



To: Executive Councillor for Planning and Climate  
Change: Councillor Tim Ward  
Report by: Head of Planning Services  
Relevant scrutiny committee: Development Plan Scrutiny Sub-Committee 29/05/2013  
Wards affected: All Wards

## **CAMBRIDGE LOCAL PLAN 2014**

### **The Cambridgeshire and Peterborough Memorandum of Co-operation and the Spatial Approach**

#### **Final Sections of Draft Local Plan for Consideration – Tranche 4 (of 4) and associated Local Plan evidence base documents**

#### **Key Decision NO**

#### **1. Background**

- 1.1 The current local plan was adopted in July 2006 and runs to 2016 and beyond. The committee report to 25<sup>th</sup> March Development Plan Scrutiny Sub Committee explained the background and next steps for preparation of the new local plan.
- 1.2 This committee report updates the strategic context for the preparation of the new local plan through the agreement amongst the authorities in Cambridgeshire and Peterborough to endorse the adoption of a Memorandum of Co-operation on a spatial approach to the delivery of new homes and jobs in Cambridgeshire.
- 1.3 The proposed draft structure and sections of the new local plan are outlined along with the individual new draft local plan policy sections and policy justifications relating to:
  - Section One: About Cambridge
  - Section Two: The Spatial Strategy

- Section Three: City Centre, Areas of Major Change, Opportunity Areas and Site Specific Proposals
- Section Five: Maintaining a balanced supply of housing (draft policies only on Student Accommodation, Housing in Multiple Occupation, Gypsies and Travellers pitch provision, Residential Space Standards)
- Section Six: Protecting and Enhancing the Character of Cambridge (draft policies only on visual pollution, paving over front gardens open space, nature conservation and trees, visual pollution, paving over front gardens)
- Section Nine: Providing the Infrastructure to Support Development (draft policies only on aviation development, telecommunications, infrastructure delivery, planning obligations and the Community Infrastructure Levy).

1.4 This report also refers to evidence base documents associated with the draft policies and the preparation of the draft local plan. These are for noting and approval as part of the evidence base.

## **2. Recommendations**

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

- a) To agree the Cambridgeshire and Peterborough Memorandum of Co-operation (and the technical work that has fed into that approach) is used as the basis for identifying the objectively assessed needs for homes and jobs in the Cambridge Local Plan 2014;
- b) To agree the Tranche 4 draft plan sections to be put forward into the composite full draft plan;
- c) To also consider feedback from this committee on the accompanying policy justification documents for each draft policy, which will be published alongside the draft plan as an audit trail of how the policy was evidenced, consulted on and assessed;
- d) To endorse the content of the associated evidence base documents for use as an evidence base for the review of the Local Plan and as a material consideration in planning decisions comprising:

- the Employment Land Review Update 2013,
  - the Strategic Housing Land Availability Assessment update 2013,
  - the Retail and Leisure Update 2013,
  - City Centre Capacity Study 2013
  - Student Accommodation – Affordable Housing Financial Contributions Viability Study
  - SHLAA and Potential Site Allocations High Level Viability Assessment 2013
  - Technical Background Document – Part 2 Supplement
- e) To agree that any amendments and editing changes that need to be made prior to the draft Local Plan version being put to Environment Scrutiny Committee and Full Council in June should be agreed by the Executive Councillor in consultation with the Chair and Spokesperson.

### 3. Legal and National Policy Requirement

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

- Whether the plan been prepared in accordance with the **Local Development Scheme** and in compliance with the **Statement of Community Involvement** [The Planning and Compulsory Purchase Act 2004<sup>1</sup> (the Act) sections 19(1) and 19(3) respectively];
- Whether the plan has had regard to **policies developed by a local transport authority** in accordance with section 108 of the [Transport Act 2000](#) [Reg 10(a)];
- Whether the plan pursues the objectives of **preventing major accidents and limiting consequences of accidents** by pursuing those objectives through the controls described in Article 12 of [Council Directive 96/82/EC](#) [The Seveso directive] [Reg 10 (b) (c)];
- Whether it has been subject to a **strategic environmental assessment**, and where required an appropriate assessment of impact on any sites falling under the EU Habitat (and Birds) directive [The Act Section 19(5), [EU Directive 2001/42/EC](#),

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

[The Environmental Assessment of Plans and Programmes Regulations 2004](#), [EU Habitats and Birds Directives Directive 92/43/EEC](#), [The Conservation of Habitats and Species Regulations 2010](#)];

