies is the higher average per capita use of water in the City (131 litres per person per day in comparison to the national target¹⁵ of 80 litres per person day), which is above recommended levels although it is noted that the Cambridge average is lower than the national average of water use (150 litres/head/day). In future, under a business as usual scenario, new housing in the City could raise demand for water by over a third. Such demand, plus the wider impacts of development on the water environment, may also lead to declines in the quality of the water in Cambridge. As such, the policies set out in the Local Plan have a key role to play in securing the water supply and environment of the City in future years.
- 20.3.2 The spatial strategy set out in the Local Plan includes policies dictating the amount of development to be expected in the City to 2031. **Policy 2** notes that an additional 12 hectares of employment land are to be brought into use over the Plan period, with **Policy 3** meanwhile requiring the delivery of 14,000 additional dwellings. This level of development may place additional strain on the quality and availability of the City's water resources, both through direct impacts (through abstraction) and indirect impacts (such as pollution).

¹⁵ Set by the Environment Agency

- 20.3.3 The scale of development proposed, the vulnerability of Cambridge to water stress, and the importance of achieving and maintaining a good quality water environment in the City make the criteria set out in **Policy 27** of particular importance. This Policy notes that all development should make use of available opportunities to integrate the principles of sustainable design and construction into the design of proposals. Specifically, in order to prevent exacerbating Cambridge's severe water stress, the Policy calls for new homes to achieve consumption levels of 80 litres per capita per day; a level which would be in line with recommended levels of use. In addition, water efficiency in new non-residential development will be required to increase by over half against baseline performance in order to achieve the BREEAM standards outlined. As a result of these criteria **significant positive effects** are predicted. Nonetheless, it is notable that the Policy allows for these minimum standards to be bypassed if efficiency measures are not economically or technically viable and so the effectiveness of this Policy in addressing water related issues is somewhat dependent on how this proviso is applied. Given that these standards are the minimum to be required and the extent of the area's water stress, it is suggested that this condition should be removed. It is noted that the option of calling for 'water neutrality'¹⁶ has been previously considered and discounted (see discussion in Part 2).
- 20.3.4 Another key element of the Local Plan in terms of addressing Cambridge's water issues in the context of development growth is **Policy 31**. The approach set out in this Policy calls for water to be re-used where practicable, offsetting potable water demand and that a water sensitive approach is taken to the design of the development. In addition to these supply and demand focused considerations, the Policy supports improvements in water quality through its requirement that development adjacent to a water body actively seeks to enhance the water body in terms of its hydromorphology and biodiversity potential.
- 20.3.5 The protection of the City's water bodies is also supported through the approach outlined in **Policy 7** (the River Cam) and **Policy 31** (Integrated Water Management and the Water Cycle). These call for development to where possible raise the quality of the river, enhance its natural resources, and where possible bring about re-naturalisation, and so should result in positive effects. Protection for the water environment is also supported by **Policy 54**. This Policy focuses on residential moorings and looks to ensure that such moorings have no significant negative effect on the ecological value of the River Cam.
- 20.3.6 The approach set out in **Policy 32**, which focuses on flood risk, requires that all foul and surface water flows from new development are discharged to locations that have the capacity to receive them. There is however the potential for such discharges to result in the pollution of watercourses, with negative implications for water quality. This Policy could therefore be strengthened by referencing the potential for pollution from run-off can be minimised through SuDS design (given that SuDS can reduce pollution by trapping and breaking down pollutants before they enter the watercourse). However, it is noted that the integration of SUDs into the design of all new development is an integral element of Policy 31.
- 20.3.7 Several other policies set to be included in the Local Plan could have implications for water:
- **Policy 16** notes that the existing watercourse in the Cambridge Biomedical Campus area is to be retained and integrated by new development, with likely positive effects.
 - **Policy 57** is likely to have positive implications as it calls for design measures to reduce the environmental impact of new buildings.

¹⁶ A water neutrality strategy involves a range of measures designed to offset the predicted increase in water that would result from a new development in a business-as-usual scenario. This predicted increase is limited by implementing water efficiency measures for the new buildings. The remaining increase is then be offset by reducing water use in existing buildings. (Source: Environment Agency Briefing Notes [online] available at: http://www.environment-agency.gov.uk/static/documents/Research/Water_Neutrality_definition_.pdf)

20.4 Conclusions and recommendations

20.4.1 Given that Cambridge is poised to see large amounts of growth, particularly in terms of residential development, it is important that the Plan pays close regard to preserving water supply and quality in the City. On the whole, it is successful in this regard, incorporating strong requirements on new development to incorporate water efficiency measures and to adopt a water sensitive approach; plus where possible protect or improve the quality of Cambridge's water courses. The approach outlined could however be strengthened through the removal of the technical and economic viability considerations that are currently attached to the Plan's minimum water efficiency targets and the pursuit of water neutrality wherever possible.

20.4.2 The following recommendations are made:

- Strengthen the call for increased water efficiency in new development by removing the conditions relating to technical and economic viability
- Encourage flood risk management in new development to take into account the role SuDS can play in reducing the pollution of watercourses

21 COMMUNITY & WELLBEING

21.1 Sustainability issues

- Arrest the trend in increased deprivation particularly within wards to the north and east of Cambridge;
- Improve the health and well-being of Cambridge residents and reduce inequalities in health particularly in the north and east of Cambridge;
- Reduce inequalities in the educational achievement level of economically active adults and develop the opportunities for everyone to acquire the skills needed to find and remain in work;
- Capitalise on the ethnic diversity of the city and its contribution to vibrant and inclusive communities;
- Protect and enhance community, leisure and open space provision, particularly in wards anticipated to experience significant population growth including Trumpington, Castle and Abbey;
- Ensure the timely provision of primary and secondary education in the locations where it is needed;
- Increase delivery of affordable and intermediate housing, in particular one and two bedroom homes;
- Ensure that the design and size of new homes meet the needs of the existing and future population, including the elderly, disabled people and those in poor health; and
- Improve air quality in and around the Cambridge city centre AQMA and along routes to the City including the A14.

21.2 Relevant plan policies

- *Section 2:* **Policy 3** Spatial Strategy for the Location of Residential Development; **Policy 5** Strategic Transport Infrastructure; **Policy 7** The River Cam; **Policy 8** Setting of the City
- *Section 3:* **Policy 9** The City Centre; **Policy 10** Development in the City Centre Primary Shopping Area; **Policy 11** Fitzroy / Burleigh Street/Grafton Area of Major Change; **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 12** Cambridge East; **Policy 15** South of Coldham’s Lane; **Policy 16** Cambridge Biomedical Campus and Addenbrooke’s Hospital; **Policy 17** Southern Fringe and Areas of Major Change; **Policy 18** (West Cambridge Area of Major Change); **Policy 19** Darwin Green Area of Major Change; **Policy 20** Station Areas East and West; **Policy 21** Mitcham’s Corner Opportunity Area; **Policy 23:** Mill Road Opportunity Area; **Policy 26** Site Specific Development Opportunities
- *Section 4:* **Policy 27:** Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use ; **Policy 29** Renewable and Low Carbon Energy Generation; **Policy 30** Energy Efficiency Improvements in Existing Dwellings; **Policy 33** Contaminated Land; **Policy 34** Light Pollution Control; **Policy 35** Protection of Human Health From Noise and Vibration; **Policy 36** Air Quality, Odour and Dust
- *Section 5:* **Policy 44** Specialist Colleges and Language Schools
- *Section 6:* **Policy 45** Affordable Housing and Dwelling Mix; **Policy 46** Development of Student Housing; **Policy 47** Specialist Housing; **Policy 48** Housing in Multiple Occupation; **Policy 49** Gypsies and Travellers; **Policy 50** Residential Space Standards; **Policy 51** Lifetime Homes and Lifetime Neighbourhoods; **Policy 52** Protecting Garden Land and the Subdivision of Existing Dwelling Plots; **Policy 53** Flat Conversions; **Policy 54** Residential Moorings

- *Section 7: Policy 56* Creating Successful Places; **Policy 57** Designing New Buildings; **Policy 59** Designing Landscape and the Public Realm; **Policy 67** Protection of open space; **Policy 68** Open Space and Recreation Provision Through New Development
- *Section 8: Policy 72* Development and Change of Use in District, Local and Neighbourhood Centres; **Policy 73** Community and Leisure Facilities; **Policy 74** Education facilities; **Policy 75** Healthcare facilities; **Policy 76** Protection of Public Houses
- *Section 9: Policy 80* Supporting Sustainable Access to Development; **Policy 81** Mitigating the Transport Impact of Development; **Policy 82** Parking Management; **Policy 83** Aviation Development,
- *Section 10: Policy 85* Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

21.3 Appraisal

- 21.3.1 Cambridge is a prosperous City with a highly qualified population. However, areas of deprivation persist and a significant proportion of the population have no qualifications. Access to housing is an acute problem for many, with steep average wage to house price ratios affecting the ability of those who work in the City to live there. House affordability trends are likely to continue in the future given the large increase in the City's population expected by 2031.
- 21.3.2 The policies set out in the Local Plan are therefore likely to have important implications for community and wellbeing in the City given the potential for development to both relieve these pressures (for example, through increasing housing) and exacerbate existing issues (for example, through a higher local population placing greater demand on community facilities).
- 21.3.3 A key provision of the Local Plan is the housing target set out in **Policy 3** of the spatial strategy. This calls for the delivery of no less than 14,000 additional dwellings in the City by 2031.
- 21.3.4 The consideration of alternatives during the Interim SA¹⁷ stage suggested that that a higher quantum of housing could be pursued (up to 21,000 homes – Option 3) whilst still promoting sustainable development. Subsequently the Council has determined a housing target of 14,000 homes¹⁸ which is in line with Option 2 considered as part of the Interim SA. The Interim SA said of Option 2 “*overall this represents a more balanced approach to development than Option 1. The identified need for greater housing, including affordable housing, is met to a greater extent, while new development on the Green Belt is minimal. However, despite the increased provision of housing under this Option, there will still be a significant shortfall of affordable houses, which will impact on the levels of deprivation within Cambridge... Given that this Option requires the release of land from the Green Belt, the impact on the landscape and townscape and biodiversity is assessed to be negative*”. Since the objectively assessed housing need in Cambridge has been demonstrated through the Strategic Housing Market Assessment to be 14,000 homes, the Council's preferred option can be said to meet identified need (without leading to significant release of Green Belt so avoiding many landscape, townscape and biodiversity impacts) and, as such, would lead to **significant positive effects** in terms of ensuring housing delivery.

