



25/04382/FUL – Market Square, Market Hill, Wheeler Street, Guildhall Street and Corn Exchange Street

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Market

Proposal: Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works.

Applicant: Cambridge City Council

Presenting officer: Charlotte Spencer

Reason presented to committee: Regulation 3 application, a planning application submitted by a local authority for development on land it owns or controls.

Member site visit date: N/A

Key issues: The application was deferred at Planning Committee on 25th March 2026 for the following reasons:

1. Highways and road safety issues – including the lack of a Road Safety Audit and tracking swept path
2. Loss of cycle spaces
3. Insufficient time to review new setts, no response from Historic England on update

4. Clarification on why there was a lack of support for the proposal from market traders
5. Concern that conditions were being used to mitigate issues that should have been resolved
6. Lack of detail regarding the demountable stalls

Recommendation: Approve subject to conditions

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1. Executive summary

- 1.1. The application forms part of the wider Civic Quarter project which aims to reconnect the Guildhall, Market Square, Corn Exchange and surrounding public realm. Importantly, the project aims to reimagine Market Square to create a more inclusive, pedestrian friendly environment that will enhance the civic heart of Cambridge. It includes several key interventions, including relaying listed setts to make them more accessible, introducing Yorkstone and granite sett paving across a predominantly level threshold. and replacing the existing market stalls with a mixture of temporary and

permanent stalls in a secure area. Combined these works would visually and spatially prioritise and improve pedestrian movement and help create a more attractive, safe and welcoming space in the interests of visitors and market traders. The applicants have engaged with the Local Planning Authority through numerous pre-applications under Planning Performance Agreements (PPAs) starting in 2024 and leading up to the formal submission of the application.

1.2. This application was deferred by members at Planning Committee on 25th March for the following reasons:

- Highways and road safety issues, including the lack of a Road Safety Audit (RSA) and tracking swept path
- Loss of cycle spaces
- Insufficient time to review new setts, there was no response from Historic England on update;
- Clarification on why there was a lack of support for the proposal from market traders
- Concern that conditions were being used to mitigate issues that should have been resolved
- Lack of detail regarding the demountable stalls.

1.3. Following the deferral the applicant has had discussions with the Local Planning Authority, the Local Highways Authority, Historic England, Active Travel, Cam Cycle, Cam Sight and Guide Dogs. Subsequently, the applicant has submitted further information to address the issues raised by members. This comprises the following:

- Amended drawings;
- Additional drawings regarding the stalls;
- Amended Design and Access Statement;
- Submission of an Addendum to the Transport Statement;
- Submission of a Road Safety Audit
- Submission of an Addendum to the Heritage Statement;
- Amendment to 'Accessibility Testing of Setts' report to include slip testing;
- Submission of a note regarding the mortar specification for the setts;
- Submission of a note regarding the fountain reinstatement;
- Amended Flood Risk Assessment;
- Amended BNG Plan and Metrics;
- Submission of an Independent Accessibility Statement

- 1.4. The amended drawings and information result in some significant changes. To summarise, the changes are:

Market Hill Loop

- Direction of traffic reversed so it will remain as clockwise as existing;
- Introduction of an 800mm wide strip of directional tactile York stone Paving along the carriageway edge
- Carriageway to be constructed in granite setts rather than York stone.
- Addition of 2 Sheffield stands on the northern side of the Guildhall
- Removal of 2 trees adjacent to the Guildhall;
- Removal of the planting outside of Great St Mary's Church

Market Square

- Extent of the setts amended;
- Patterns and lines of the setts to be extended across the whole setted surface;
- Railings around the remaining staircase to remain in situ;
- Railings around the second staircase to be re-purposed as tree guards
- Square anchoring points proposed for the demountable stalls;
- A new stall type to be used that would be permanent but open on all sides, 12 no. of the new stalls would replace 10 demountable in the centre of the square;

Peas Hill

- Outdoor seating retained outside the Giggling Squid by way of the relocation of the disabled spaces to the west;
- Reduction of cycle spaces to 10 by the Giggling Squid;
- Introduction of 60mm upstands to the east and west kerbs in the servicing area to the south;
- The bollards brought further south
- Widening of pavement outside the arts theatre
- Removal of two trees on the market side

Guildhall Street

- Relocation of cycle parking from the edge of the Guildhall to a central location (reduction of 6 spaces)
- Rearrangement of disabled parking spaces allowing the bollards to be brought further south;
- Introduction of 60mm upstands to the servicing areas to the south;
- Introduction of a bench

- 1.5. Significant work has been completed by the applicant since March along with relevant consultation. Officers consider that the amendments have led to an improved scheme.
- 1.6. Many of the technical objections from the Local Highway Authority have been overcome. However, there does remain a disagreement on the use of a shared/flush surface on the Market Square with the Local Highways Authority considering that it would result in an unacceptable risk to the safety of the public highway. The applicants make the argument that from their research of similar schemes across the country the scheme can be successful with no unacceptable risk to safety. The two sides have not been able to reach an agreement on this issue and so it is down to the Local Planning Authority to consider the impact in wider planning balance.
- 1.7. The Historic England Officer has now had chance to review the trial setts in more detail along with the demountable stall anchors which have been installed.
- 1.8. Further justification for the works to the setts has been submitted. Both Historic England and the Council's Conservation Officer are now content that the choice of mortar has been justified and whilst Historic England do not consider the sawing of the setts to have been fully justified, officers, including conservation, are content with the information provided.
- 1.9. There remains a disappointment that the scheme would not bring the fountain back into functional use and Historic England and Conservation Officers do not consider that this has been justified. However, as the works would not cause harm to the fountain, officers consider that a full justification is not needed in this instance. Notwithstanding this it remains that it would not offer a heritage benefit.
- 1.10. Heritage harm still exists (predominantly as a result of the physical sawing and relaying of the setts in cement mortar), however it is considered that it has now been more fully justified. The level of harm would not be substantial so it would need to be weighed against the public benefits.
- 1.11. Following discussions with the traders the scheme now includes some fixed open market stalls to replace some of the demountable stalls within the centre of the market. These are considered to be an acceptable addition. No further information regarding the demountable stalls has been submitted at present, this is due to ongoing discussions with the traders to find a workable solution.

- 1.12. Clearer information has been submitted in regards to the cycle parking and the distance of the replacement spaces outside the red line site. Some cycle spaces would now meet the requirements for a non-standard cycle such as cargo bikes which adds some provision for a much needed requirement within the city centre.
- 1.13. Overall, officers consider that the majority of the concerns raised in the March committee have been overcome. Despite the remaining disagreements on some of the points between parties, officers consider that these as it stands are not resolvable, however are comfortable that there is sufficient information for a decision to be made.
- 1.14. Improvements and significant investment into this important civic space environment are acutely needed to future proof the space as a matter of civic pride, recreating and reinvigorating the Market Square and its surrounds into a more welcoming and inclusive destination.
- 1.15. This report is an addendum report to the original Committee report appended at appendix A. It is considered by Officers that the additional information submitted addresses the majority of reasons for deferral as set out above.
- 1.16. Officers recommend that the Planning Committee **APPROVE** the application subject to conditions as highlighted at the end of this report.