- Whether the plan is compatible with the requirements of the [EU Water Framework Directive](#) and any River Basin Management Plans prepared under that directive [[Directive 2000/60/EC](#)];
- Whether the plan has regard to the **National Waste Management Plan** [Reg 10(d) and [Waste \(England and Wales\) Regulations 2011](#)];
- Whether the plan is in **general conformity to the Regional Spatial Strategy** [The Act Section 24 – does not apply as the RS the East of England Plan has been revoked – [The Regional Strategy for the East of England Revocation Order 2012](#)];
- Whether the plan has regard to any **Sustainable Community Strategy (SCS)** for its area; [section 19(2)(f), section 4 of the [Local Government Act 2000](#)]<sup>2</sup>;
- Whether the plan meets the **procedural requirements involving publicity and availability of the development plan document and related documents**; [The Act Section 20(3), prescribed documents Reg 17 and Reg 22, Consultation Reg 18, Submission Reg 22]; and
- Whether the plan meets the **Duty to Cooperate** [The Act Section 33A, Reg 4].

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

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

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;

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

- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

### **The Cambridgeshire and Peterborough Memorandum of Co-operation**

- 3.3 A key role of Local Plans required by the National Planning Policy Framework (NPPF) is to objectively identify and then meet the housing, business and other development needs of an area in a flexible way, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. This must involve using an evidence base to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area as far as is consistent with the policies set out on the NPPF, including identifying key sites that are critical to the delivery of the housing strategy over the plan period.
- 3.4 This includes preparation of a Strategic Housing Market Assessment (SHMA) to assess full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA must identify the scale of housing likely to be needed over the plan period that meets household and population projections, taking account of migration and demographic change and addresses the need for all types of housing, including affordable housing, and caters for housing demand.
- 3.5 The SHMA ‘all homes’ chapter has now been completed and identifies the objectively assessed housing need for all districts. Technical forecasting work on homes and jobs needs has also been published and concludes that 22,100 jobs and 14,000 homes are needed in Cambridge City Council’s administrative area.
- 3.6 The Localism Act 2011 establishes a Duty to Cooperate for local planning authorities in the preparation of their local plans. The Cambridgeshire Authorities and Peterborough (through the

Cambridgeshire and Peterborough Transport and Spatial Planning Member Steering Group) have agreed a Memorandum of Cooperation (underpinned by the evidence base of technical work and the SHMA update 2013) that demonstrates at Appendix 1 of that document that the full objectively assessed needs of the Cambridge Sub Region housing market area will be addressed. This approach needs to be formally endorsed by each constituent council as the basis for local plan making.

- 3.7 The Joint Strategic Transport and Spatial Planning Group which provides governance oversight of the preparation of Cambridge and South Cambridgeshire's local plans, as part of the Duty to Co-operate approach set up between the councils. The group is due to meet on 22 May and will consider the joint strategy approach being suggested by the draft local plans. Members will be updated on the outcome of that meeting on 29 May.

### **Proposed local plan structure and progress update**

- 3.8 The table below sets out the proposed draft structure of the new local plan, with the proposed policy sections and policy numbers. This has been subject to a number of amendments since the draft structure was presented at Development Plan Scrutiny Sub-Committee on 16 April 2013. These changes are mainly in naming, numbering and positioning of policies in particular sections of the document.

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
<b>Section One – About Cambridge</b>		
-	Cambridge and its context	29 May
<b>Section Two – The Spatial Strategy</b>		
-	Vision and Strategic Objectives	29 May
<b>1</b>	Presumption in Favour of Sustainable Development	29 May
<b>2</b>	Spatial Strategy for the Location of Employment Development	29 May
<b>3</b>	Spatial Strategy for the Location of Residential Development	29 May
<b>4</b>	The Cambridge Green Belt	29 May
<b>5</b>	Strategic Transport Infrastructure	29 May
<b>6</b>	Hierarchy of centres and retail capacity	29 May

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
7	The River Cam	29 May
8	The Setting of the City	29 May
<b>Section Three – City Centre, Areas of Major Change, Opportunity Areas and Site Specific Proposals</b>		
9	The City Centre	29 May
10	Development in the City Centre Primary Shopping Area	29 May
11	Fitzroy/Burleigh/Grafton Area of Major Change	29 May
12	Cambridge East	29 May
13	Areas of Major Change and Opportunity Areas – General Principles	29 May
14	Northern Fringe East and land surrounding the planned Cambridge Science Park Station Area of Major Change	29 May
15	South of Coldham's Lane Area of Major Change	29 May
16	Cambridge Biomedical Campus (including Addenbrooke's Hospital) Area of Major Change	29 May
17	Southern Fringe Areas of Major Change	29 May
18	West Cambridge Area of Major Change	29 May
19	NIAB 1 Area of Major Change	29 May
20	Station Areas East and West Area of Major Change	29 May
21	Mitcham's Corner Opportunity Area	29 May
22	Eastern Gate Opportunity Area	29 May
23	Mill Road Opportunity Area	29 May
24	Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area	29 May
25	Old Press/Mill Lane Opportunity Area	29 May
26	Site Specific Development Opportunities	29 May
<b>Section Four - Responding to Climate Change and Managing Resources</b>		
27	Carbon Reduction, Community Energy	25 March