¹⁷ URS (2012) The Cambridge Local Plan: Interim SA Report [online] available at: <https://www.cambridge.gov.uk/sites/www.cambridge.gov.uk/files/docs/local-plan-review-sustainability-appraisal.pdf> (accessed 05/2013)

¹⁸ Cambridge City Council (2013) Strategic Housing Market Assessment – to be published

- 21.3.5 The proportion of affordable housing to be delivered by 2031 is the focus of **Policy 45**. A graduated approach to the percentage of affordable housing required from new residential developments is adopted by the Policy, with this being based upon what is considered to be viable for most schemes of particular sizes in the City. Through this approach, developments of 10 units are to provide 20% affordable housing, building to 40% for those developments of 15 units or more. However, given the scale of housing need in the City, this Policy appears likely to lead to limited positive effects as a result of an under provision of affordable housing. Pursuit of higher affordable housing targets would likely bring about more positive effects on community and wellbeing (as a result of reduced housing need, even given that need could never be met entirely over the Plan period). However, this was not considered viable following assessment¹⁹ 'against' Paragraph 173 of the National Planning Policy Framework, which makes it clear that the sites and scale of development identified in the Local Plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened.²⁰
- 21.3.6 The Local Plan considers the accommodation needs of the Gypsy & Traveller population in **Policy 49**; which notes that provision is to be made for at least one permanent pitch for Gypsies and Travellers between 2011 and 2031. This figure is in line with the findings of the 2011 Cambridge sub-Regional GTANA²¹ which found that a new pitch would be required to address the demand created by newly forming families and so should result in positive effects. The criteria outlined are based on previous national guidance, and good practice guidance along with the current requirements sets out in the National Planning Policy Framework. This policy can be used to guide the location of permanent, transit and emergency stopping provision for Gypsy and Traveller sites in Cambridge, in order to support the health and wellbeing of gypsies and travellers.
- 21.3.7 The high level approach set out in the vision and strategy for Cambridge is supplemented by policies and proposals that seek to promote and manage change in key areas of the City and on specific sites. In terms of these areas of change **Policy 13** sets out a series of general principles. It notes that development should seek to protect existing public assets, including open space and leisure facilities, and that where the loss of such assets is unavoidable appropriate mitigation is undertaken to offset the loss. In addition, the Policy states that planning obligations are to be used as a mechanism to gain contributions towards affordable housing, recreation and open space, education and lifelong learning, community facilities, and public art. These measures appear likely to result in a number of gains for community and wellbeing in these key areas, potentially with **significant positive effects**.
- 21.3.8 A key area of major change over the plan period will be Cambridge City Centre. **Policy 9** states that this area will be the primary focus of development that addresses retail, leisure, cultural, and other needs appropriate to its role as a multi-functional regional centre. The Policy notes that new development should add to the vitality of the Centre, but could be strengthened through the inclusion of criteria calling for such development to take into account and address the needs of the community. Also of importance in this area is **Policy 10**, which looks to promote community facilities in this key area (in upper floors) and protect existing assets (such as arts and crafts market), so likely resulting in positive effects.

¹⁹ The potential impacts of this policy on viability have been taken into account in a suite of viability documents produced on behalf of the Council. These are the Cambridge City Council Local Plan – Community Infrastructure Levy Viability Assessment; the Cambridge City Council Local Plan - SHLAA and Potential Site Allocations High Level Viability Assessment; and the Cambridge City Council Local Plan – Student Housing Affordable Housing Study.

²⁰ Specifically, the NPPF states that: "In order to ensure viability, the costs of any requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing landowner and willing developer to enable the development to be deliverable."

²¹ Cambridgeshire County Council Research Group (2011) Cambridge sub-Regional Gypsy and Traveller Accommodation Needs Assessment [online] available at <http://www.peterborough.gov.uk/pdf/env-plan-evibase%202011%20GTANA.pdf> (accessed 05/2013)

- 21.3.9 A large number of policies set out to provide guidance to developers in areas of major change which may have positive effects on community and wellbeing. These include **Policies 17 and 19** (the provision of community facilities, education facilities, local shopping & services, and open space & recreation); **Policy 11** (expansion or redevelopment of retail or leisure uses); **Policy 15** (establishment of recreation and commercial uses); **Policy 18** (provision of community facilities & amenities); Policy 20 (principal land uses to include open spaces and community uses); **Policy 21** (shops and services); and **Policy 23** (development of arts and cultural facilities). **Policy 26** details a list of site specific development opportunities considered suitable for residential, residential moorings, employment, university use or mixed use which should lead to positive effects on community and wellbeing through providing housing, leisure, retail and employment opportunities.
- 21.3.10 The provisions and protection of important community facilities is a focus of a number of more wide-ranging policies. **Policy 85** is vital with regards to provision of such facilities. It states that new development must be supported by required infrastructure and, where existing infrastructure will be placed under strain due to the impact of new development, improvements to existing infrastructure or compensatory provision should be made. These measures should help to ensure that there is no reduction in the City's overall provision of community related infrastructure. In addition, the Policy makes clear that planning obligations and/or future CIL money could be used to provide key community infrastructure. As a result, this Policy is predicted to result in **significant positive effects**.
- 21.3.11 The open space of the City is valuable to the health and wellbeing of its residents. The protection of such space is therefore an important consideration and one that is addressed by **Policy 67** which states that development proposals will not be permitted which would harm the character of, or lead to the loss of, open space of recreational importance unless it can be satisfactorily replaced. In addition to these protective measures, **Policy 68** calls for all residential development proposals to contribute to the provision of open space and recreation facilities on-site, with this provision to address local deficiencies where possible. The focus on both protection and provision set out through these Policies should result in **significant positive effects** given the additional demand that is likely to be placed on these spaces through development and a growing population, plus the need to improve health outcomes through increased physical activity.
- 21.3.12 Also likely to lead to **significant positive effects** is **Policy 73** which notes that new or enhanced community or leisure facilities are to be permitted where appropriate. The policy should have the effect of ensuring that facilities come forwards in areas of deficiency and, hence, should help to ensure that high quality facilities are 'accessible'. In addition, this Policy sets out criteria relating to the loss of facilities. These state that the loss of a facility or site last in use as a community facility or leisure facility will be permitted only if it can be suitably replaced or relocated, or is no longer needed; so providing a high degree of protection.
- 21.3.13 The establishment of new educational facilities is the focus of **Policy 74**. It notes that proposals for new or enhanced education facilities will be permitted where the scale, range, quality and accessibility of education facilities are improved, whilst also suggesting that developers should engage with the Children's Services Authority at the earliest opportunity. These measures should help to ensure that appropriate education provision is secured with positive effects. However, given the importance of such facilities to community and wellbeing, it is suggested that this Policy could be strengthened by including specific reference to their protection from re-development (in a way that supplements Policy 73).

- 21.3.14 The approach set out in **Policy 75** looks to ensure that new or enhanced healthcare facilities are permitted when they improve the scale, range, quality and accessibility of provision; they are located in the area they are expected to serve; and where possible and appropriate they are co-located with complementary services. This should help to guarantee the creation of health infrastructure that benefits all members of local communities, resulting in positive effects. However, given the importance of such facilities to community and wellbeing, it is suggested that this Policy could be strengthened by including specific reference to their protection from re-development (in a way that supplements Policy 73).
- 21.3.15 The health impacts of development form the focus of a number of policies within the Local Plan. These include **Policy 35** which states that development will be permitted only where it is demonstrated that it will not lead to significant adverse effects, including cumulative effects, on health and amenity from noise and vibration. This measure is expected to have positive effects in terms of health and wellbeing. Also likely to lead to positive effects in this manner are **Policy 12** which calls for residential proposals in Cambridge East to demonstrate that any environmental and health impacts (including noise) from the airport can be acceptably mitigated for residents of new development, and **Policy 83**, which notes that aviation development at Cambridge Airport will only be supported where it will not have a significant adverse impact on residential amenity.
- 21.3.16 The protection of health is also a concern of **Policy 36** which states that development will be permitted only where it can be demonstrated that it does not lead to significant adverse effects on health or amenity from polluting or malodorous odour emissions, or from dust or smoke emissions to air. The Policy also specifically looks to prevent adverse effects on air quality in AQMAs or the creation of new ones; plus the prevention of adverse effects on human health as a result of development within AQMAs. The prevention of pollution forms an element of the strategic approach to transport infrastructure set out in **Policy 5**. This seeks to ensure that pressure on the AQMA in the City Centre is eased through reduced transport emissions and promotes access by sustainable transport to facilities across Cambridge. These policies could potentially result in **significant positive effects** in terms of health and wellbeing given the poor air quality to be found in areas of the City.
- 21.3.17 Mitigating the transport impact of new development in the City is the focus of **Policy 81**. This Policy notes that development will only be permitted where the impact on transport networks is shown to be acceptable, including transport assessments where appropriate, and calls for Travel Plans to be produced for major developments. This should help to ensure that the impacts of transport on determinants of wellbeing (such as air quality) are addressed, whilst also states a shift to sustainable transport modes with its associated benefits (such as increased walking and cycling). Promoting the positive benefits of this approach are **Policy 80**, which will allow development where it demonstrates that prioritisation of access is by walking, cycling and public transport; and **Policy 82** which looks to allow car free and car capped development where appropriate, to ensure a minimum level of cycle parking, and to limit car parking levels.
- 21.3.18 Considerations of impacts upon air quality is an element of **Policy 29**, which is looks to ensure that proposals for renewable and low-carbon energy generation do not result in negative effects; particularly within or close to AQMAs or where air pollution levels are approaching EU Limit Values. This is likely to lead to positive effects in terms of health and wellbeing. In addition, the Policy calls for the noise related impacts of such developments to be addressed.
- 21.3.19 Another important aspect of the shift to a low carbon future is improvements in energy efficiency. This matter is addressed by **Policy 27** and **Policy 30**. The former Policy sets out standards for new development, with residential properties to achieve a minimum of level 4 of the Code for Sustainable homes by 2014. Meanwhile, **Policy 30** focuses on improving energy efficiency where applications are made for extensions and conversions to residential properties. Collectively these policies should help to lower running costs and reduce fuel poverty, resulting in benefits in terms of community and wellbeing.