Consultee	Object / No objection / No comment	Paragraph Reference
Conservation Officer	No formal objection but remaining technical concerns	6.1
County Highways Development Management	Objection	6.22
Ecology Officer	No objection	6.31

Environmental Health	No objection	6.32
Historic England	No formal objection, relies on local conservation advice, remaining technical concerns	6.34
Landscape Officer	No objection	6.38
Sustainable Drainage Officer	No objection	6.40
Urban Design Officer	No Objection	6.41
Third Party Representations	13 representations have been received, 12 in objection and 1 raising neutral comments	7.1
Member Representations (1)	1 additional rep from Cllr Bennett	8.1

Table 2 Consultee summary

2. Site description and context

- 2.1. The application relates to the public realm around the 'Civic Quarter' redevelopment. The site includes Market Square which is a Grade II Listed surface, Market Hill which is circular carriageway which loops around Market Square, Peas Hill, Wheeler Street and Guildhall Street which run around the west, south and east sides of The Guildhall respectively, and Corn Exchange Street from the junction with Wheeler Street to the southern building line of The Corn Exchange. Market Square is under the ownership of Cambridge City Council with the rest of the relevant public realm being adopted public highway under the control of Cambridgeshire County Council.
- 2.2. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing. The site is surrounded by numerous listed buildings including the Grade I Church of St Mary the Great and its Grade II fence and gates to the west of Market Square, the Grade I Listed No.5 Market Hill to the east of Market

Square, the Grade II listed Guildhall to the south of Market Square and the Grade II* Listed Church of St Edward, King and Martyr to the west of Peas Hill, Three Grade II Listed Buildings lie on the western side of Peas Hill. There are also a number of Grade II Listed Buildings and Buildings of Local Interest (BLIs) surrounding the site. The below map demonstrates all of these heritage assets.

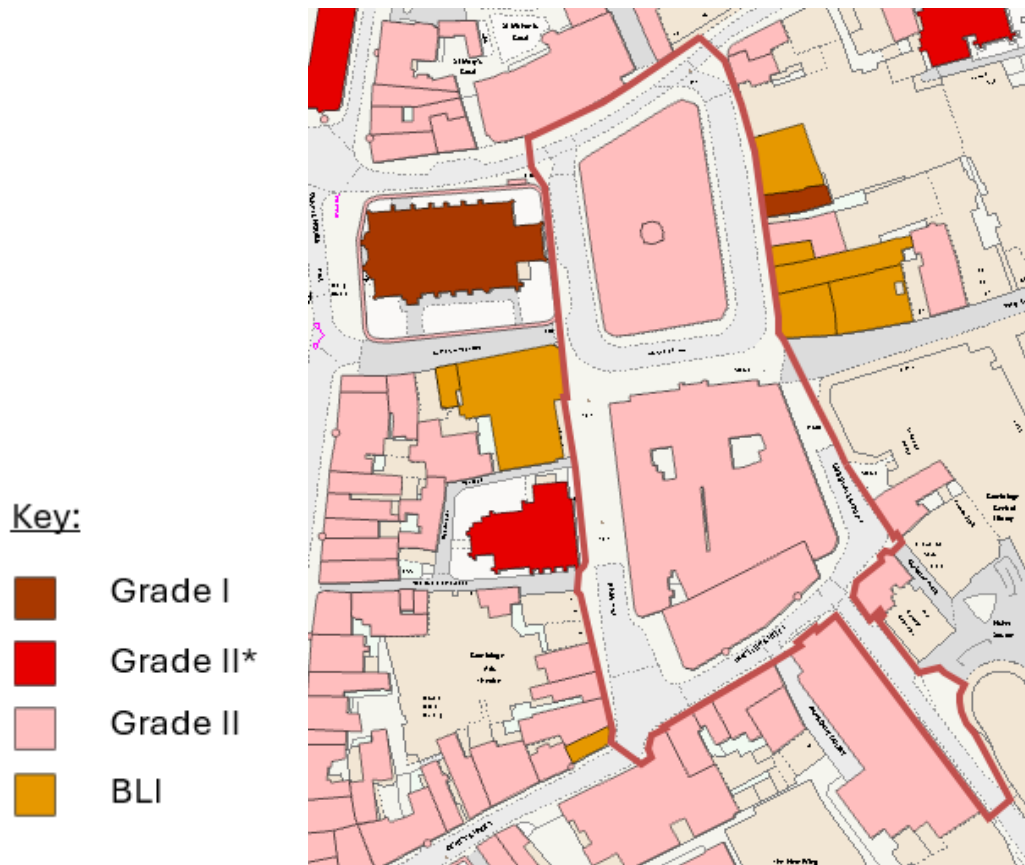


Figure 1: Map of nearby Listed Buildings and Buildings of Local Interest

- 2.3. The whole site lies within the Historic Core Conservation Area, and it lies within the Primary Shopping Area with many of the shop fronts facing the site being either a primary or secondary shopping frontage. The site lies within Flood Zone 1, however, there are areas that are at risk of surface water flooding, namely the north and north east sections of Market Hill, the north eastern area of Market Square, Guildhall Street, Corn Exchange Street and the eastern section of Wheeler Street, and part of the southern section of Peas Hill.

3. The proposal

- 3.1. The application is seeking planning permission for the refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market

stalls, refurbishment of Grade II listed setts, works to listed fountain (to repair stonework not re-establish a working fountain) and railings, and additional landscaping, street furniture and associated works.

3.2. The application has been amended to address reasons for deferral and further consultations have been carried out as appropriate. The amendments and additional information have been summarised within the Executive Summary above.

3.3. During the latest consultation period, further minor amendments have been submitted and further consultations have been carried out. The amendments include:

- Amendments to the Design and Access statement to fix the cycle parking error and provide further details of lighting;
- Submission of a section to show relationship between proposed tree and Snowy Farr sculpture
- Updated accessibility report to make it explicitly which setts trial is proposed to be used;
- Submission of a Pendulum Slip Test Summary to provide an explanation of what the slip test in the accessibility report found;
- Further details regarding the proposed mortar;
- Clarification as to why there is a 'kink' on the western edge of the market square which is due to tracking requirements;
- Clarification on the fountain re-instatement confirming there is no intention to re-instate it as a working water feature;
- Section to demonstrate how the sedum roofs would be controlled;
- Updated landscaping plans to capture kerb notation, tree locations and other elements;
- Submission of an Independent Accessibility Statement.