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
	Networks, Sustainable Design and Construction and Water Use	
<b>28</b>	Allowable Solutions for Zero Carbon Development	25 March
<b>29</b>	Renewable and Low Carbon Energy Generation	25 March
<b>30</b>	Energy Efficiency Improvements in Existing Dwellings	25 March
<b>31</b>	Integrated Water Management and the Water Cycle	25 March
<b>32</b>	Flood Risk	25 March
<b>33</b>	Contaminated Land	25 March
<b>34</b>	Light Pollution Control	25 March
<b>35</b>	Protection of Human Health from Noise and Vibration	25 March
<b>36</b>	Air Quality, Odour and Dust	25 March
<b>37</b>	Cambridge Airport Public Safety Zone and Air Safeguarding Zones	16 April
<b>38</b>	Hazardous Installations	16 April
<b>39</b>	Mullard Radio Astronomy Observatory, Lord's Bridge	16 April
<b>Section Five – Supporting the Cambridge Economy</b>		
<b>40</b>	Development and Expansion of Business Space	27 March
<b>41</b>	Protection of Business Space	27 March
<b>42</b>	Connecting new developments to digital infrastructure	27 March
<b>43</b>	University Faculty Development	27 March
<b>44</b>	Specialist Colleges and Language Schools	27 March
<b>Section Six – Maintaining a balanced supply of Housing</b>		
<b>45</b>	Affordable Housing and Dwelling Mix	16 April
<b>46</b>	Development of Student Housing	29 May
<b>47</b>	Specialist Housing	27 March
<b>48</b>	Housing in Multiple Occupation	29 May
<b>49</b>	Provision for Gypsies and Travellers	29 May
<b>50</b>	Residential Space Standards	29 May
<b>51</b>	Lifetime Homes and Lifetime Neighbourhoods	27 March
<b>52</b>	Protecting Garden Land and the Subdivision of Existing Dwelling Plots	27 March



<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
53	Flat Conversions	27 March
54	Residential Moorings	27 March
<b>Section Seven – Protecting and enhancing the character of Cambridge</b>		
55	Responding to Context	16 April
56	Creating Successful Places	16 April
57	Designing New Buildings	16 April
58	Altering and Extending Existing Buildings	16 April
59	Designing Landscape and the Public Realm	16 April
60	Tall Buildings and the Skyline in Cambridge	16 April
61	Conservation and Enhancement of Cambridge's Historic Environment	16 April
62	Local Heritage Assets	16 April
63	Works to a Heritage Asset to Address Climate Change	16 April
64	Shopfronts, Signage and Shop Security Measures	16 April
65	Visual Pollution	29 May
66	Paving over Front Gardens	29 May
67	Protection of Open Space	29 May
68	Open Space and Recreation Provision through New Development	29 May
69	Protection of Sites of Local Nature Conservation Importance	29 May
70	Protection of Priority Species and Habitats	29 May
71	Trees	29 May
<b>Section Eight – Services and local facilities</b>		
72	Development and Change of Use in District, Local and Neighbourhood Centres	16 April
73	Community and Leisure Facilities	16 April
74	Education Facilities	16 April
75	Healthcare Facilities	16 April
76	Protection of Public Houses	16 April
77	Development and Expansion of Hotels	27 March
78	Redevelopment or Loss of Hotels	27 March

<b>DRAFT POLICY NO.</b>	<b>WORKING DRAFT SECTION AND POLICY TITLES</b>	<b>DEVELOPMENT PLAN SCRUTINY SUB-COMMITTEE MEETING</b>
<b>79</b>	Visitor Attractions	27 March
<b>Section Nine – Providing the Infrastructure to Support Development</b>		
<b>80</b>	Supporting Sustainable Access to Development	16 April
<b>81</b>	Mitigating the Transport Impact of Development	16 April
<b>82</b>	Parking Management	16 April
<b>83</b>	Aviation Development	29 May
<b>84</b>	Telecommunications	29 May
<b>85</b>	Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy	29 May

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

##### **4.1 Section One**

Appendix A sets out the draft Section One - About Cambridge which introduces the draft plan.