- 21.3.20 The achievement of high standards of construction in residential development more generally is the focus of **Policy 50**. This states that new residential developments are only to be permitted where they provide reasonable living conditions, including in terms of room sizes and direct access to an area of private amenity space. This is likely to lead to positive effects and is further supported by **Policy 51**, which notes that all housing development should adopt the Lifetime Homes Standard and that a percentage of homes should meet the Wheelchair Housing Design Standard; and Policy 47 which calls for housing for people with specific housing needs (such as the elderly and disabled) to be suitable for the intended occupiers, plus accessible to local shops, services, public transport and community facilities. These latter policies are likely to be particularly important for sectors of Cambridge's population and so may lead to **significant positive effects**.
- 21.3.21 Another aspect of community wellbeing which can be a focus of design is the issue of crime. This matter is addressed through **Policy 56** which calls for new development to be designed to remove the threat, or perceived threat, of crime and improve community safety. This is likely to result in positive effects, as is the Policy's focus on new developments meeting the principles of inclusive design, in particular for those with disabilities, the elderly and those with young children. **Policy 34** also has implications for crime, stating that proposals which incorporate new external lighting, or changes to existing external lighting, should utilise the bare minimum required; balancing concerns over public safety, crime and residential amenity (in terms of light pollution). This balancing of considerations is likely to result in positive effects.
- 21.3.22 Several other policies set to be included in the Local Plan could have implications for community & wellbeing:
- **Policy 7** is likely to lead to positive effects as it seeks to where possible raise the quality of open spaces adjacent to the River Cam.
 - **Policy 8** promotes access to the countryside or open space from development on the urban edge and calls for landscape improvements, with likely positive effects.
 - **Policy 16** states that development proposals at the Cambridge Biomedical Campus will be approved where it can be demonstrated that such proposals are required to meet local, regional or national health care needs, likely leading to positive effects.
 - **Policy 33** is likely to result in positive effects as it focuses on ensuring that contaminated land does not result in adverse health impacts.
 - **Policy 44** will not permit the development of specialist language schools unless they provide residential accommodation and social and amenity facilities, for all non-local students, with likely positive effects.
 - **Policy 46** only permits student housing where it is provided for students attending full-time courses of an academic year or longer and meets identified needs of an existing educational institution. Development would not be allowed to result in the loss of existing marketing or affordable housing and the loss of student housing would also be resisted, likely leading to positive effects.
 - **Policy 48** states that proposals for large houses in multiple occupation must not harm residential amenity and must be accessible to local services, likely leading to positive effects.
 - **Policy 52** notes that development on part of a garden or group of gardens will only be permitted where amenity and privacy is appropriately protected and so is likely to result in positive effects, although the need for residential accommodation should be balanced against the environmental impacts.
 - **Policy 53** will allow flat conversions only where there will be a good standard of amenity for its occupiers and negative impacts on neighbouring properties are avoided, likely resulting in positive effects.

- **Policy 54** states that residential moorings will be permitted where close to existing services and amenities and where there is no significant negative effect on local amenity, so likely leading to positive effects.
- **Policy 57** may lead to positive effects as it will support new buildings only where they are convenient, safe and accessible for all users.
- **Policy 59** calls for design of landscape and the public realm which considers the needs of all users and adopts the principles of inclusive design and so is likely to lead to positive effects.
- **Policy 72** notes that development and change of use in district, local and neighbourhood centres must not give rise to a detrimental effect on the amenity of the area, with likely positive effects.
- **Policy 76** is likely to lead to positive effects as it seeks to ensure that public houses are only lost when a site is no longer needed within the community as a public house, or as another form of community facility.

21.4 Conclusions and recommendations

21.4.1 Cambridge is an area facing significant changes in the future, and so development over the plan period must be capable of addressing the new and expanding demands that will be placed on the city and its infrastructure if current levels of community and wellbeing are to be maintained and improved. On the whole the plan is successful in this regard, with a number of policies addressing the protection of existing community facilities, although some policies could be strengthened in this respect; and the provision of new facilities to address emerging needs, including the securing of finances where appropriate. One of the most significant issues facing the city today and in future is that of housing, and the plan meets the identified housing need as set out in the SHMA²² and as such should lead to **significant positive effects**.

21.4.2 The following recommendations are made:

- Policy could perhaps go further in terms of explicitly requiring that development proposals in the City Centre take into account and reflect identified needs associated with the local community.
- Include criteria setting out conditions that would apply should development result in the loss of educational and healthcare facilities
- Broaden considerations of the impact of renewable and low-carbon energy generation to include all forms of energy infrastructure
- Make explicit the need to consider the potential health impacts of aviation development at Cambridge Airport.

²² Cambridge City Council (2013) Strategic Housing Market Assessment – to be published.

22 CITY CENTRE

22.1 Relevant sustainability objectives:

- Ensure the centre capitalises on the opportunities from growing business sectors;
- Maintain and improve the quality of the centre as a place to live, work and spend leisure time, while ensuring a safe and welcoming environment; and
- Ensure opportunities to reduce energy demand through renewable and low carbon technologies are maximised.

22.2 Relevant plan policies:

22.2.1 Whilst all policies included in the plan will apply to this functional area to some extent, the following have particular relevance given the opportunities, issues, and constraints specific to this area of the city.

- *Section 2:* **Policy 5** Strategic Transport Infrastructure; **Policy 6** Hierarchy of Centres and Meeting Retail Need; **Policy 7:** The River Cam
- *Section 3:* **Policy 9** The City Centre; **Policy 10** Development in the City Centre Primary Shopping Area; **Policy 11** Fitzroy / Burleigh Street/ Grafton Area of Major Change; **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 22** Eastern Gate Opportunity Area; **Policy 23** Mill Road Opportunity Area; **Policy 24** Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area; **Policy 25** Old Press/Mill Lane Opportunity Area
- *Section 4:* **Policy 27** Carbon Reduction, Community Energy Networks, Sustainable Design and Construction and Water Use; **Policy 29** Renewable and Low Carbon Energy Generation; **Policy 36** Air Quality, Odour and Dust
- *Section 5:* **Policy 40** Development and Expansion of Business Space; **Policy 43** University Faculty Development;
- *Section 7:* **Policy 55** Responding to Context; **Policy 60** Tall Buildings and the Skyline in Cambridge; **Policy 61** Conservation and Enhancement of Cambridge’s Historic Environment
- *Section 8:* **Policy 73** Community and leisure facilities; **Policy 77** Development and Expansion of Hotels; **Policy 78** Redevelopment or Loss of Hotels; **Policy 79** Visitor Attractions

22.3 Appraisal

22.3.1 Cambridge city centre is both historic yet modern, supporting a world famous university and a growing service and high tech economy. It is also a regional shopping destination and benefits from a high quality civic environment and open space provision. However, the centre faces a number of challenges and opportunities as a result of economic growth and an increasing and changing population.

22.3.2 These challenges and opportunities include increased demand for city centre office space; the need for improvement to retail and service offerings; and increased pressures on maintaining the high quality public realm resulting from rising resident and visitor numbers. There is also the need to improve connectivity between the city centre and key employment sites, and to take advantage of the opportunities for District Heating that the area presents.

- 22.3.3 The importance of the city centre and the pressures it faces is the focus of **Policy 9**. This policy notes that Cambridge city centre will be the primary focus for developments attracting a large number of people and for meeting retail, leisure, cultural and other needs; including the establishment of a suitable mix of uses. In addition to focusing such developments in the centre, the policy also recognises the need for protection and enhancement of historic assets, green spaces, and the public realm, in order that the impacts of development are appropriately mitigated and the benefits captured. As a result of this balanced approach to growing business sectors and maintaining the quality of the centre, **significant positive effects** are predicted.
- 22.3.4 Cambridge's key economic position as a regional centre is addressed by **Policy 6**, which states that retail and other main town centre uses are directed to the centres in line with the sequential approach set out in the NPPF. Any retail developments proposed outside these centres will be subject to a retail impact assessment if greater than 2,500m² or below this level where a proposal could have a cumulative impact or an impact on the role or health of nearby centres. In addition, the policy notes that a capacity for 14,141m² net of comparison retail floorspace to 2022 has been identified. This is to be met by following a 'City Centre First' approach. Directing retail development and other appropriate uses to the centre may result in **significant positive effects** through its support of the area's economy. The policy's supporting text could be strengthened to explain how monitoring of retail and leisure capacity will be managed in the period beyond 2022 through stating that it is likely that the retail and leisure study will need to be updated during the plan period.
- 22.3.5 In terms of the economy of the city as a whole **Policy 40** notes that demand for offices space has contracted to the city centre, where there is now strong demand for such premises. As a result, the policy is to encourage suitable new offices, research and development and research facilities to come forward in the city centre. This should ensure that such development comes forward where it is most required, so supporting the city centre and wider city economies with positive effects.
- 22.3.6 Another key driver of the local economy is the city's universities. These key facilities are the focus of **Policy 40**, which states that development or redevelopment of university related faculty, research and administrative sites will be supported in the city centre. In addition, this policy calls for development to take advantage of opportunities to improve circulation for pedestrians and cyclists, together with public realm improvements; in turn helping to protect and enhance the locale in addition to supporting the economy of the area. With this being the case, positive effects are predicted. It is also noted that the allocation of two sites in the city centre for university uses may help to create and maintain profitable relationships between businesses and academic researchers.
- 22.3.7 In terms of the retail growth that is to occur in the city centre, **Policy 10** indicates that A1 uses will be supported. It also indicates that proposals for other 'A Class', leisure and tourism uses which are suitable in a centre will be supported were they complement the retail function of the area. The policy also seeks to protect retail uses in the primary and secondary frontages. This includes criteria stating that the loss of centre uses at ground floor level to non-centre uses within primary and secondary frontages will not be permitted, unless it can be demonstrated that the use is no longer viable. These measures to encourage and protect such uses are likely to produce positive effects in terms of the local economy. In addition, the policy will support a mix of uses, including residential and community facilities on upper floors, whilst also protecting and promoting the two outdoor markets. Together these measures should help to ensure **significant positive effects** in terms of the local economy and the quality of the centre.