4. Relevant site history

Reference	Description	Outcome
25/04383/LBC	Refurbishment of Market Square, Peas Hill and Guildhall Street, including: provision of cycle parking, erection and siting of replacement fixed and temporary market stalls, refurbishment of Grade II listed setts, works to listed fountain and railings, and additional landscaping, street furniture and associated works	Under determination

C/94/0547	Listed Building Consent - Demolition of fountain including granite base.	Refused 14.09.1994
C/94/0915	Removal of railings from toilet entrances and retention for future use.	Approved 04.01.1995
C/65/0094	Snack bar and car park attendant's office.	Approved 25.03.1965

Table 3 Relevant site history

5. Policy

5.1. National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

5.2. National Planning Policy Framework 2026

- 5.2.1. Since the March 2026 committee a new version of the NPPF has been adopted on 17 August 2026. Whilst the new version is a complete re-write of the NPPF with policy numbers replacing paragraph numbers, much of the intent remains. In regards to this application, the changes to the heritage section are the most relevant. Paragraphs 207-211 which cover 'Proposals affecting heritage assets' and paragraphs 212-221 which cover 'Considering potential impacts' have been replaced with policies HE4, HE5 and HE6 of the new NPPF.

- 5.2.2. Policy HE5(2) states ‘assessments of the potential effects of the development proposals on the significance of the heritage assets (including through effects on their setting) should identify whether proposals would be likely to:
- a. Have a positive effect, which is where the significance of a heritage asset would be enhanced, or better revealed; or
 - b. Have no effect on the significance of a heritage asset; or
 - c. Result in harm to the significance of a heritage asset, either from work affecting the asset itself or from development within its setting. The degree of harm should be identified: substantial harm would occur where the development proposal would seriously affect a key element of the asset’s significance; or
 - d. Cause the total loss of the significance of a heritage asset.
- 5.2.3. Policy HE6(4) states that where a development proposal would harm the significance of a designated heritage asset, the effect on the asset should be weighed against any public benefits. HE6(5) states that where a development would cause substantial harm to, or total loss of, the significance of a designated heritage asset consent should be refused unless it can be demonstrated that the harm is necessary to achieve substantial public benefits.
- 5.2.4. The 2026 NPPF also provides advice specifically related to Conservation Areas within HE9.
- 5.2.5. The main alteration regarding heritage assets within the newly adopted NPPF is the replacement of the phrase ‘less than substantial harm’ with ‘harm’. However, there is still a differentiation between ‘harm’ and ‘substantial harm’.
- 5.2.6. Officers consider that the purpose and intent of policies HE5 and HE6 of the 2026 NPPF match that of paragraphs 207-221 of the 2024 NPPF and as such do not consider that all heritage elements need to be re-considered in this appended report. Therefore, this addendum report only refers to the elements that are impacted by the amended and additional information. The 2026 policy numbers are now referred to. However, it should be noted that both Conservation and Historic England made their comments under the 2024 NPPF and so do refer to the phrase ‘less than substantial harm’.
- 5.2.7. In addition to heritage, the NPPF’s policies on highway safety are also important for this application. Policy TR3(1)(c) highlights that any significant adverse impact on highway safety should be mitigated to an acceptable degree similar to paragraph 115(d). In the 2024 NPPF paragraph 116 which ‘stated that development should only be prevented or refused on highway

grounds if there would be an unacceptable impact on highway safety...’
Policy TP6(4) replaces para 116 and whilst worded differently echoes 116 but makes it clearer that development should be refused if they would have an acceptable impact on highway safety; taking into account any mitigation measures proposed.

- 5.2.8. Policy DP3 discusses the key principles of well designed spaces and part 2(f) now specifically refers to public spaces which is relevant to this application. This policy expands upon inclusivity than its predecessor paragraph 135(f).

5.3. Draft Greater Cambridge Local Plan 2024-2045 (Regulation 19 Proposed Submission)

- 5.3.1. The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.
- 5.3.2. The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.
- 5.3.3. In line with policy DM 4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.
- 5.3.4. Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.
- 5.3.5. Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026.

5.4. Cambridge Local Plan (2018)

Policy 1: The presumption in favour of sustainable development

Policy 2: Spatial strategy for the location of employment development

Policy 5: Strategic transport infrastructure
Policy 10: The City Centre
Policy 11: Development in the City Centre Primary Shopping Area
Policy 28: 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 32: Flood risk
Policy 34: Light pollution control
Policy 35: Protection of human health from noise and vibration
Policy 36: Air quality, odour and dust
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 62: Local heritage assets
Policy 65: Visual pollution
Policy 67: Protection of open space
Policy 70: Protection of priority species and habitats
Policy 71: Trees
Policy 80: Supporting sustainable access to development
Policy 81: Mitigating the transport impact of development
Policy 82: Parking management

5.5. Other guidance

Biodiversity Checklist for Land Use Planners in Cambridgeshire and Peterborough (2001).

Cambridge and Milton Surface Water Management Plan (2011)

Cambridge and South Cambridgeshire Level 1 Strategic Flood Risk Assessment (2010)

Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste

Cambridgeshire Design Guide For Streets and Public Realm (2007)

5.6. Area Guidelines

Cambridge Historic Core Conservation Area Appraisal (2015)

6. Consultations following 25 March 2026 Committee

Conservation Officer – No Formal Objection but Technical Concerns (Summary of comments received 15.07.2026 and 10.08.2026)

- 6.1. The historic setts are in poor condition with areas of settlement, loose stones and patches are cementitious screed. The much altered fountain is in poor state of repair and out of functional use.
- 6.2. Following past Conservation Officer comments, the scheme has been revised and several issues have been addressed. However, a number of elements remain insufficiently justified or require further revision.

Setts

- 6.3. The repair of the setts is necessary, however a key consideration is the long-term ability to lift repair and relay the stones without unacceptable loss or damage and whether the cementitious bedding would inhibit this. Officers had requested the applicant to explore how other high quality or award winning heritage projects have approached similar issues, this has now been submitted and a more detailed explanation for the proposed cementitious mortar and why pitch jointing isn't suitable in this location. The justification is considered satisfactory.
- 6.4. The grip testing results have been further explained and shows a substantial improvement can be achieved with the proposed works helping to justify the harm from the proposals.

Fountain

- 6.5. Reinstating the fountain as a functioning water feature would deliver substantial heritage and public benefits providing a worthy central feature to the marketplace and help with cooling and regulating temperature.
- 6.6. However, this is no longer being proposed with space constraints being cited for associated plant equipment being provided as reasoning, however, this justification is weak. A structural assessment by Conisbee has been provided, however no drainage survey has been undertaken and so the report remains preliminary. It is noted that the addendum to the heritage statement states that works will be undertaken to ensure that the future use of the fountain is not jeopardised by the current works.
- 6.7. Without the reinstatement, the visitor experience risks being underwhelming and associated heritage interpretation including the recessed metal strip referencing Hobson's Conduit would be significantly

weakened. A clear commitment to restoring the fountain's working use is essential to the overall success of the proposals.

Railings

- 6.8. Works to the listed railings would result in a degree of harm. This harm would be partially offset by their proposed reuse elsewhere within the square as tree guards. At this stage the precise method has not been provided and this would be required by condition.

Market Square Form and Alignment

- 6.9. The overall enlargement of the marketplace is not objectionable, however, the kink on the eastern side requires explanation and justification, this has been confirmed to be needed for Highways safety. This is considered reasonable justification despite a harmful impact.