##### **4.2 Section Two – Spatial Strategy**

Appendix B sets out the vision, spatial objectives, the objectively assessed needs the draft plan should meet in accordance with national planning policy and the chosen spatial strategy to meet those needs, including briefly why this was chosen. The draft spatial strategy includes:

- Policy 1 – 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
- Policy 7 – The River Cam
- Policy 8 – The Setting of the City

#### **4.3 Section Three - City Centre, Areas of Major Change, Opportunity Areas and Site Specific Proposals**

Section Three of the draft plan sets out broad framework for specific areas such as the City Centre, CB1 and the area around the station and other specific areas within the urban area where redevelopment and change is contemplated during the life of the plan as well as the main urban extension areas. It would contain policies for key sites and a schedule of other sites. Appendix C sets out the draft policies that are proposed for the following:

- Policy 9 – The City Centre
- Policy 10 - Development in the City Centre Primary Shopping Area
- Policy 11 – Fitzroy/Burleigh/Grafton Area of Major Change
- Policy 12 – Cambridge East
- Policy 13 – Areas of Major Change and Opportunity Areas – General Principles
- Policy 14 - Northern Fringe East and land surrounding the proposed Cambridge Science Park Station Area of Major Change
- Policy 15 – South of Coldham’s Lane Area of Major Change
- Policy 16 – Cambridge Biomedical Campus (including Addenbrooke’s Hospital) Area of Major Change
- Policy 17 – Southern Fringe Areas of Major Change
- Policy 18 – West Cambridge Area of Major Change
- Policy 19 – NIAB 1 Area of Major Change
- Policy 20 – Station Areas East and West Area of Major Change
- 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

#### **4.4 Section Six - Maintaining a balanced supply of housing**

A number of the draft policies from Section Six have previously been presented at Development Plan Scrutiny Sub-Committee in March and April 2013. Appendix D sets out the remaining draft policies that are proposed to relate to the following areas:

- Policy 46 – Development of Student Housing

- Policy 48 - Housing in Multiple Occupation
- Policy 49 – Provision for Gypsies and Travellers
- Policy 50 – Residential Space Standards

#### 4.5 **Section Seven - Protecting and enhancing the character of Cambridge**

Draft policies on urban design and the historic environment were presented at Development Plan Scrutiny Sub-Committee. The remaining draft policies in Section Seven are listed below. The policy justifications for these draft policies is set out in Appendix E:

- 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
- Policy 69 – Protection of Sites of Local Nature Conservation Importance
- Policy 70 – Protection of Priority Species and Habitats
- Policy 71 – Trees

#### 4.6 **Section Nine – Providing the Infrastructure to Support Development**

Draft policies on transport infrastructure were discussed at Development Plan Scrutiny Sub-Committee in April 2013. The remaining draft policies are listed below and these are set out at Appendix F along with their policy justification:

- Policy 83 – Aviation Development
- Policy 84 – Telecommunications
- Policy 85 – Infrastructure Delivery, Planning Obligations and the Community Infrastructure Levy

### **5. Evidence base documents**

5.1 A number of evidence base documents have been produced or updated to support the development of the plan. The following paragraphs discuss the main findings of the following studies:

- Employment Land Review Update (2013) (Appendix G);
- Strategic Housing Land Availability Assessment Update (2013) (Appendix H);
- Retail and Leisure Study 2013 (Appendix I)
- City Centre Capacity Study 2013 (Appendix J)

- Student Accommodation – Affordable Housing Financial Contributions Viability Study (Appendix K)
- SHLAA and Potential Site Allocations High Level Viability Assessment 2013 (Appendix L)
- Technical Background Document – Part 2 Supplement (Appendix M)

### **Employment Land Review Update (2013)**

- 5.2 Following the production of the County Council's Technical Report and the Strategic Housing Market Assessment, the Cambridgeshire local planning authorities have agreed the projections of objectively assessed need arising from these documents. These documents use the East of England Forecasting Model to translate population growth into homes and jobs growth. For Cambridge, a job growth of 22,000 new jobs has been indicated between 2011 and 2031. This caused a slight issue as the Employment Land Review Update 2012 used a different model that output 14,740 and 19,600 jobs, in two different scenarios. Given that the difference in jobs from the forecasts that we are using and those that have previously been assessed is significant (over 2,000), further assessment work was commissioned to translate the 22,000 jobs forecast from the East of England Forecasting Model into B-use land requirements.
- 5.3 It should be noted that the projections output from the model are based on assumptions around the sectors applied to the outputs from the East of England Forecasting Model, which itself has a number of assumptions built in to it. The employment land requirements are, therefore, a guide and the figures outputting from it are directions of travel rather than hard targets. It should also be noted that it is not just the total number of jobs that are different, the East of England Forecasting Model uses different assumptions from the previous model used and hence shows growth in different sectors, this growth in different sectors translates into considerably different land requirements.
- 5.4 The East of England Forecasting Model projections of 22,100 jobs contain a growth of 8,800 jobs (net) in B-use classes. Work undertaken to translate these into land requirements indicates that this works out to 7.4 hectares; this includes a loss of jobs in industrial and warehousing. The detail is set out in the table overleaf, and the write up of the work is included at Appendix G:

Use	Jobs	Net floorspace (m <sup>2</sup> )	Net land (hectares)
B1a (Offices)	7,000	83,000	12.2
B1b (Research and Development)	2,700	32,700	4.8
B1c/B2 (Industrial)	-300	-11,800	-2.8
B8 (Warehousing)	-600	-33,700	-6.7
All B-use classes	8,800	70,200	7.4

### Strategic Housing Land Availability Assessment Update (2013) (Appendix H)

5.5 The Strategic Housing Land Availability Assessment (SHLAA) is an important part of the evidence base to the local plan and has been updated to accompany the draft plan, providing the most up-to-date picture of the housing supply position. The SHLAA has been updated as a result of:

- work on objectively assessed needs within the SHMA;
- progress on the supply side since the 2012 AMR with housing starts and completions and a reassessment of phasing;
- assessing new sites submitted to the council following the Issues and Options consultation, and the Issue and Options 2 consultation;
- reviewing the suitability of sites following a suggested change in threshold for all SHLAA sites;
- reconsidering the role of small sites and windfalls within the supply;
- considering new information from some landowners on the availability of a few sites;
- reviewing the achievability of sites following the separate consultancy work undertaken on development viability addressed in Appendix L of this report;
- reviewing the suitability of edge of City sites following more detailed work the Council has undertaken with South Cambridgeshire District Council on the Local Plan Review, the Sustainable Development Strategy of the Local Plan and the 2012 Green Belt Appraisal.

- 5.6 The draft Local Plan contain a proposals schedule identifying all the development sites and the anticipated housing capacity from each. Since May 2012 a series of updates have been undertaken have been applied to the SHLAA. The conclusions drawn as a result of these updates should be noted and the new site threshold of 0.5ha and above for SHLAA sites and the approach to windfalls should be agreed by Members.

### **Retail and Leisure Study 2013 (Appendix I)**

- 5.7 The council commissioned consultants GVA to produce the Cambridge Retail and Leisure Study Update (2013). Its purpose was to establish the extent to which the current retail and leisure provision in the city satisfies the level and nature of consumer demand within its catchment, and to identify the scale and nature of additional provision that may be appropriate in the period to 2031. It forms part of the evidence base for the review of the Cambridge Local Plan.
- 5.8 The study looks at existing retail and leisure provision in Cambridge, in the City Centre, District and Local Centres and the out of centre retail warehousing parks and superstores, and makes a qualitative assessment of these different locations.
- 5.9 Overall, the City Centre is performing well with a strong comparison shopping offer and low vacancy rate compared with the national average. The District and Local Centres are also performing well, and the study makes recommendations in relation to the hierarchy of centres in Cambridge which have been taken into account in the development of Policy 6 (Hierarchy of Centres and Retail Capacity) in the draft Local Plan. This includes the designation of new centres in major planned developments once they have been developed, including the station area, NIAB site and University of Cambridge site and Clay Farm site.
- 5.10 The study shows that whilst Cambridge City Centre is clearly the most dominant comparison shopping destination in the survey area, attracting an overall market share of 57%, this represents a marginal decline in market share (5%) since 2008 when the previous study was produced. At the same time the retail warehousing off Newmarket Road has increased its market share from 15% in 2008 to 24% in 2012. This reinforces the need for the council to support the City Centre and maintain the complementary role of the out-of-centre retail warehousing and

resist development here which would have the effect of creating direct competition with the City Centre.