- 22.3.8 A particular focus for the development of additional comparison retail in the city centre, along with other mixed uses, will be the Fitzroy/Burleigh Street/Grafton Area of Major Change. Specific guidance for development in this area will be provided through **Policy 11**. This policy notes that the precise quantum of development to take place in the area is to be subject to testing and demonstration through the development of a masterplan. This should help to provide flexibility to developers whilst ensuring that an optimum outcome is achieved. In addition, the policy calls for townscape and public realm improvements and a focus on providing access by sustainable modes of transport which should result in wider benefits. Given the varying quality of shops and the public realm in this area currently, this policy approach should result in positive effects.
- 22.3.9 Transport and public realm improvements are an important element of the changes proposed for the Eastern Gate Opportunity Area through **Policy 22**. The quality and character of the area has suffered as a result of unsympathetic development in the 1970s. To address these issues the policy calls for development proposals to realise the potential of underused spaces and to deliver a series of co-ordinated streetscape and public realm improvements. Key projects include the provision of pedestrian/cycle crossings and continuous cycle lanes at Newmarket Road and East Road. These measures should result in positive effects for the area. Nonetheless, the policy could be strengthened by adding a requirement for development proposals in the area to prioritise sustainable forms of transport more generally (e.g. wording in **Policy 24**: *'promote and co-ordinate the use of sustainable transport modes'*).
- 22.3.10 Another area of the city centre requiring improvements to transport and the public realm is the Cambridge Railway Station, Hills Road Corridor. Streets and junctions within the area are congested with traffic and pedestrians experiencing a poor quality public realm. Given these issues, **Policy 24** calls for development in this area which results in an improved, high quality green link connecting the city centre to the station, including a pedestrian and cycle route. This should result in positive effects in terms of accessibility, and wider benefits in terms of an improved environment. This policy could however be improved by making explicit the need for improvements to the environment for cyclists as an element of the coordinated streetscape and public realm improvements that development proposals are to deliver (e.g. wording from **Policy 25**: *'create safer streets with priority for pedestrians and cyclists'*).
- 22.3.11 In the historic core of the city is the Old Press/Mill Lane Opportunity Area. This area is the subject of **Policy 25**, which notes that as the University of Cambridge is interested in relocating some of its activities away from the site this presents a number of opportunities. The policy recognises that these include the chance for new development to enhance the public realm and the setting of heritage assets; address existing conflicts between vehicles and pedestrians; and reuse and redevelop buildings for a range of land uses. A focus on both preserving and enhancing the special historic character of this area, and achieving complementary and compatible land uses should result in positive effects. In addition, the policy is strong in terms of its support for sustainable transport, calling for a minimisation of non-essential car parking; the provision of high quality, well designed areas of cycle parking; and the creation of safer streets with priority for pedestrians and cyclists; with further positive effects.
- 22.3.12 The historic assets of the city centre are likely to be further protected through the provisions of **Policy 55**. This policy states that development will be supported where it is demonstrated that it responds positively to its context, including features of natural, historic or local importance. Further protection is likely to be provided by **Policy 61**, which sets out to conserve or enhance the significance of the heritage assets of the city, and to retain buildings and spaces whose loss would cause harm to the character of a conservation area. These policies should help to ensure that the historic core of the city centre is protected from development that is unsuitable, thus resulting in a range of social and economic benefits, and **significant positive effects**.

- 22.3.13 The Council's appraisal of the city's historic core²³ found that large parts of the River Cam corridor are of very high significance. This significance is likely to be protected and enhanced through **Policy 7**, which calls for development proposals along the corridor to enhance the unique physical, natural and culturally distinctive landscape of the River Cam and take account of and support as appropriate the tourism and recreational facilities in the corridor. This should help to protect this key feature of the historic and natural landscape of the city centre, whilst supporting growth in tourism and so the local economy, thus resulting in positive effects.
- 22.3.14 Also likely to be important to tourism growth, and so to the economy of the city centre, are the criteria set out in **Policy 77** and **Policy 78**. The former will focus the proposals for the development and expansion of hotels in the centre; the latter meanwhile looks to prevent development which would result in the loss of existing hotels and guest houses within the city centre unless they are no longer viable. Further support to tourism is provided through **Policy 79**, which balances making the most of opportunities for growth with the protection of the centre's unique environment and key infrastructure. It does so by calling for proposals for new visitor attractions within the centre to complement the existing cultural heritage of the city, to assist the diversification of the offer, and to have good public transport accessibility. Given the importance of tourism to the Cambridge economy, and the impacts that such activity could potentially have on the centre, these policies are likely to collectively result in **significant positive effects**.
- 22.3.15 The increased amount of development likely to come forward over the plan period could lead to impacts on air quality. This is likely to be of particular importance in the city centre given the poor air quality in much of this area. For instance, all of the individual development sites proposed for the city centre are within or adjacent to an AQMA. Of these sites, all could have an adverse effect on air quality, with one of these sites potentially resulting in a significant adverse effect (the New Museums Site). This could potentially result in negative effects on human health. However, protection against such adverse effects is likely to be provided by **Policy 36** which looks to prevent adverse effects on air quality in AQMAs, and the creation of a new one; plus the prevention of adverse effects on human health as a result of development within AQMAs. As a result, this policy may lead to **significant positive effects**.
- 22.3.16 The prevention of pollution forms an element of the strategic approach to transport infrastructure set out in the **Policy 5**. This seeks to ensure that pressure on the AQMA in the city centre is eased through reduced transport emissions and promotes access by sustainable transport to facilities across Cambridge. The promotion of access is likely to be important for community life also, as distance from a train station tends to be high for many of the individual sites brought forward (excluding those on Hills Road), as the train station is at the edge of the city centre area. This policy could therefore result in **significant positive effects**.
- 22.3.17 Another aspect of environmental protection that is likely to be important in the city centre area is that of climate change mitigation. This is due to the identified potential opportunity for district heating in central Cambridge. The approach outlined in **Policy 27** should help to ensure that this opportunity is taken, by calling for major development proposals within the Strategic District Heating Area to connect to existing heat networks or networks under construction, where possible. The policy will also be supportive of the future proofing of developments so that they are capable of connecting to future heat networks. As such, this policy is considered likely to result in **significant positive effects**. This approach could however be strengthened by stating more clearly which development will be considered to be 'major' and by adjusting the wording of the policy to make clear that it will only be relaxed where the establishment of a connection 'significantly' impacts on the viability of a scheme.
- 22.3.18 Several other policies set to be included in the Local Plan could have implications for the City Centre:

²³ Cambridge City Council (2006) Historic Core Appraisal [online] Available from: <https://www.cambridge.gov.uk/historic-core-appraisal>

- **Policy 13** notes that development should be of higher densities in the city centre, so likely resulting in positive economic effects.
- **Policy 73** should lead to positive effects on the economy as it will permit enhanced community or leisure facilities only if they do not have a negative impact upon the vitality and viability of the city centre, including its evening economy.
- **Policy 60** looks to protect the city’s heritage assets from the impacts that tall buildings may have, with positive implications given the concentration of such assets in the city centre’s historic core.

22.4 Conclusions and recommendations

22.4.1 The policies set out to address development in the city centre area, or that may have an effect on it through their general provisions, are on the whole likely to result in positive effects. This is as a result of a balancing of both the need to grow the local economy to take full advantage of the opportunities presented, and the need to protect and enhance the centre’s assets, community, and infrastructure from the impacts of development and future demographic and economic change. The policies for the Opportunity Areas could however be improved by making stronger reference to the need for a built environment that prioritises sustainable means of transport and provides appropriate supporting infrastructure, with this being of particular importance given the poor air quality in the city centre.

22.4.2 The following recommendations are made:

- The supporting text for Policy 6 could be strengthened to explain how monitoring of retail and leisure capacity will be managed in the period beyond 2022;
- Provide details on how the economic impacts of site allocations that result in the loss of employment space will be identified and addressed;
- Make explicit the need to create a safer and improved environment for cyclists in a number of the centre’s Opportunity Areas;
- Call of development proposals in a number of the centre’s Opportunity Areas to promote and prioritise the use of sustainable forms of transport; and
- Ensure that ‘major’ development in the Strategic Heating area is defined and that conditions are only relaxed where there is a ‘significant’ impact on viability.

23 NORTH CAMBRIDGE

23.1 Relevant sustainability objectives:

- Address deprivation across quite expansive areas of the city's northern and north-eastern extents;
- Address flood risk issues;
- Capitalise on opportunities to encourage use of public transport and walking/cycling (including to access the Cambridge Science Park);
- Increase access to high quality open space, particularly within Arbury;
- Support the achievement of identified priorities within the Chesterton / Ferry Lane and De Freville Conservation Areas;
- Encourage high quality design and improve the quality of the public realm within some areas; and
- Develop a co-ordinated policy with South Cambridgeshire District Council for the development of Northern Fringe East.

23.2 Relevant plan policies:

23.2.1 Whilst all policies included in the plan will apply to this functional area to some extent, the following have particular relevance given the opportunities, issues, and constraints specific to this area of the city.

- *Section 2:* **Policy 2** Spatial Strategy for the Location of Employment Development; **Policy 3** Spatial Strategy for the Location of Residential Development
- *Section 3:* **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 14** Northern Fringe East and Land Surrounding Cambridge Science Park; **Policy 21** Mitcham's Corner Opportunity Area; **Policy 26** Site Specific Development Opportunities
- *Section 4:* **Policy 31** Integrated water management and the water cycle; **Policy 32** Flood Risk
- *Section 5:* **Policy 40** Development and Expansion of Business Space; **Policy 41** Protection of Business Space
- *Section 6:* **Policy 52** Protecting Garden Land and the Subdivision of Existing Dwelling Plots
- *Section 7:* **Policy 55** Responding to Context; **Policy 56** Creating Successful Places; **Policy 59** Designing Landscape and the Public Realm; **Policy 61** Conservation and Enhancement of Cambridge's Historic Environment; **Policy 66** Paving over front gardens; **Policy 67** Protection of Open Space; **Policy 68** Open Space and Recreation Provision Through New Development
- *Section 9:* **Policy 80** Supporting Sustainable Access to Development); **Policy 81** Mitigating the Transport Impact of Development; **Policy 82** Parking Management
- *Section 10:* **Policy 85** Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