Granite Kerb Stones

- 6.10. The alteration to the raised pink granite kerbs contribute to the spaces legibility and historic character. Therefore, the removal or alterations would result in a degree of harm. However, given the demonstratable public benefits associated with level access this element is not opposed, provided that the perimeter of the market place continues to be defined by a continuous kerb line that matches the Victorian granite.

Lighting

- 6.11. The number of lighting columns has been reduced and amended. The lighting is supported subject to the submission of a lighting strategy, this can be secured by way of condition.

Stalls

- 6.12. The details of the solar panels should be required by condition. A management /maintenance plan should be submitted to ensure the green roofs are well maintained. The solar panels and green roofs would impact the overall consistency and it would be preferable for all to have the same roof treatment.
- 6.13. There are a handful of stalls extending out of the market places which is slightly irregular and would mean further anchors within the highway paving. It is understood that these stalls may not be a permanent feature but clarity on this would be appreciated.
- 6.14. The demountable stalls would require anchors to be permanently affixed to the setts which involve the cutting out of a base pad. Best efforts should be made to avoid cutting through multiple setts and for the mortar to remain tight. The floor plan also shows multiple access hatches /services covers

for servicing requirements. This could create visual clutter and so details should be provided which can be covered by condition.

Gates

- 6.15. The gates reduce permeability and openness of the marketplace which forms a vital part of its special interest, the use of four gates is unjustified. The detailed design of the gates would need to be controlled by way of condition and a heritage interpretation condition also added to ensure that their resulting appearance is contextual and interpretation accurate.

Other

- 6.16. All street furniture must be of durable, high-quality materials appropriate to the historic context. There is seating in front of the Guildhall, if this is attached then LBC is required.

Harm Assessment/ Conclusion

- 6.17. The level of harm is at the medium to upper end of 'less than substantial harm'
- 6.18. The proposals have the potential to deliver a transformative upgrade to Cambridge's most important civic space and many elements are welcomed. However, some matters of detail and justification remain unresolved and these are fundamental to ensuring the heritage benefits of the scheme are fully realised and that the benefits of the proposals outweigh the harm.
- 6.19. If minded to approve, recommend the following conditions:
- Material samples
 - Fountain works
 - Sample panels for the sett treatment
 - Lighting strategy
 - Details for street furniture;
 - Gate details
 - Material palette and samples for stalls;
 - Heritage interpretation strategy;
 - PV panels details
 - Maintenance for green roof
 - Public art.

County Highways Development Management – Objection

- 6.20. The revised proposals are no longer reliant upon the reversal of the existing one-way system and is therefore not dependent upon amendments to the current Traffic Regulation Order and the development is capable of operating without being reliant on TROs.

- 6.21. Remains concerned that a compliant Stage 1 Safety Audit has not been completed in accordance with GG119. The audit process remains incomplete and significant matters raised by the Overseeing Organisation remain unresolved. As such, the audit cannot be relied upon as evidence that the scheme has been developed in accordance with the requirements and intent of GG119.
- 6.22. There is no current national guidance that positively promotes shared space environments based on flush surfaces and the removal of traditional kerb segregation. The LHA has considered the views of accessibility organisations including the RNIB which continue to advise that detectable kerbs provide the most reliable means of identifying the boundary between pedestrian and vehicle space for blind and partially sighted people. Correspondence from the RNIB has been appended to this response.
- 6.23. Concern that the tactile paving would be uncomfortable for many wheelchair users and people with ambulatory difficulties.
- 6.24. The design does not provide a detectable kerb and instead relies on material changes and tactile paving. Remain unconvinced that this approach provides an equivalent level of safety, confidence, independence or accessibility for visually impacted and other users. The tactile paving is not in accordance with the DfT guidance.
- 6.25. The LHA does not agree that Market Square is a pedestrianised space on the basis that private motor vehicles are permitted at specific times and pedal cycles, e-bikes and e-scooters are all defined as vehicles and pose a risk to pedestrians.
- 6.26. The LHA accepts that the proposed arrangements for servicing would not materially worsens the existing situation around the Market Square and accepts the submitted tracking diagrams. No objection is raised on servicing or tracking grounds.
- 6.27. Satisfied that the waste collection can be accommodated without an unacceptable risk to the local highway. Concerns remain regarding trees being planted in the public highway, however, this is due to maintenance liability and considered it can be dealt with by way of condition or within the S278 process.
- 6.28. In conclusion the LHA recognises and supports the objectives of the scheme in improving the quality of the public realm and acknowledges that

a number of previous concerns have been addressed within the revised proposals. However significant concerns remain, namely:

- The Road Safety Audit process remains incomplete;
- Removal of the traditional kerb delineation has not been shown to provide the equivalent level of safety or accessibility for blind or visually impaired users;
- No Equality Impact Assessment has been provided to demonstrate compliance with the Public Sector Equality Duty; and
- The design has the potential to increase interaction between pedestrians, cyclists and servicing vehicles within a constrained and heavily used city centre environment.

Ecology Officer – No objection

- 6.29. The applicant has provided updated BNG metrics and a BNG plan following updates to the landscaping. The site will achieve a net gain from the base line of 0 units. Previous comments and conditions still remain.

Environmental Health – No objection/ Additional Comment

- 6.30. Formally no objection and comments and recommendations from previous response remain relevant.
- 6.31. However, following a concern raised by a Member an additional comment was made. With proposed living/sedum roof on some of the stalls, the implications of dirt, debris may have a knock on effect such as food hygiene implications and potentially to other non-food stall holders. Following the receipt of further information and a sectional drawing of the sedum roof the concern has been removed

Historic England – Comment (Summary of comments received 13.07.2026 and 07.08.2026)

- 6.32. Historic England welcomes the positive evolution of the scheme in line with the advice given and the amount of detail that has now been provided.
- 6.33. Supportive of the overall approach and recognise the complex but transformative project that would see the most important civic space upgraded and enhanced.
- 6.34. Whilst the revised scheme has addressed some of our previous concerns, there remain some important aspects which require further revision and/or better justification. These relate to:

- Fountain:
 - o Reinstatement would have public benefits and would reinstate the listed structure;
 - o Would strongly recommend that argued space constraints are examined in more details.
 - o Would help weigh against the harm from the other alterations.
- Market Square design and layout:
 - o Slight bend on the eastern side of the square, the cover email provides some detail but it is not clear why this is now needed when not previously present.
 - o Happy to defer to Conservation and Urban Design Officers
- Lighting:
 - o Note the revised position of the lighting columns and further detail provided;
 - o Welcome the improved regularity, however, previous queries regarding the duplication of lamps on the Guildhall front remain.
 - o Support the establishment of a lighting strategy as a condition.
- Setts:
 - o Now more clarity about the Pendulum Tests;
 - o Note that all trials would score above the threshold for a low risk of slipping and therefore compliant;
 - o Acknowledge treated surfaces would score a higher rating but would have a significant impact on the Market Square which raises concerns.
- Mortar Joints:
 - o The updated mortar specification note addresses out queries;
 - o Happy for finer details to be discussed and agreed with Conservation Officers
- Stalls
 - o No objection to new open stalls but would recommend that the same roof type be used to provide a more consistent appearance
- Gates
 - o Object to the four gates being used as per previous comments.