### Retail Capacity

- 5.11 The study also looks at the capacity for further convenience and comparison goods retail floorspace above consented and pipeline proposals during the plan period to 2031. Convenience goods are food and drink and non-durable household goods and comparison goods include clothing, home and electrical goods etc. On the basis of current market shares and forecast growth in population and expenditure no capacity has been identified to support additional convenience floorspace in the city to 2031. This is largely as a result of existing commitments including the extension to the Sainsbury's store on Coldham's Lane, and the new convenience stores coming forward in North West Cambridge and the Southern Fringe. The study therefore recommends that there is not any need to plan for or allocate sites to accommodate further additional convenience goods provision in the city beyond the convenience developments already planned.
- 5.12 With regards to comparison floorspace, the study states that on the basis of current market shares of the city centre and out-of-centre retail provision (an 80% retention rate of expenditure in the study area) and allowing for an inflow of 36% (based upon a in-centre survey carried out in 2008) and known commitments there is capacity to support approximately 3,820m<sup>2</sup> net additional comparison floorspace at 2017, increasing to 14,141m<sup>2</sup> net by 2022, to 31,226m<sup>2</sup> net by 2027 and to 39,976m<sup>2</sup> net by 2031.
- 5.13 The study looks at other factors which could affect the level of capacity forecast for comparison floorspace. These include the potential effect of other major planned developments in the area including retail developments at Peterborough and Huntingdon and the planned new town centre at Northstowe, which could potentially claw back a proportion of spend currently directed towards Cambridge. The consequence of wider developments could be to meet all available capacity in the city in the short to medium term. However, over the longer term there is still forecast capacity to support c.13,637m<sup>2</sup> net additional comparison goods floorspace by 2027, increasing to c.21,563m<sup>2</sup> net by 2031.
- 5.14 The forecasts have taken into account growth in Special Forms of Trading (SFT) (particularly internet spending) based upon



levels set out by Experian (a firm specialising in retail forecasting rates). However, the study points out that there is no certainty over this and in physically constrained places like Cambridge, retailers are more likely to maximise the use of the internet or generate new innovations in order to suppress demand for additional floorspace. As a result, the study has also looked at a forecasting scenario where the proportion of spend on SFT is raised from 16% to 20% over the period 2022-2031. The results of both of these scenarios together reduces the capacity for comparison retail even further to 4,579m<sup>2</sup> net by 2027 and 12,444m<sup>2</sup> net by 2031. However, the study is clear that given the inherent uncertainties in forecasting over such a long period of time, longer term forecasts should be treated with caution and updated at regular intervals during the plan period.

- 5.15 The study recommends that for comparison goods, there is an element of uncertainty particularly given new developments coming forward in the wider area which will inevitably effect the capacity forecast for the city. As a result it is not considered feasible for the council to plan to fully meet the capacity up to 2031, and it is recommended that the council's strategy should, in the first instance, be to focus on planning to meet the capacity identified up to 2022 (ie 14,141m<sup>2</sup> net<sup>3</sup>). As this capacity is sensitive to developments in the wider area, there will also need to be a degree of cooperation between local authorities and on-going monitoring to establish the extent to which some of the capacity identified may be met elsewhere.
- 5.16 At the top of the retail hierarchy, the City Centre should be the primary focus to meet the identified capacity for additional comparison retail development up to 2022. The historic core is constrained in this respect and is unlikely to be capable of accommodating a substantial amount of additional comparison floorspace. However, the study recommends that there may be scope to accommodate some of the identified capacity in the Fitzroy/Burleigh Street area of the City Centre, and that this should be regarded as the first priority in sequential terms, and that the council should adopt a pro-active approach in trying to bring this forward. This has been taken forward in the draft Local Plan in Policy 11 which identifies the Fitzroy/Burleigh Street/Grafton Area of Major Change for mixed use development, including retail and leisure uses with residential and student accommodation on upper floors. The exact quantum of net new

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<sup>3</sup> For comparison the Grand Arcade is c.41,000m<sup>2</sup> gross, which at a net:gross ratio of 70%, gives c.28,700 sqm net, the Grafton is c.38,460m<sup>2</sup> gross, which at a net:gross ratio of 70%, gives c.26,922m<sup>2</sup> net.

retail and leisure floorspace will be subject to testing and demonstration through the development of a masterplan for the area, which the council will coordinate.

### Leisure

- 5.17 The study also looks at leisure provision in Cambridge and notes the market decline in snooker and bingo and rise in eating out, health and fitness and children's indoor play. It also identifies that many new D2 (leisure) uses such as modern bingo halls, multiplex cinemas, ten-pin bowling, larger health and fitness clubs, larger children's play centres and concert halls were unlikely to be able to find space large enough for their formats within Cambridge City Centre or other existing district and local centres in the area.
- 5.18 The report identifies demand for an additional 20,141m<sup>2</sup> of all leisure floorspace in the city centre by 2031 of which 12,592m<sup>2</sup> relates to restaurant (A3), public house/drinking establishments (A4), fast food/takeaways (A5) and sui generis nightclub uses floorspace by 2031.
- 5.19 The report recommends that leisure policies would benefit from some updating to encourage the retention of existing, and encourage new, leisure space. Any policy or text which protects D1 (community facilities) floorspace should also allow for their conversion to, or dual use as, performance and other cultural D2 space where appropriate.