23.3 Appraisal

- 23.3.1 The North Cambridge Functional Area is generally more deprived towards the north and east, with the worst performing Super Output Area (SOA) in Cambridge (in terms of 'overall' deprivation according to the Index of Multiple Deprivation) located on the northern extent of King's Hedges ward. Adjacent to this area are also the second and fifth most deprived SOAs in the city. The sixth most deprived SOA in the city is located to the east of the Northern Area. New development and growth can benefit these deprived areas to the north and east through creating new employment opportunities, housing, and other forms of infrastructure including open space provision and public transport.
- 23.3.2 **Policy 13** sets out the general principles for development at the Areas of Major Change and Opportunity Areas, of which two (**Policies 14** and **21**) fall within the North Cambridge Functional Area. Additionally, a number of Site Specific Development Opportunities are located in the area under **Policy 26**. Taken together these policies provide for a significant amount of development in the area, with which it will be important to deliver contributions towards meeting the sustainability objectives for the area.
- 23.3.3 The Northern Fringe Area of Major Change (**Policy 14**) is located to the north east of the area and seeks to deliver an employment-focused area centred around a new train station at the Cambridge Science Park. The area is allocated for high quality mixed use development, including employment uses such as B1, B2 and B8 uses as well as a range of supporting commercial, retail and residential uses, however the final quantum and distribution of uses will be determined through an Area Action Plan. Development in this area of Cambridge which contains the most deprived Super Output Areas in the city should deliver increase employment opportunities and lead to **significant positive effects** in terms of addressing deprivation in the North Cambridge Functional Area.
- 23.3.4 A sustainability objective in North Cambridge is to encourage high quality design and improve the quality of the public realm. In this respect, **Policies 55, 56** and **59** should be of benefit. **Policy 55** seeks to protect and enhance the special character of Cambridge by encouraging development that responds to its context. **Policy 56** supports development that is designed to be attractive, high quality, accessible, inclusive and safe, positively enhancing the townscape. **Policy 59** concerns landscape and the public realm and states that 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. Taken together these policies should ensure that development proposals lead to **significant positive effects** in terms of encouraging proposals that lead to high quality design and an improved public realm.
- 23.3.5 An Opportunity Area is designated at Mitcham's Corner (**Policy 21**) where redevelopment proposals which deliver a mix of uses including local shops and services with residential at upper floors will be supported. Development here could lead to positive effects in terms of encouraging regeneration and attracting investment, which in turn could lead to additional employment opportunities for the residents of the area. The main aim of the Opportunity Area is to improve the quality and character of the area and create a 'sense of place' which should make the area more vibrant, restoring the balance between people and vehicles. The 1970s gyratory system has created an unpleasant environment for pedestrians and cyclists which is difficult to navigate and has eroded the character of the area. Public realm improvements aim to create a low speed environment giving pedestrians and cyclists greater priority, de-cluttering the street scene and creating opportunities for new public spaces. As such the Opportunity Area should lead to **significant positive effects** in terms of encouraging high quality design and public realm in this area of the city.

- 23.3.6 A recognised sustainability objective of the plan is to capitalise on opportunities to encourage use of public transport, walking and cycling including access to the Cambridge Science Park. Transport **Policies 80, 81 and 82** seek to promote sustainable transport and reduce reliance on the car; while **Policy 13** requires proposals to be of higher densities around key transport interchanges, District Centres and Local Centres. Additionally **Policy 85** requires new development to be supported by the required infrastructure at the appropriate stage, including transport infrastructure.
- 23.3.7 **Policies 14 and 21** both require improvements to walking and cycling infrastructure in an attempt to achieve modal shift towards sustainable transport modes. **Policy 21** should rebalance the road network in favour of walking and cycling by removing / remodelling the gyratory; whilst **Policy 14** seeks to link the proposed new station at Cambridge Science Park to the Science Park itself and the Busway. This should improve accessibility both in and out of the area and ensure that new employment opportunities are within easy reach. These provisions should result in **significant positive effects** in terms of encouraging public transport, walking and cycling whilst also increasing access to employment opportunities from more deprived parts of the city.
- 23.3.8 Arbury has the lowest amount of Protected Open Space in Cambridge and the spaces that are available are considered to be of insufficient quality, size and proximity to housing. King's Hedges ward has more open space but is of similar poor quality whereas to the south, West and East Chesterton have greater provision of open space.
- 23.3.9 In terms of general open space policies; **Policy 68** requires residential development proposals to contribute to the provision of open space and recreation facilities on-site or off-site through developer contributions. Open space is protected under **Policy 67** whereby development is only permitted where replacement space (of greater quality and/or quantity) is provided in the area; and **Policy 59** requires external spaces, landscape, public realm and boundary treatments to be designed as an integral part of new development proposals. Additionally **Policy 85** requires the provision of infrastructure alongside development including open space.
- 23.3.10 Specific to the North Cambridge Functional Area, development that comes forward should increase provision by following the above policies in the plan. At Mitcham's Corner (**Policy 21**) a criterion states that development proposals should create opportunities for new public spaces. Mitcham's Corner is at the southern extent of Arbury ward which should increase open space provision for residents. Notably, just west of Arbury ward is the NIAB 1 Area of Major Change (**Policy 19**) which requires provision of open space as part of the development; which should benefit residents to the north of the ward. Taken as a whole, policies in the plan should increase open space provision in North Cambridge – particularly in Arbury – and should lead to **significant positive effects**.
- 23.3.11 There is a need for the plan to support the achievement of identified priorities within Conservation Areas (CAs). Such areas in North Cambridge are De Freville CA, Chesterton CA and Ferry Lane CA. Conservation areas are addressed by **Policy 61** which seeks to ensure the conservation and enhancement of Cambridge's historic environment. This policy alongside other design policies which require consideration of the relationship between the site and its surroundings should help to ensure adequate protection of the Conservation Areas.

- 23.3.12 Specifically within Chesterton and Ferry Lane CAs, negative issues relate to the road network and inappropriate modern development. Busy traffic along the High Street led to traffic calming interventions (including raised tables and speed bumps) in the 1990s which has resulted in a loss of historic character. Poor quality commercial frontages and modern development that does not take into account the context and character of the CA has had a detrimental impact on the street scene. The transport policies appraised above (**Policies 80, 81 and 82**) should help to reduce reliance on the car and subsequently traffic; whilst the design policies (**Policies 55, 56 and 59**) along with **Policy 61** (for conservation of the historic environment) should ensure that new proposals contribute to, rather than detract from, the character of the area. The policies are appraised to lead to positive effects as without comprehensive redevelopment of the inappropriate buildings and remodelling/reconfiguring of the High Street such issues are likely to remain in the CAs.
- 23.3.13 The Cambridge Surface Water Management Plan identifies three areas within North Cambridge as 'wetspots' i.e. at particular risk of flooding. These include King's Hedges/Arbury as the highest ranked spot; North Chesterton (3rd) and South Chesterton (5th). The Management Plan states that there is a need for increased maintenance of watercourses and surface water drains; and the uptake of engineering options including attenuation features, such as swales, basins and wetlands and source control elements such as permeable paving and rain gardens. **Policies 31 and 32** set out the Cambridge approach to Integrated Water Management and Flood Risk respectively and **Policy 66** requires paving in front gardens to consist of permeable surfaces. In particular, **Policy 32** requires no increase in flood risk and, for previously developed land, proposals should reduce flood risk.
- 23.3.14 Taken together the above policies fulfil the requirements of the Surface Water Management Plan and should reduce flood risk in the Functional Area. As such the plan should lead to **significant positive effects** through reducing flood risk.
- 23.3.15 Several other policies set to be included in the Local Plan could have implications for North Cambridge:
- **Policy 41** Protection of Employment sites – one site (south of King's Hedges Road) is designated as a Protected Industrial Site which could lead to positive effects in terms of employment and deprivation in the north east of the Functional Area;
 - **Policy 52** Protection of Garden Land and Subdivision of Existing Dwelling Plots – this policy would afford greater protection to gardens, with likely positive effects in terms of flood risk.

23.4 Conclusions and recommendations

- 23.4.1 The Local Plan has been appraised to lead to **significant positive effects** in terms of most of the sustainability objectives identified in the North Cambridge Functional Area. The level of growth proposed at the Northern Fringe East and the associated transport improvements at Cambridge Science Park Station should help to achieve modal shift and lead to employment opportunities, particularly for those in the north east of the Functional Area that are amongst the most deprived in the city.
- 23.4.2 A number of policies seek to protect and enhance the quantity and quality of provision and improve access to open space. Wider sustainable transport policies seek to achieve modal shift and in combination with historic environment and design policies should benefit conservation areas by reducing the impact of traffic and inappropriate development. Flood risk (in particular surface water flood risk) in the area should be reduced by policies requiring sustainable drainage infrastructure, attenuation features, wetland creation and permeable paving.
- 23.4.3 The following recommendations are made:

- Ensure that open space infrastructure spending from development in the North Cambridge area goes towards quality improvements in areas of deficiency; particularly Arbury.
- Prioritise remodelling the High Street in the Chesterton and Ferry Lane Conservation Areas as an infrastructure scheme in **Policy 85** in order to reduce heavy traffic and restore the historic character of the areas.

24 SOUTH CAMBRIDGE

24.1 Relevant sustainability objectives:

- Address flood risk issues;
- Consider the potential to address deprivation associated with areas to the East;
- Work with developers to facilitate the achievement of successful new communities within the urban extensions;
- Maintain and enhance open spaces and green space within the urban area, and the Green Belt setting;
- Support the achievement of identified priorities within Conservation Areas; and
- Capitalise on opportunities to encourage use of public transport and walking/cycling

24.2 Relevant plan policies:

24.2.1 Whilst all policies included in the plan will apply to this functional area to some extent, the following have particular relevance given the opportunities, issues, and constraints specific to this area of the city.

- *Section 2:* **Policy 2** Spatial Strategy for the Location of Employment Development; **Policy 3** Spatial Strategy for the Location of Residential Development; **Policy 4** The Cambridge Green Belt; **Policy 5** Strategic Transport Infrastructure; **Policy 8** Setting of the City
- *Section 3:* **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 15** Land South of Coldham’s Lane; **Policy 16** Cambridge Biomedical Campus – including Addenbrooke’s Hospital; **Policy 17** Southern Fringe; **Policy 26** Site Specific Development Opportunities
- *Section 4:* **Policy 31** Integrated water management and the water cycle; **Policy 32** Flood Risk
- *Section 5:* **Policy 40** Development and Expansion of Business Space; **Policy 41** Protection of Business Space
- *Section 6:* **Policy 52** Protecting Garden Land and the Subdivision of Existing Dwelling Plots
- *Section 7:* **Policy 56** Responding to Context; **Policy 57** Creating Successful Places; **Policy 60** Designing Landscape and the Public Realm; **Policy 62** Conservation and Enhancement of Cambridge’s Historic Environment; **Policy 66** Paving over front gardens; **Policy 67** Protection of Open Space; **Policy 68** Open Space and Recreation Provision Through New Development
- *Section 8:* **Policy 74** Community and Leisure Facilities; **Policy 75** Education Facilities; **Policy 76** Healthcare Facilities
- *Section 9:* **Policy 80** Supporting Sustainable Access to Development; **Policy 81** Mitigating the Transport Impact of Development; **Policy 82** Parking Management
- *Section 10:* **Policy 85** Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

24.3 Appraisal

24.3.1 The South Cambridge Functional Area is generally more deprived towards the east. New development and growth can benefit the deprived areas to the east through creating new employment opportunities, housing, and other forms of infrastructure including open space provision and public transport.