6.35. Welcome the refinements and subject to comments above being addresses the proposals could overcome previous objections and reach a stage we would be comfortable for subsequent detail to be discussed via a condition.

Landscape Officer – No Objection (05 August 2026)

6.36. Some elements have been successfully resolved including the replacement of York stone on the carriageway for granite, rationalisation of trees in front of the Guildhall and resolved concerns regarding the material pattern, updated design and removal of planting in front of Great St Mary's Church,

the placement of the Snowy Farr sculpture has been successfully resolved, the amended lighting plan has resolved previous issues raised.

- 6.37. However, further clarity or consideration is required regarding the use of the underground bins and the placement of public bins however, it is considered that these issues can be dealt with by way of condition.

Sustainable Drainage Officer- No Objection

- 6.38. No objection subject to conditions relating to Foul and Surface Water Drainage Schemes.

Urban Design Officer – No Objection (Summary of comments from 13 July 2026 and 05 August 2026)

- 6.39. The revised proposals and further revisions have positively responded to many of the matters raised from previous response and further discussions. The revisions strengthen the inclusive design approach, improve the balance between servicing requirements and the public realm and introduce from robust surfacing materials.

Shared Surface Approach

- 6.40. The recently submitted Stage 1 Road Safety Audit has identified concerns regarding the flush surface and recommends the introduction of a level difference between footway and carriage way. Whilst the introduction of a kerbed separation would represent a departure from the originally proposed flush surface approach, it would not necessarily undermine the wider urban design objectives and it would still be possible to prioritise pedestrians. Notwithstanding this, subject to the Highway Authority being satisfied that the RSA findings have been appropriately addressed, the principle of a high quality pedestrian-priority Market Square remains supported in urban design terms.

Gates

- 6.41. The gating of the north south routes are still proposed as part of the revised proposals. Previously expressed a preference for maintaining these routes in order to preserve permeability through Market Square outside opening hours.
- 6.42. Concerns regarding the use of the area outside market operating hours are recognised. In regards to the function of public safety, it would be helpful to understand whether the Police Architectural Liaison Officer supports the proposal and the information has not demonstrated that the proposed gates

would be safer than non when taking into account the CCTV and lighting improvements.

- 6.43. Another function of the gates is for overnight storage, it would be helpful to understand the operational requirements for storage including the amount of space required.
- 6.44. There is also a wider management consideration. During events taking place outside of normal market hours it may be desirable to maintain permeability through the square in order to accommodate the associated pedestrian movement associated.
- 6.45. Notwithstanding this, the final gate details including location and management can be covered by way of condition.

Surfacing

- 6.46. Welcome the granite for the carriageway as it is more durable than York stone.
- 6.47. The existing setts would be re-finished and re-laid using cementitious mortar. Supporting information has been submitted demonstrating that this approach can deliver an accessible surface. Subject to this being acceptable to Conservation and Historic England, it is acceptable.

Stall mounting sockets

- 6.48. Support the approach that utilises a square footprint and is laid out to form an ordered grid of sockets so that when the market is not operating, the fittings read as a coherent part of the paving design.

Fountain

- 6.49. A short note has been submitted outlining the complexities associated with reinstating a functioning water feature. The note identifies the accommodation of the necessary plant and water treatment equipment as the principal constraint and concludes that ductwork would be installed to enable a future water connection. Whilst this approach is welcomed, the information does not clearly demonstrate how this could be realistically be achieved. A strategy to this could be covered by way of condition.

Planting

- 6.50. The removal of the planting outside Great St Mary's Church is an improvement.

Stalls

- 6.51. The proposals introduce a third open stall type in response to feedback from market traders regarding the range of trading opportunities to be accommodated. This flexible approach is supported, although long term robustness of the proposed lightweight aluminium structure to hold the sedum roof should be demonstrated during the next stage of design.

Peas Hill

- 6.52. The revised proposals introduce 60mm kerb upstands that provide a clear pedestrian navigation edge but the reduced carriageway extent creates a more pedestrian-priority environment whilst accommodating servicing requirements. The outdoor seating for the Giggling Squid is retained helping to activate the space.

Guildhall Street

- 6.53. The introduction of kerb upstands within areas used by motor vehicles improves pedestrian legibility however, the overall layout of Guildhall Street has not evolved to the same extent as other areas and there remains opportunities to achieve a more efficient arrangement.

Cycle Parking

- 6.54. The removal of the planting outside Great St Mary's Church is likely to result in the informal parking spaces still occurring. This is part of the Cambridge character and could go some way to meeting the loss of cycle spaces. The footway should be increased to allow adequate space to pass with cycles being parked there. A cycle parking strategy should be conditioned.

Lighting

- 6.55. The revised hard landscape drawings now indicate the location of the lighting columns throughout the public realm. The proposals introduce a greater number of lighting columns than currently exists. Lighting should be considered as an integral component of the public realm design. The submitted DAS Addendum Update provides precedents for the types of light fittings proposed.

Waste Officer – No comments

7. Third party representations following 25 March 2026 Committee

- 7.1. 13 representations have been received, 12 in objection and 1 raising neutral comments.
- 7.2. Those in objection have raised the following issues:

- Character, appearance and scale
 - Kiosks out of keeping within the traditional market
 - Important sight lines would be blocked by the kiosks
 - Gazebos are out of keeping
- Density and overdevelopment
 - Too many kiosks
- Neighbour impact
 - Noise and disruption from events to Fisher House which is used as a residential, student and worship space.
- Highway safety
 - Scheme does not reflect the reality of operational requirements of the businesses within the city centre in terms of people and vehicle movements
 - Swept path analysis is at best optimistic and hauliers would struggle to reverse in vehicles
 - Unclear of management of the bollards
 - Risk of disabled parking being blocked in
 - Confusion of pedestrians
 - Lack of information relating to emergency access
- Impact on Traders
 - Lack of temporary market;
 - Lack of information;
 - Demountable stalls are inadequate;
 - Unaffordable to existing traders;
 - Kiosks not adequate for trading spaces due to size and lack of ventilation
 - Does not meet the needs and requirements of the traders
 - Want the stalls to be open rather than kiosks
 - More storage needed
- Antisocial behaviour:
 - Block sightlines reducing passive surveillance
- Kiosks - other:
 - Lack of traditional market stalls
 - Do not offer flexibility

7.3. Those raising neutral/supportive comments have given the following reasons:

- Needs to be sufficient civic space in front of Guildhall for demonstrations
- Welcome the introduction of fixed open stalls;

7.4. The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations following 25 March 2026 Committee

- 8.1. A representation was received by Cllr Naomi Bennett who raised concerns regarding food hygiene and accidental contamination from the proposed sedum roofs. The concerns were forwarded to Environmental Health who submitted an additional comment as outlined above.