### **City Centre Capacity Study 2013 (Appendix J)**

- 5.20 The council commissioned consultants Arup to produce the Cambridge City Centre Capacity Study (2013). Its purpose was to examine the capacity of the City Centre to accommodate the needs of the growing City and the wider sub-region in the period to 2031, whilst respecting the important environment of the City Centre. It forms part of the evidence base for the review of the Cambridge Local Plan.
- 5.21 The study looks at the current uses and functionality of the City Centre, the growth of the city during the plan period and how this might affect the City Centre. Also, how the capacity of the City Centre could be increased, through the identification of development sites and alternative management of uses to free up capacity.

- 5.22 It shows the large number of competing uses in the City Centre and the constraints to growth from open spaces, university and college land ownership and historic buildings. There are few opportunities from council owned property and redevelopment of car parks and a limited number of vacant properties. However, there is a need for retail, leisure, offices, student accommodation, hotels and housing.
- 5.23 The study looks at the sites identified in evidence based studies produced for the council and the sites identified by the council at Issues and Options 2 consultation. It also makes an assessment of development opportunities on a street by street basis in the City Centre. The study identifies six areas of potential change, in or at the edge of the City Centre. It sets out existing conditions, known plans for the area and opportunities for future development for each. These areas include:
- Mill Road;
  - Old Press/Mill Lane;
  - Regent Street/Hills Road/Station Road;
  - Castle Street/Magdalene Street;
  - East Road/Grafton/Fitzroy Street/Burleigh Street;
  - Market Square/Guildhall/New Museums.
- 5.24 The potential for development in these areas is recognised in the draft Local Plan through the Fitzroy/Burleigh Street/Grafton Area of Major Change (Policy 11) and Opportunity Area policies for Mill Road (Policy 23), Old Press / Mill Lane (Policy 25), Eastern Gate (Policy 22), Cambridge Railway Station, Hills Road Corridor to the City Centre (Policy 24). The potential improvements to the Market Square is recognised in the policy on the City Centre (Policy 9). The potential for enhancing the visitor experience as part of a tourism loop running between King's Parade, Silver Street, and along the Backs to the Folk Museum and Kettles Yard and then back over Magdalene Bridge, Bridge Street and through the City Centre is recognised in Policy 79 - Visitor Attractions.
- 5.25 The study looks at potential transport and public realm improvements that will help to increase capacity in the City Centre. The study recognises that sustainable modes of transport are key in the City Centre. It does not recommend that pedestrians are segregated from cyclists because shared space is often safer, as cyclists will tend to travel more slowly. It also

recognises the need for further cycle parking facilities in the City Centre. With regards to bus services the study agrees that City Centre bus services should continue to be routed through the City Centre, to provide easy accessibility. However, it recognises the capacity problems of Drummer Street bus station and suggests that opportunities for other hub facilities could be considered such as at a redeveloped Grafton Centre, and if feasible the railway station.

- 5.26 The study states that a public realm strategy will ensure a clear vision for the City Centre, with a strategic goal of creating a high quality, safe and accessible urban environment. It will be key in promoting sustainable modes of transport and ensuring that there is a consistent and coherent approach to street furniture, lighting, tree planting and material palettes. This approach has been taken forward into the policy on the City Centre (Policy 9) which supports the production of a Public Realm Strategy Supplementary Planning Document.
- 5.27 The study makes recommendations on the extent of the City Centre boundary, the Primary Shopping Area, and the Primary and Secondary Shopping Frontages which have been taken into account in the drawing of these boundaries on the policies map. The study recommends that no change needs to be made to the City Centre boundary which is shown on the current Cambridge Proposals Map (October 2009). This is because it follows a logical boundary along roads and the river, and although there are hubs of activity developing outside the City Centre, such as around the station and at the retail parks on Newmarket Road, they lack a physical coherence with the main centre. The council agrees with this assessment and no change is proposed to the City Centre boundary in the draft Local Plan.

### **Student Accommodation – Affordable Housing Financial Contributions Viability Study (Appendix K)**

- 5.28 The aim of this report was to consider the potential for affordable housing contributions to be sought from student accommodation through testing the financial viability of a number of potential student accommodation development sites across the city. On the basis of the results generated, the consultants were of the opinion that they could not confidently recommend that the council include a policy for the collection of financial contributions from student accommodation at this stage.