- 24.3.2 **Policy 3** sets out the spatial strategy regarding residential development whilst **Policy 2** sets out the spatial strategy for employment development. **Policy 13** sets out the general principles for development at the Areas of Major Change, of which three (**Policies 15, 16 and 17**) fall within the South Cambridge Functional Area. Additionally, a number of Site Specific Development Opportunities are located in the area under **Policy 26**. Taken together these policies provide for a significant amount of development in the area, with which it will be important to deliver successful new communities.
- 24.3.3 **Policy 13** sets the general principles for development in Areas of Major Change. Development must include necessary infrastructure and provide a community strategy to demonstrate how the development will integrate with existing communities and create successful new communities. **Policy 57** seeks to create successful places that are designed to be attractive, high quality, accessible, inclusive and safe. Consideration of the need to link existing and new communities together, and also consideration of the design of the new community and how it will function, should have a **significant positive effect** in terms of creating successful new communities and also addressing deprivation through linking deprived communities to new development.
- 24.3.4 **Policy 17** Southern Fringe Area of Major Change seeks to deliver high quality new neighbourhoods for Cambridge including a mix of residential properties (including affordable housing); community infrastructure including a health centre, library and meeting rooms; education including up to 5.6 hectares for a secondary school and a primary school; local shopping and services; and open space and recreation including allotments and children’s play areas. Through providing such development and supporting infrastructure in line with **policies 13 and 57** above this should also lead to **significant positive effects** in terms of creating successful communities.
- 24.3.5 Employment land in the Areas of Major Change is set to be delivered through **Policy 16** Cambridge Biomedical Campus including Addenbrooke’s Hospital and **Policy 15** South of Coldham’s Lane. **Policy 16** seeks to deliver development at the Cambridge Biomedical Campus for healthcare needs or biomedical/biotechnology research with associated supporting activities including a hotel, seminar conference centre, and small scale amenities. **Policy 15** seeks to deliver small scale commercial land to the north of the railway. **Policy 26** makes provision for 9.97ha of additional employment land above the previous Local Plan allocations. These new employment opportunities should benefit the more deprived areas in the east of the Functional Area and lead to **significant positive effects**.
- 24.3.6 A recognised sustainability objective of the plan is to capitalise on opportunities to encourage use of public transport, walking and cycling. The Site Appraisal Interim SA highlights that many of the sites have poor access to community infrastructure and poor provision of cycle infrastructure. Transport **Policies 80, 81 and 82** seek to promote sustainable transport and reduce reliance on the car; while **Policy 13** requires proposals to be of higher densities around key transport interchanges, District Centres and Local Centres. Additionally **Policy 85** requires new development to be supported by the required infrastructure at the appropriate stage, including that of transport infrastructure.
- 24.3.7 **Policies 15, 16 and 17** all require improvements to walking and cycling infrastructure, and specifically extending conventional bus services to meet the needs of the resident and working population, linking to the Cambridge Busway, Park and Ride and ensuring transport links between different Areas of Major Change. These provisions should result in **significant positive effects** in terms of encouraging use of public transport, walking and cycling whilst also increasing access to employment opportunities from more deprived parts of the city.

- 24.3.8 The South Cambridge Functional Area contains Green Belt land and a large amount of open space, although much of it is private land and inaccessible to the public. In terms of the Green Belt, **Policies 4 and 8** apply. **Policy 8** requires development proposals on the urban edge, within green corridors, green belt and open space to conserve and enhance landscape setting, promote access to the countryside / open space where appropriate, and include landscape improvement proposals that improve visual amenity and enhance biodiversity.
- 24.3.9 **Policy 68** requires residential development proposals to contribute to the provision of open space and recreation facilities on-site or off-site through developer contributions. Open space is protected under **Policy 67** and **Policy 59** which require landscape, public realm and boundary treatments to be designed as an integral part of new development proposals, co-ordinated with adjacent sites.
- 24.3.10 **Policy 26** allocates four sites for Green Belt land release and details a list of criteria which would need to be met in order for development to occur. These criteria relate to landscaping and preserving the existing character of the Green Belt. Other sites on the urban fringe are allocated under **Policies 16** and **17**.
- 24.3.11 Development would lead to some loss of the Green Belt however the policies in the plan should lead to improvements and enhancements in access to and quality of urban open spaces. Providing that the negative landscape and visual effects of development in the Green Belt are mitigated in line with plan policies, there would likely be no adverse effects and as such it would lead to **significant positive effects** in terms of maintaining and enhancing open spaces, green spaces and the Green Belt setting.
- 24.3.12 There is a need for the plan to support the achievement of identified priorities within Conservation Areas. Conservation areas are addressed by **Policy 61** which seeks to ensure the conservation and enhancement of Cambridge's historic environment. This policy alongside other design policies which require consideration of the relationship between the site and its surroundings should help to ensure adequate protection of the Conservation Areas.
- 24.3.13 Specifically within South Cambridge; high levels of parking is an issue which needs to be addressed at Brooklands Avenue Conservation Area and addressing heavy traffic on the High Street is a key concern in the Trumpington Conservation Area. As discussed in the appraisal above, transport **Policies 80 to 82** and transport infrastructure requirements in **Policies 15 to 17** should contribute towards addressing the transport-related issues in the Conservation Areas. Development in the wider Functional Area should help to achieve modal shift to public transport, walking and cycling, and reduce reliance on the car, as such it should lead to **significant positive effects** in terms of achieving identified priorities in Conservation Areas.
- 24.3.14 The Cambridge Surface Water Management Plan identifies Cherry Hinton as a 'wetspot' i.e. at particular risk of flooding. The Management Plan states that there is a need for increased maintenance of watercourses and surface water drains; and the uptake of engineering options including attenuation features, such as swales, basins and wetlands and source control elements such as permeable paving and rain gardens. **Policies 31** and **32** set out the Cambridge approach to Integrated Water Management and Flood Risk respectively and **Policy 66** requires paving in front gardens to consist of permeable surfaces. In particular, **Policy 32** requires no increase in flood risk and, for previously developed land, proposals should reduce flood risk.
- 24.3.15 Taken together the above policies fulfil the requirements of the Surface Water Management Plan and should reduce flood risk in the Functional Area, particularly at Cherry Hinton. As such the Plan should lead to **significant positive effects** through reducing flood risk.
- 24.3.16 Several other policies set to be included in the Local Plan could have implications for South Cambridge:

- **Policy 41** Protection of Employment sites – one site (north of West Anglia Branch Line) is designated as a Protected Industrial Site which could lead to positive effects in terms of employment and deprivation in the east of the Functional Area;
- **Policy 52** Protection of Garden Land and Subdivision of Existing Dwelling Plots – this policy would afford greater protection to gardens, with likely positive effects in terms of flood risk; and
- **Policy 73** Community and Leisure Facilities; **Policy 74** Education Facilities; and **Policy 75** Healthcare Facilities - Facilities provided as part of development could reduce the distance necessary to travel to access such facilities, likely leading to positive effects in terms of sustainable transport.

24.4 Conclusions and recommendations

24.4.1 The Local Plan has been appraised to lead to **significant positive effects** in terms of all of the relevant sustainability objectives in the South Cambridge Functional Area. The level of growth proposed and the associated transport and community infrastructure should lead to the delivery of successful new communities that are integrated with other areas, particularly those in the east that are generally more deprived. Development requiring the release of the Green Belt is subject to policies that mitigate for the loss of land by improving the quality and public access to open space whilst ensuring there is no residual adverse landscape or visual impact. Sustainable transport policies seek to achieve modal shift and in combination with historic environment policies should benefit conservation areas by reducing the impact of traffic and parking. And, finally, flood risk at Cherry Hinton should be reduced by requiring sustainable drainage infrastructure, attenuation features, wetland creation and permeable paving.

24.4.2 No recommendations are made.

25 EAST CAMBRIDGE

25.1 Relevant sustainability objectives:

- Maintain and enhance open spaces and green space within the urban area, and the Green Belt setting;
- Address deprivation across quite expansive areas;
- Maintain the character of particular neighbourhoods; and
- Capitalise on opportunities to encourage use of public transport and walking/cycling.

25.2 Relevant plan policies:

25.2.1 Whilst all policies included in the plan will apply to this functional area to some extent, the following have particular relevance given the opportunities, issues, and constraints specific to this area of the city.

- *Section 2:* **Policy 2** Spatial Strategy for the Location of Employment Development; **Policy 3** Spatial Strategy for the Location of Residential Development; **Policy 5** Strategic Transport Infrastructure; **Policy 8** Setting of the City
- *Section 3:* **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 12** Cambridge East; **Policy 15** Land South of Coldham’s Lane; **Policy 20** Station Areas East and West; **Policy 23** Mill Road Opportunity Area; **Policy 24** Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area; **Policy 26** Site Specific Development Opportunities
- *Section 5:* **Policy 40** Development and Expansion of Business Space; **Policy 41** Protection of Business Space
- *Section 7:* **Policy 55** Responding to Context; **Policy 56** Creating Successful Places; **Policy 59** Designing Landscape and the Public Realm; **Policy 61** Conservation and Enhancement of Cambridge’s Historic Environment; **Policy 67** Protection of Open Space; **Policy 68** Open Space and Recreation Provision Through New Development
- *Section 9:* **Policy 80** Supporting Sustainable Access to Development; **Policy 81** Mitigating the Transport Impact of Development; **Policy 82** Parking Management
- *Section 10:* **Policy 85** Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

25.3 Appraisal

25.3.1 The East Cambridge Functional Area is generally more deprived towards the north within Abbey ward and also to the east although to a lesser extent). The third, fourth and tenth most deprived Super Output Areas in Cambridge are found within the East Cambridge Functional Area. New development and growth can benefit these deprived areas to the north and east through creating new employment opportunities, housing, and other forms of infrastructure including open space provision and public transport.