9. Local Groups / Petition following 25 March 2026 Committee

- 9.1. Cambridge Present Past and Future (CPPF)
- 9.2. Pleased to see on the website that arrangements for a temporary market are being prepared, that there is ongoing discussion on the detail of the demountable stalls, increase in the number of stalls and more permanent stalls, increase in cycle spaces, granite surface on carriageway, removal of landscaping in front of the church and reduction of trees in front of the Guildhall.
- 9.3. However, unmet concerns relating to public toilets and waste management remain. Also have concerns regarding the location of the security gates as they disrupt north-south flow of pedestrians.
- 9.4. The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

10. Assessment

- 10.1. This update report is to be read in conjunction with the original Officer report that went to committee on 25 March 2026 and is appended to this report.
- 10.2. The key issues discussed as part of this updated report are:
 - Design, layout, scale and landscaping
 - Heritage assets
 - Biodiversity
 - Highway safety and transport impacts
 - Car and cycle parking
 - Third party representations
 - Other matters
 - Planning balance
 - Recommendation
 - Planning conditions

11. Design, layout and landscaping

- 11.1. Policies 55, 56 and 59 of the Cambridge Local Plan (2018) seek to ensure that development responds appropriately to its context, is of a high quality, is accessible, inclusive and safe and includes appropriate landscaping and boundary treatment. Policy 65 states that proposals for street furniture and other items that could constitute visual pollution within the public realm will be permitted where they do not have an adverse impact on the character of the area and visual setting, do not impede pedestrian and vehicle movements, have a defined purpose, in keeping with setting and consideration has been given to the cumulative impact of the proposals.

Market Stalls

Fixed Stalls

- 11.2. The amended scheme has resulted in 12 additional fixed stalls to replace the 8 previously proposed demountable stalls close to the fountain. These stalls would also result in the loss of 2 demountable stalls which were proposed to be in the public highway. A fixed kiosk would also be lost to provide plant on the western group of stalls.
- 11.3. The new fixed stalls would be open sided on all sides. They would be 3.07 metres by 2.95 metres in area. They would be characterised by a dual pitched roof with a height of 3.5 metres to match the proposed kiosks. The materials and colour would match that of the kiosks and the final details would be secured by condition. They would have a green roof rather than solar panels which would reduce the appearance of consistency in the market, especially when viewed from nearby buildings including the Grade II Listed Guildhall. However, officers acknowledge that the green roofs would create additional biodiversity to replace some of that that was lost by the removal of the planting and as such on balance it is considered acceptable. It is imperative that the green roofs are adequately maintained to ensure that they would not have a detrimental impact on the character of the area as such, the landscaping condition would be amended to include a requirement for details of the green roof.
- 11.4. It is noted that due to the sedum roof, the structures may require more substantial supporting structure. This can be dealt with by way of the condition requesting final details of the fixed stalls.
- 11.5. The additional type of stall allows for more choice for traders and the open sided nature would allow for views to be kept open to a degree. Subsequently, it is considered that the additional stalls would have an

acceptable impact on the character and appearance of the market and the surrounding area and market.

- 11.6. The fixed stalls were considered in the previous report (Section 12 of Appendix C) and the third party comments regarding the number and appearance have previously been addressed

Gates

- 11.7. Despite the previous concerns regarding the placement of the security gates on the north-south routes, these have not been altered and still form part of the proposal. This positioning of the gates was considered in the previous report (paragraphs 12.10-12.13) and the issues raised still stand. It is also noted that the introduction of additional fixed stalls by the fountain would further reduce the natural surveillance from the northern corners of the seating area by gates 3 and 4 where there would be limited escape routes.
- 11.8. It is noted that the applicant considers the four gates to be safer, however, officers have not been convinced of this. It would be helpful to understand whether the applicants have discussed this with the Police and have their support. As such, the information submitted to date does not demonstrate whether the maintaining permeability through the square supported by appropriate lighting, CCTV coverage and active management or closing access by way of the proposed gates would represent the preferable outcome from a community safety perspective. Given the role these routes play in providing movement choice through the square and allowing public access to the heritage asset, further evidence on this matter would assist in determining whether the proposed gating approach is justified.
- 11.9. It is also noted that the gated area would allow for additional storage for demountable stalls/ furniture at night. It would also be helpful to understand the need for the storage including the amount of space required to help determine whether enclosed space is necessary.
- 11.10. Wider management is also a consideration that needs to occur. During events taking place outside normal market hours, it may be desirable to maintain permeability through the square in order to accommodate pedestrian movement associated with such uses. The applicant should therefore clarify how the gating strategy would operate in practice.
- 11.11. Notwithstanding this, officers consider that as the gates do not go to the heart of any permission and as they would be attached to the proposed stalls, the above issues can be overcome by way of a condition.

Demountable stalls

- 11.12. No further detail regarding the demountable stalls has been submitted with exception to the anchor points which will be discussed in more detail in the heritage section as they would be installed on the listed surface. This is due to ongoing discussions with the traders to find a suitable stall type. The general approach to demountable stalls was considered in the previous report (paragraphs 12.15-12.18). The final details will be secured by way of a condition.

Landscaping

Hard Landscaping

- 11.13. The proposal would result in the re-paving of the whole site. The previously proposed York stone within the carriageway has been replaced with granite setts. Granite would withstand the residue of tyres better. In addition, the different material would allow for a greater visual contrast which helps to address inclusive design needs and it clarifies where the vehicles should be within the space. As such, the use of granite setts for the carriageway is welcome and acceptable.
- 11.14. Tactile paving would be added to the edge of the carriageway where the surface would be flush around the loop. This would provide a continuous navigation edge and would meet the needs of partially sighted people and others who rely on a more obvious delineation. The impact on highway safety of the tactile paving will be discussed in more detail below. The tactile paving would be York stone to match the footway. York stone is an attractive type of paving that is a commonly used material for paving particularly on footways.
- 11.15. The scheme has been amended on the southern side of Peas Hill and Guildhall Street. In both areas, 60mm kerb upstands have been introduced that allow for a clear navigation edge. The layout of Peas Hill has been rationalised which has allowed for the external seating for the Giggling Squid restaurant to be retained. It is considered that the changes would result in a high quality, people focused public realm.
- 11.16. The Urban Design Officer considers that there are still opportunities to achieve a more efficient layout at the southern end of Guildhall Street as they consider that vehicle manoeuvres could be improved. This is noted, however, subject to highway safety which will be discussed in more detail below, the scheme would not result in visual harm and so it is acceptable.