## **SHLAA and Potential Site Allocations High Level Viability Assessment 2013 (Appendix L)**

- 5.29 Dixon Searle Partnership (DSP) were commissioned by the council to carry out a high level viability assessment of a range of sites within the Council's Strategic Housing Land Availability Assessment (SHLAA) and of a number of potential allocation sites. This assessment is related to wider viability assessment work for the council undertaken to inform and support the development of the Local Plan and Community Infrastructure Levy (CIL) proposals.
- 5.30 This work has been used to inform SHLAA site assessments and Local Plan Site allocations site-specific assessments. The report found that on the whole, good to strong levels of sales values are available to support development viability in Cambridge, so that schemes can proceed and frequently still bear planning obligations at significant levels as promoted by existing and proposed policies. This appears to be borne out through the relatively high level of continued development interest and activity in the city, particularly compared with that seen in many other areas recently.

## **Technical Background Document – Part 2 Supplement (Appendix M)**

- 5.31 This document is a May 2013 supplement to the Issues and Options 2 Part 2 - Site Options Within Cambridge Technical Background Document. It is part of the audit trail setting out the origination and evaluation of sites brought forward for allocation in the Draft Submission Plan. The full audit trail to date includes:
- the identification of sites through the Strategic Housing Land Availability Assessment, May 2012;
  - site and issues raised through the Issues and Option 1 stage of the Plan preparation, July 2012;
  - the detailed assessment of sites in *Issues and Options 2, Part 2 Site Options Within Cambridge – January 2013: Technical Background Document - Part 2*;
  - the Issues and Options 2 consultation and responses on specific sites.
- 5.32 This supplement provides a full technical assessment of any additional sites or sites on where there has been significant

changes since Issues and Options 2. This document evaluates all the site options against criteria covering:

- impact on education provision;
- site viability;
- landowner comments and willingness to bring sites forward; and
- key issues emerging from the representations on Issues and Options 2.

5.33 Each site has been given a red, amber and green rating of its acceptability for development against each of the criteria. The process of evaluation identified:

- which sites should be carried forward;
- sites where the capacity and/or mix of uses should be amended; and
- sites that should not be carried forward.

5.34 The *Issues and Options 2, Part 2 Site Options Within Cambridge – January 2013 – Technical Background Document Part 2* sets out in detail the methodology for the assessment of the sites to be allocated in the Cambridge Local Plan. This document is available at <https://www.cambridge.gov.uk/background-documents>

## **6. Implications**

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

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

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

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

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

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

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

6.4 There are no direct environmental implications arising from this report. The new local plan for Cambridge will assist in the delivery of high quality and sustainable new developments along with protecting and enhancing the built and natural environments in the city. This will include measures to help Cambridge adapt to the changing climate as well as measures to reduce carbon emissions from new development. Overall there should be a positive climate change impact.

### **(e) Consultation**

6.5 The draft submission plan will be consulted on following the Full Council decision in June and more details on the arrangements for consultation will follow in the second report on this agenda. The consultation and communications arrangements for the local plan are consistent with the agreed Consultation and Community Engagement Strategy for the Local Plan Review, 2012 Regulations and the council's Code for Best Practice on Consultation and Community Engagement.

### **(f) Community Safety**

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

## **7. Background papers**

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

- Localism Act 2011, which can be accessed at: <http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>
- National Planning Policy Framework 2012, which can be accessed at:

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

- Cambridge Local Plan 2006, which can be accessed at: <https://www.cambridge.gov.uk/local-plan-2006>
- Cambridgeshire and Peterborough Structure Plan 2003
- <http://www.cambridgeshire.gov.uk/environment/planning/policies/structure-plan.htm>
- Cambridge Local Plan Towards 2031 – Issues and Options and Issues and Options 2 consultations, which can both be accessed at: <https://www.cambridge.gov.uk/local-plan-review>

## **8. Appendices**

- Appendix A: Section One – About Cambridge
- Appendix B: Section Two – The Spatial Strategy
- Appendix C: Section Three – City Centre, Areas of Major Change, Opportunity Areas and Site Specific Proposals
- Appendix D: Section Six - Maintaining a balanced supply of housing (Part)
- Appendix E: Section Seven – Protecting and Enhancing the Character of Cambridge (Part)
- Appendix F: Section Nine – Providing the Infrastructure to Support Development (Part)
- Appendix G: Employment Land Review Update (2013)
- Appendix H: Strategic Housing Land Availability Assessment Update (2013)
- Appendix I: Retail and Leisure Study Update (2013)
- Appendix J: Cambridge City Centre Capacity Study (2013)
- Appendix K: Student Accommodation – Affordable Housing Financial Contributions Viability Study
- Appendix L: SHLAA and Potential Site Allocations High Level Viability Assessment 2013
- Appendix M: Technical Background Document – Part 2 Supplement
- Appendix N: Cambridgeshire and Peterborough Memorandum of Co-operation: The Spatial Approach

## **9. Inspection of papers**

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

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