25.3.2 Policy 13 sets out the general principles for development in the Areas of Major Change and Opportunity Areas, of which four (**Policies 15, 20, 23 and 24**) fall within the East Cambridge Functional Area. Additionally, a number of residential Site Specific Development Opportunities are located in the area under **Policy 26**. Taken together these policies provide for a significant amount of development in the area, with which it will be important to deliver contributions towards meeting the sustainability objectives for the area.

- 25.3.3 **Policy 12** (Cambridge East) safeguards land at Cambridge Airport for redevelopment beyond the plan period. Three adjacent smaller residential sites are allocated to come forward during the plan period; one of these is located almost entirely within South Cambridgeshire. **Policy 15** makes provision for commercial uses on closed landfill sites (although the commercial land is located in neighbouring South Cambridge Functional Area). **Policy 20** (Station Areas East and West) sets out the land use mix for development around the train station which includes B1 employment land, a mix of A-class uses and supporting uses such as hotels and community uses. **Policy 23** (Mill Road Opportunity Area) allocates three sites for residential development and seeks to improve the diversity, vitality and viability of a distinctive area of the city.
- 25.3.4 The main location of new employment opportunities is based around the train station although the designation of Opportunity Areas could lead to additional employment. The scale of employment proposed is likely to lead to **significant positive effects** in terms of employment; however the degree to which this benefits residents of Abbey Ward through addressing deprivation will depend on how accessible the new employment opportunities are, both in the nature of the employment (for example in terms of skills and qualifications required) and how well-served the area is by public transport, walking and cycling.
- 25.3.5 A sustainability objective in the East Cambridge Functional Area is to maintain the character of particular neighbourhoods. In this respect, **Policies 55, 56 and 59** should be of benefit. **Policy 55** seeks to protect and enhance the special character of Cambridge by encouraging development that responds to its context. **Policy 56** supports development that is designed to be attractive, high quality, accessible, inclusive and safe, positively enhancing the townscape. **Policy 59** concerns landscape and the public realm and states that 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. Taken together these policies should ensure that development proposals lead to **significant positive effects** in terms of maintaining the character of neighbourhoods and leading to high quality development.
- 25.3.6 Development proposed in the Section Three policies (**Policies 9-26**) allocate complementary land uses together (for example residential development in residential areas and employment uses in accessible location adjacent to other employment uses) which should respect the character of such locations and neighbourhoods. Opportunity Areas are designated at Mill Road (**Policy 23**) and Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area (**Policy 24**).
- 25.3.7 Mill Road is a district centre that is cherished for the variety of its independent shops and its arts and cultural role. **Policy 23** seeks to retain the character of the area by not allowing the amalgamation of small units into larger units, in all but exceptional circumstances in order to support smaller independent traders, which should have the benefit of encouraging diversity and supporting the established businesses that characterise the area. To strengthen the distinctiveness of Mill Road and ensure its long term success and viability, the policy seeks to encourage the development of arts and cultural facilities and intends to deliver a series of co-ordinated streetscape and public realm improvements; including a better pedestrian environment. These measures should help to both support and protect the strong community in the area and aid the local economy thus creating positive effects. However, whilst Mill Road is an extremely busy and narrow road which creates conflicts between cars, buses and cyclists, this issue is not strongly addressed. It is suggested that the policy could be improved by calling for development proposals to improve the environment for cyclists (e.g. wording from **Policy 25**: *'create safer streets with priority for pedestrians and cyclists'*) and to prioritise sustainable transport more generally (e.g. wording in **Policy 24**: *'promote and co-ordinate the use of sustainable transport modes'*).

- 25.3.8 **Policy 24** refers to the local centre on Hills Road, the proposed centre at the station area and linkages to Cambridge Leisure Park. The policy aims to deliver and reinforce a sense of place through streetscape and public realm improvements including key projects which seek to promote the character and distinctiveness of the area. Through the place-specific Opportunity Area policies that seek to retain and enhance what makes these areas special the Local Plan should lead to **significant positive effects** in terms of maintaining the character of particular neighbourhoods in the city.
- 25.3.9 A recognised sustainability objective of the plan is to capitalise on opportunities to encourage use of public transport, walking and cycling. Transport **Policies 80, 81 and 82** seek to promote sustainable transport and reduce reliance on the car; while **Policy 13** requires proposals to be of higher densities around key transport interchanges, District Centres and Local Centres. Additionally **Policy 85** requires new development to be supported by the required infrastructure at the appropriate stage, including that of transport infrastructure.
- 25.3.10 A key policy in the East Cambridge Functional Area is **Policy 20**. The policy aspires to deliver a major regenerated multi-modal transport interchange which serves Cambridge and the wider sub-region, focused on the existing rail station. In addition to this there would be improved cycling and walking routes and facilities including the potential for future improvements for pedestrians and cyclists between Station Areas East and West, the main location for employment land delivery in the Functional Area. By focusing development at a sustainable location and increasing the capacity of public transport and linkages between modes this should lead to **significant positive benefits** in terms of encouraging use of sustainable transport.
- 25.3.11 These benefits are enhanced by **Policy 15** which makes provision for upgrading of existing public routes to support increased pedestrian and cycle access to the country park. **Policies 23 and 24** seek to create a low speed traffic environment, widen pavements and introduce more pedestrian crossings which should have the benefit of increasing safety for cyclists and pedestrians and further encourage modal shift.
- 25.3.12 The quality of open space is varied in East Cambridge and, in Romsey ward in particular, provision is low and only 36% of the spaces are publicly accessible. In terms of general open space policies; **Policy 68** requires residential development proposals to contribute to the provision of open space and recreation facilities on-site or off-site through developer contributions. Open space is protected under **Policy 67** whereby development is only permitted where replacement space (of greater quality and/or quality) is provided in the area; and **Policy 59** requires external spaces, landscape, public realm and boundary treatments to be designed as an integral part of new development proposals. For development on the urban edge, within green corridors, green belt and open space, **Policy 8** requires development proposals to conserve and enhance landscape setting, promote access to the countryside / open space where appropriate, and include landscape improvement proposals that improve visual amenity and enhance biodiversity. Additionally **Policy 85** requires the provision of infrastructure alongside development including open space.
- 25.3.13 Specifically within East Cambridge, **Policy 15** proposes the delivery of an Urban Country Park to serve the east of the city. As part of the scheme there would be public access and landscape improvements, and future management and funding arrangements for the on-going maintenance of the park. In addition **Policy 20** specifies a need for open spaces, both hard surfaced and green. The more general city-wide policies and provision of a new, high quality and accessible urban park should increase the quality of provision and lead to **significant positive effects** in terms of open space provision.
- 25.3.14 Several other policies set to be included in the Local Plan could have implications for South Cambridge:

25.3.15 **Policy 40** Development and Expansion of Business Space – this policy states that new offices, research and development and research facilities are encouraged around the train station, which could lead to positive effects in terms of addressing deprivation and encouraging sustainable transport.

25.3.16 **Policy 41** Protection of Employment sites – three sites are designated as Protected Industrial Site which could lead to positive effects in terms of employment and deprivation in the north east of the Functional Area.

25.4 Conclusions and recommendations

25.4.1 The Local Plan has been appraised to lead to **significant positive effects** in terms of most of the sustainability objectives identified in the East Cambridge Functional Area. The level of growth proposed at sustainable locations should help address deprivation and encourage use of sustainable modes of transport. The Opportunity Area policies and wider design policies should ensure that the character of neighbourhoods is maintained and enhanced. Plan policies seek to protect and enhance the quantity and quality of open space provision and the creation of a new urban country park should improve access to and quality of provision.

25.4.2 Recommendation:

- Ensure that transport links and the new multi-modal transport interchange at the rail station allow new employment opportunities surrounding the train station to be accessed by deprived areas in Abbey Ward.

26 WEST CAMBRIDGE

26.1 Relevant sustainability objectives:

- Maintain and enhance open spaces and green space within the urban area, and the Green Belt setting;
- Maintain the exceptional character of the built environment and address priorities identified within the designated Conservation Areas; and
- Capitalise on opportunities to encourage use of public transport and walking/cycling.

26.2 Relevant plan policies:

26.2.1 Whilst all policies included in the plan will apply to this functional area to some extent, the following have particular relevance given the opportunities, issues, and constraints specific to this area of the city.

- *Section 2:* **Policy 4** The Cambridge Green Belt; **Policy 5** Strategic Transport Infrastructure; **Policy 8** Setting of the City
- *Section 3:* **Policy 13** Areas of Major Change and Opportunity Areas – General Principles; **Policy 18** West Cambridge Area of Major Change; **Policy 19** NIAB 1 Major Area of Change
- *Section 4:* **Policy 34** Light Pollution Control; **Policy 35** Protection of Human Health From Noise and Vibration
- *Section 5:* **Policy 40** Development and Expansion of Business Space; **Policy 43** University Faculty Development
- *Section 7:* **Policy 55** Responding to Context; **Policy 61** Conservation and Enhancement of Cambridge's Historic Environment; **Policy 62** Local Heritage Assets; **Policy 67** Protection of open space; **Policy 68** Open Space and Recreation Provision; **Policy 69** Protection of sites of local nature conservation importance; **Policy 71** Trees
- *Section 9:* **Policy 80** Supporting Sustainable Access to Development; **Policy 81** Mitigating the Transport Impact of Development; **Policy 82** Parking Management
- *Section 10:* **Policy 85** Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

26.3 Appraisal

26.3.1 West Cambridge is a generally affluent area and one in which large parts are dominated by College uses. There are significant areas of open space in the area; however, much is for College use and so publically accessible areas are relatively limited. There are a number of key heritage assets in the area, including conservation areas at Newnham Croft, Storey's Way, Conduit Head Road, and the West Cambridge conservation area. The outskirts of the West Cambridge area lie adjacent to countryside, including areas of Green Belt designation.

26.3.2 It is important that this key area is able to contribute to both the Cambridge economy and to addressing the demographic changes that will be affecting the city in future years. In order to do so to maximum effect, development in the area will require both support and restriction. As such, the provisions of the Local Plan are likely to have a range of implications.