- 11.17. The proposed bank of cycle stands along Guildhall Street has been relocated from the edge of the Guildhall to the centre of the walkway. This amendment has occurred following discussions regarding the loss of a navigational edge along the Guildhall. They would be located further southwards than the existing location which would be in a wider part of the street. Whilst this creates more of an obstacle than the previously proposed scheme, the need for a central location for inclusivity purposes is noted and sufficient space is retained on each side to allow pedestrians free movement.
- 11.18. The proposal would involve the installation of new lighting throughout. The plans now demonstrate locations of the lights, and a suggested appearance of the lights has been included within the updated Design and Access Statement Addendum (submitted 28/07/2026). The plans and DAS demonstrate that there would be 2 lighting columns on each of the four sides of the market square with an additional one north west corner at the junction with St Mary's Street. This is not too dissimilar to the existing number of lighting columns and allows for improved lighting where needed such as the western side of the Market Hill loop. An example of a warm column mounted street light has been provided which shows a modern, but simple design which is considered to add visual interest. The columns would also benefit from CCTV cameras. In addition to the columns, up lights would be installed by the trees and mounted lights would be installed to the fixed market stalls.
- 11.19. Notwithstanding this further information which is welcome, the final precise details are lacking at this stage. As Officers are not against the principle of new lighting and are comfortable with the details submitted at this stage following the reduction of the number of the columns, it is considered that the final details can be secured by way of the submission of a Character-Based Lighting Strategy through condition. Due to the concerns raised by the amount of lighting the original condition has been expanded to include a character based strategy.
- 11.20. There remains concerns regarding the position of the public bins against the Guildhall due to underutilisation. Ideally the bins would need to be located along the movement routes. There is still a lack of information regarding the underground refuse containers which would not be for public use as the precedent images in the DAS suggest that they would be public facing. However, it is considered that both of these remaining issues can be dealt with by way of the landscaping condition.

Soft Landscaping

- 11.21. The proposals include new planting within and surrounding the Market Square. Since the March committee the number of proposed trees has been reduced. The reduction of trees has occurred to the front of the Guildhall (from 4 to 2) and the northern side of Peas hill (from 3 to 1 outside of the planters). Officers welcome this change as it better rationalises the trees in the area, reduces clutter and has a better relationship with the front of the Guildhall.
- 11.22. Concerns had previously been raised regarding the size of the planters, particularly in front of Great St Mary's Church. This planter has now been removed and this change is welcome. Its removal allows for better movement within the area and better reveals the elevation of the Grade I church open along with the war memorial.
- 11.23. Subsequently, it is considered that the proposed landscaping works would result in a high-quality space with a reduced appearance of clutter whilst maintaining the users' needs of the space. The amendments address a number of previously raised concerns and the outcome is that the proposal is an improvement than the scheme previously considered.

Public Art

- 11.24. Further information regarding Snowy Farr has been submitted following concerns raised regarding a potential conflict between the statue and a proposed tree canopy. The scheme has slightly relocated Snowy Farr away from the tree, however, it will remain within the same area of the space to reflect where Snowy Farr collected money for charity. The new position is acceptable. The final details of how the existing public art will be protected and any new public art will be located can be secured by way of condition.

Conclusion

- 11.25. Overall, Officers have welcomed the alterations to the proposed development in terms of design and appearance. The scheme is considered to be a high-quality design that would have a positive impact to its surroundings and be appropriately landscaped. The proposal is compliant with policies 55, 56, 59 and 65 of the Local Plan and the NPPF.

12. Heritage assets

- 12.1. The Market Square listing includes the setts and the two sets of iron railings, in addition, the fountain in the centre has a separate grade II listing. The whole site lies within the Historic Core Conservation Area and the site is

located within the setting of numerous listed buildings as highlighted in figure 1.

Direct Impact on Listed Setts

- 12.2. Following deferral from March Committee Historic England have had the chance to properly review the sample setts that were installed outside the Giggling Squid on the western side of the Guildhall. In addition, the extent of the setts has been amended and the patterns have been extended across the whole setted surface. Samples of anchoring points have also been installed on the sample surface with square anchoring points being agreed as the best option which the applicants have proposed. Further details regarding the accessibility of the setts, both existing and proposed has been submitted.
- 12.3. The lifting, treatment and re-laying of setts would result in harm to this heritage asset by way of the physical works that would need to be done to them. The trial which is now proposed is Trial 05 as shown in the following figure which is taken from the submitted Accessibility Testing document.

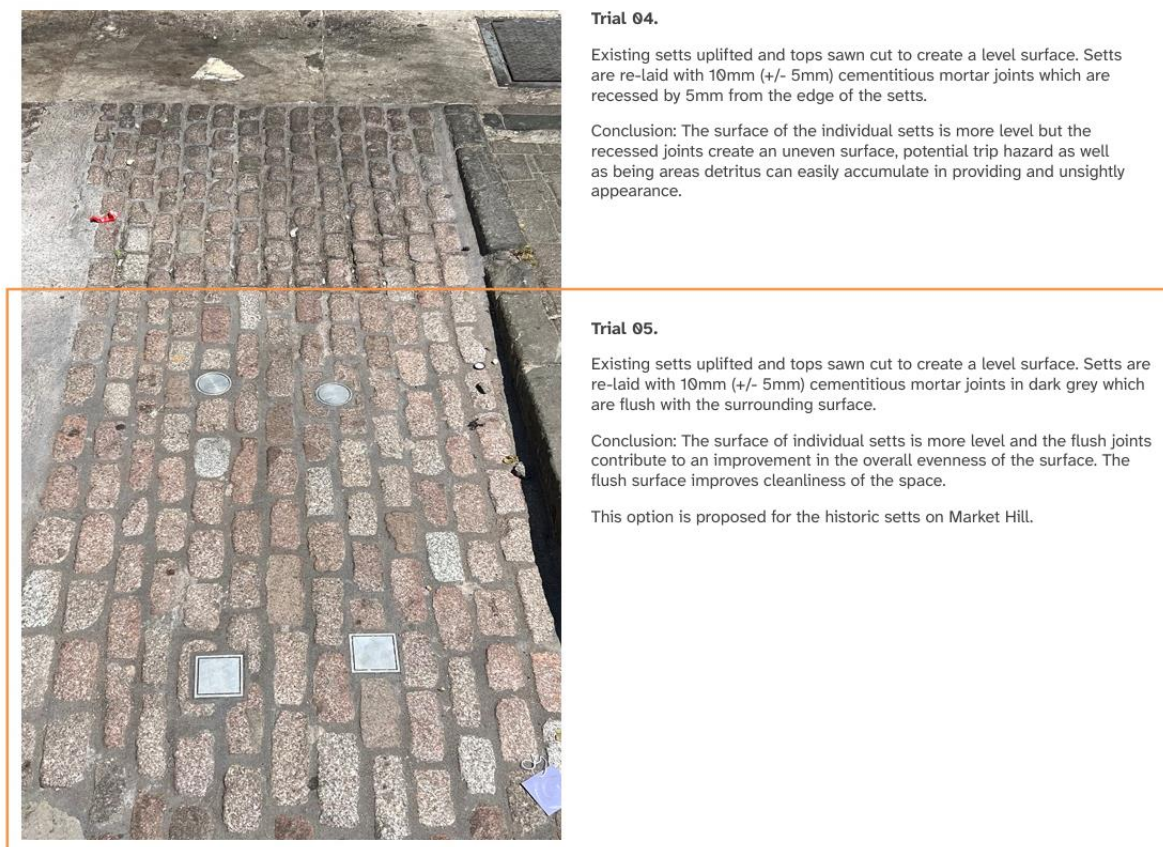


Figure 2 – Photographs of the trial setts in Peas Hill.