- 26.3.3 In terms of the development of the West Cambridge economy, **Policy 40** is likely to be of importance due to its focus on supporting research and development in this area. This should help to build on existing economic strengths, with positive effects. In addition, the policy notes that larger employment sites, with multiple occupiers, should ‘consider’ whether they want to provide shared social spaces within the site. This is with the rationale of enhancing the vitality and attractiveness of such sites. This approach is in response to the Cambridge Cluster Study (2011) which found that the lack of a social aspect on newer peripheral employment sites makes them less attractive places to locate to. As such, this policy should result in positive effects. However, the approach could be strengthened by stating that such development ‘must’ provide shared social spaces, in order to help ensure viability.
- 26.3.4 A key element of the Cambridge and national economy is the city’s universities, with this being one of the reasons why so many high technology and knowledge-based employers decide to locate in the area. Of note in this respect is **Policy 45** which states that the continued development of faculty, research and administrative sites in West Cambridge are to be supported, likely leading to positive effects.
- 26.3.5 One such site of university growth in Cambridge will be in the West Cambridge Area of Major Change, which is the focus of **Policy 18**. In this location, the University of Cambridge is seeking to intensify development on existing sites, with the principal land uses to be faculty development, research institutes, and commercial research and development. Additional uses will also be supported where they add to the social spaces and vibrancy of the area. As a result, this policy is likely to support both economic and social gains in the area. It is however important to note that increased activity as a result of development at this site could put further pressure on the environment, and on the amenity of nearby residents; with particular concerns highlighted as being impacts on biodiversity and noise and light pollution. In order to address these potential issues the policy states that densification will only be supported if the masterplan takes account of the full range of employment uses and supporting facilities and amenities, respects the adjacent important Green Belt setting, and respects other neighbouring residential uses. In addition, the policy calls for a comprehensive transport strategy for the site to be developed to minimise reliance on private car, and for access to be provided to key sites in the city (e.g. the railway station) for all. Overall, this policy addresses the need for economic growth in the area, whilst also providing for the protection and enhancement of social and environmental assets; it should therefore result in **significant positive effects**. Nonetheless, the policy could be improved by making explicit the need for the provision of publically accessible green space given the limited levels available currently. In addition, the need to protect biodiversity could be made clearer given the direct and indirect impacts that densification could have. Both of these goals could potentially be met by calling for suitable green infrastructure to be incorporated into any masterplan.

- 26.3.6 Another major driver of change in the city in future is the expected growth in the size of its population. In order to ensure the wellbeing of the future population, and to secure economic growth, suitable residential accommodation will be required. A large degree of the provision of housing in West Cambridge (with some overlap into North Cambridge) is to take place in NIAB 1 Major Area of Change. This area is the focus of **Policy 19** which notes that a new neighbourhood is to be established. This will include a mix of residential properties, including 40% affordable housing, and so is likely to lead to benefits given the level of demand for such housing in the city. In addition, the policy looks to ensure that the neighbourhood is supported by complementary uses (community facilities, open space etc.) and so should ensure that the level of provision of such facilities is high, with social benefits. Sustainable transport is also well supported, as development is expected to provide for walking, cycling, and a direct link for public transport. However, this approach could be strengthened by calling for a comprehensive transport strategy to be produced for the development (as is the case for **Policy 18**). This may be of particular importance given the position of the area on the outskirts of the city. In addition, it is noted that key constraints on the site include noise pollution from the A14 and footpaths crossing the site. The policy could therefore be improved by making explicit the need for development proposals / master plans to take into account these issues. Despite these concerns, the policy balances residential growth with protection well and is likely to lead to **significant positive effects** overall.
- 26.3.7 Both Areas of Major Change proposed in the West Cambridge area may have adverse effects in terms of neighbouring amenity due to the scale and type of development proposed. In addition to the provisions made in the Area of Major Change policies themselves (**Policies 18** and **19**), other Local Plan Policies are of relevance to addressing these concerns. These include **Policy 34**, which looks to limit the impact of light pollution; and **Policy 35**, which focuses on the protection of human health from noise and vibration. These policies are likely to help prevent adverse effects resulting from large scale development in the area and so should lead to positive effects.
- 26.3.8 A key consideration given the scale of development proposed in West Cambridge is that of infrastructure provision. **Policy 85** is vital in this regard. It states that new development must be supported by required infrastructure and, where existing infrastructure will be placed under strain due to the impact of new development, improvements to existing infrastructure or compensatory provision should be made. It also states that planning obligations and / or a CIL could be required in order to provide such infrastructure, including public transport, education, healthcare community facilities and open space. These measures should help to ensure that there is no reduction in the area's key infrastructure and that, where appropriate, some degree of funding new infrastructure is provided. Also of relevance in this respect is **Policy 13**. This notes that development in Areas of Major Change should seek to protect existing public assets, including open space and leisure facilities, and that where the loss of such assets is unavoidable appropriate mitigation is undertaken to offset the loss. Given the two Major Areas of Change in West Cambridge, and the scale of development proposed, these policies are likely to lead to **significant positive effects**.
- 26.3.9 In terms of transport it is notable that one site in West Cambridge allocated through the plan has constraints, with Mount Pleasant House having poor cycling conditions. In cases such as these, the provisions of the plan's wider focused transport policies will be important. These include **Policy 5**, which requires development proposals to contribute to the implementation the Cambridgeshire Local Transport Plan; and **Policy 80**, which identifies the key transport related elements that development proposals must demonstrate and which requires new developments to prioritise access by sustainable modes of travel. **Policies 81** and **82** also seek to promote sustainable transport and reduce reliance on the car; while **Policy 85** requires new development to be supported by the required infrastructure at the appropriate stage, including that of transport infrastructure. Given the amount of development to be brought forward over the plan-period and the peripheral location of much of this development, these policies appear likely to result in **significant positive effects**.

- 26.3.10 In terms of the green infrastructure available for community use, publically accessible open space is a key concern in West Cambridge; in all just 7% of open space in Castle Ward and 25% of open space in Newnham Ward is accessible. Given such limitations, **Policy 68** in particular should result in benefits as it calls for all residential development proposals to contribute to the provision of open space and recreation facilities onsite, with this provision to address local deficiencies where possible. This approach is further supported by **Policy 67**. This states that development proposals will not be permitted which will harm the character of, or lead to the loss of, open space of recreational importance unless it can be satisfactorily replaced. The focus on both protection and provision set out through these policies should result in **significant positive effects** in the area.
- 26.3.11 Another important type of open space in the West Cambridge Functional Area is the Green Belt, with Newnham Ward lying adjacent to the countryside, with areas of Green Belt running through and around the built-up area. Such areas are recognised for their role in providing for sport and recreation, amenity and biodiversity. With this being the case, **Policy 4** is likely to result in positive social and environmental effects given its focus on protecting the Green Belt from development except in very special circumstances. Similarly **Policy 8** (Setting of the City) seeks to ensure that the area between the urban edge and the countryside is protected from inappropriate development, by requiring proposals to demonstrate that they respond to, conserve, and enhance the landscape setting; again with likely positive effects.
- 26.3.12 The landscape setting of the city is a concern of a number of the Local plan policies, with these potentially being of importance in West Cambridge given the area's landscape assets, including views over the city from Castle Mound and the Backs. The protection of such assets is likely to be supported through **Policy 55** which notes that development is to use appropriate local characteristics to help inform the use, siting, massing, scale, form, materials and landscape design of new development. This should help to ensure development is well integrated with its immediate locality and the wider city, with positive effects.
- 26.3.13 The provisions of **Policy 55** are also important in terms of the protection of the heritage assets of West Cambridge. These assets are numerous and include conservation areas at Newnham Croft, Storey's Way, Conduit Head Road, and West Cambridge. This policy requires proposals to identify and respond positively to existing features of natural, historic, or local importance on and close to proposed development sites. Further protection is likely to be provided by **Policy 61**, which sets out to conserve or enhance the significance of the heritage assets of the city, and to retain buildings and spaces whose loss would cause harm to the character of a conservation area; and **Policy 62**, which sets out a general presumption in favour of the retention of local heritage assets. Given the scale of proposed development, and the sensitivity and significance of the area's heritage assets, these policies are likely to result in **significant positive effects**. For instance, they may help to ensure that any potential impacts of development at Mount Pleasant House (which could impact on a nearby historic park and garden, a building of local interest, and local archaeology).
- 26.3.14 Another asset that will be important to conserve in the West Cambridge area will be its sites of biodiversity importance, with impacts possible through development, such as in the West Cambridge Area of Major Change. The protection of designated areas is the focus of **Policy 69**, which sets out criteria for the protection of sites of local nature conservation importance. Such protection should result in positive effects. In addition, it is notable that there are a number of Tree Preservation Orders on the sites allocated at Mount Pleasant House. **Policy 71** is likely to have positive effects with regards to these assets, noting that development proposals should preserve, protect and enhance existing trees and hedges that have amenity value.

26.4 Conclusions and recommendations

26.4.1 Both the policies put forward to address the development issues of West Cambridge specifically, and those wider policies of particular relevance to development in this area, are considered likely to result in positive effects overall. This is due to an appropriate balancing of growth and protection, with development only to be brought forward where it is demonstrated that social and environmental assets are to be preserved or enhanced. There is however some opportunity to tighten the criteria in some of the policies outlined, and to make explicit certain additional requirements.

26.4.2 The following recommendations are made:

- Ensure that peripheral employment sites incorporate social spaces;
- Make explicit the need for the provision of publically accessible green space and biodiversity protection in the West Cambridge Area of Major Change;
- Call for a comprehensive transport strategy to be produced alongside development proposals in the NIAB 1 Area of Major Change; and
- Ensure that development proposals in the NIAB 1 Area of Major Change take into account the area's noise pollution and footpath related constraints

PART 4: WHAT ARE THE NEXT STEPS (INCLUDING MONITORING)?

27 INTRODUCTION (TO PART 4)

The SA Report must include...

- A description of the measures envisaged concerning monitoring

27.1.1 This Part of the SA Report explains the next steps that will be taken as part of the plan-making / SA process, including in relation to monitoring.

28 PLAN FINALISATION, ADOPTION AND MONITORING**28.1 Plan finalisation and adoption**

There will be a need to explain to readers that:

once the period for public representations (i.e. 'Publication') has finished the main issues raised will be identified and summarised by the Council, who will then consider whether the plan can still be deemed to be 'sound'. Assuming that this is the case, the Plan (and the summary of representations received) will be submitted for Examination. At Examination the Inspector will consider representations before then reporting back on the Plan's soundness. Once found to be 'sound' the Plan will be formally adopted by the Council.

28.2 Monitoring

There is a need to present 'measures envisaged concerning monitoring (which should be identified in-light of the appraisal findings presented in Part 3). These will be based upon the implementation and monitoring tables in Appendix M of the draft Local Plan.