- 12.4. As shown in figure 2 the proposed option is to lift the existing setts and saw the top to create a level access and grippier surface. Cementitious mortar in a dark grey which would be flush with the setts is proposed.
- 12.5. Whilst not amounting to substantial harm, this option would result in a high level of harm to the listed surface due to original setts being cut and treated and the use of cementitious mortar over lime mortar. Policy HE4(2) of the NPPF states that any harm to the significance of a designated heritage asset required clear and convincing justification.
- 12.6. Further justification has been provided for these works by way of Accessibility Testing documents which now includes a pendulum slip test. The Accessibility Testing was partially considered within the Committee Amendment Sheet for the March Committee. However, it was noted that Historic England had not had the opportunity to review this.
- 12.7. The Accessibility Testing document shows that when an audit was taken in 2023 by Idacs UK, undulations of 20-25mm were recorded between sett units within the Market Square. Photographs from the audit have been included within the Accessibility Testing documents as shown below.

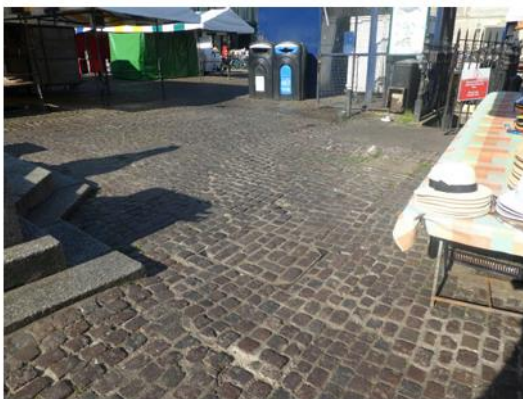


Photo 18: Zone 11 showing unevenness and worn pointing



Photo 20: Undulation of 20mm on walkway in zone 3.



Photo 19: Zone 11 showing significant hazard and rounded/damage setts.



Photo 21: Undulation of 25mm on the edge of zone 3 and zone 11.

Figure 3: Photos from the Idacs UK Access Audit 2023

- 12.8. Officers acknowledge that the existing setts are uneven and can cause trip hazards, along with difficult conditions for those with mobility issues including wheelchairs.
- 12.9. The applicant measured the undulations on the trial setts and found the height variations to be between 0-8mm which is a significant improvement as shown by the photographs from the Accessibility Testing document.



Figure 4: Photos of undulations on the trial setts, Peas Hill 2026

- 12.10. The applicant has also stated that the treated setts would also provide a grippier surface. Whilst officers accepted this on a visit to the trial setts, the applicant has submitted quantitative evidence to demonstrate this in the form of pendulum testing. A Pendulum Slip Test uses a small swinging arm fitted with a rubber slide which is designed to represent the contact between a shoe and the floor. The arm is released and swings across the surface and the more the rubber slider grips the more the swing is slowed down. The result is recorded as a Pendulum Test Value (PTV) and a higher value generally means the surface provides better slip resistance while a lower value may indicate a greater risk of slipping. Figure 5 shows the Health and Safety Executive (HSE) categorisation of risk of slip in both table and graph

form which shows that the PTV should be no less than 36 in dry, wet and (where relevant) contaminated conditions.

- 12.11. The setts were tested at 3 points within the existing Market Square and at trials 04 and 05 which have included the sawn setts.

Probability of Slip on FLAT SURFACE	Pendulum Test Value	Probability of Slip	HSE Categorisation of Risk of Slip
The table shown here* is the table adopted by the HSE/HSL's Showing Slip Probability. *As researched by Pye and Harrison	PTV OF 36	1 in 1,000,000	Low Risk
	PTV OF 34	1 in 1,00,000	Moderate Risk
	PTV OF 29	1 in 10,000	
	PTV OF 27	1 in 200	
	PTV OF 24	1 in 20	High Risk
	PTV of less than 24	Less than 1 in 20	

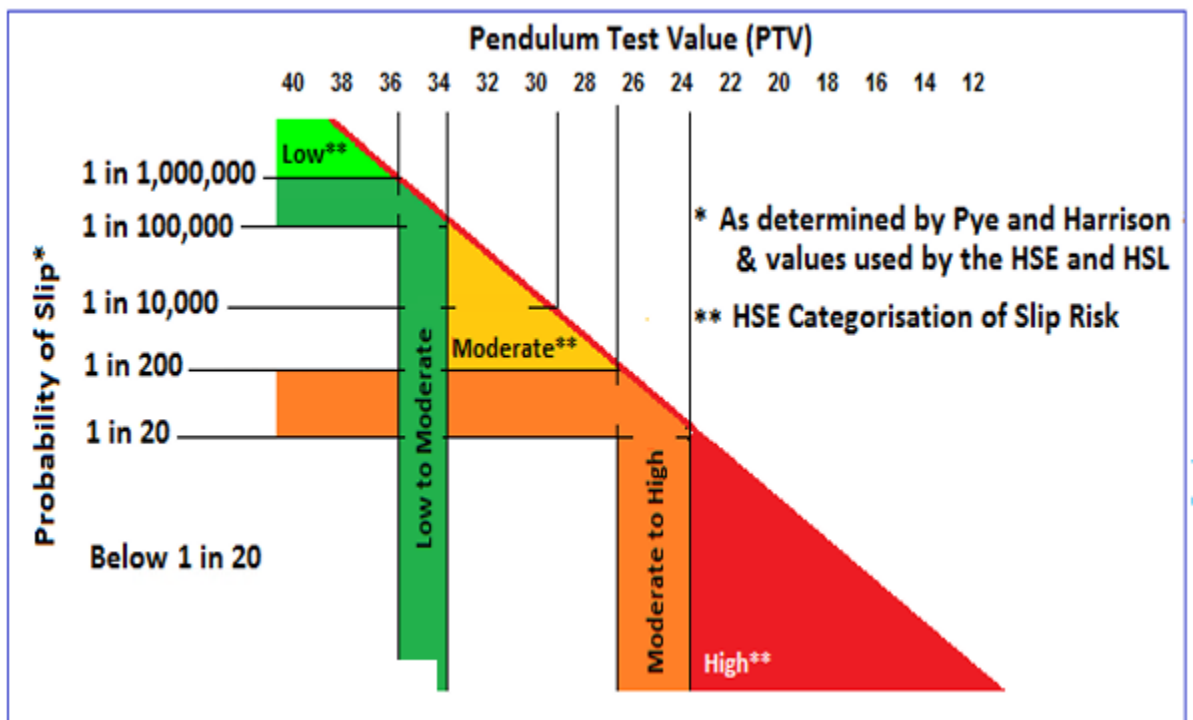


Figure 5: HSE Categorisation of Risk of Slip

- 12.12. The three samples from the existing Market Square measured between 72 and 79 PTV when dry and between 39 and 50 when wet. The two samples taken from the trial, treated setts, measured 84 PTV when dry and between 73 and 75 when wet.
- 12.13. Whilst all 5 samples were found to be a Low Risk of Slip (above 36 PTV), and the dry samples were not too dissimilar; there is a considerable improvement to the grippiness of the treated setts when wet. As all setts are considered to have a low risk of slip Historic England do not consider that this provides sufficient justification for the harm it would cause to the

heritage asset. These comments are noted. However, one of the existing samples was only 3 PTV above the acceptable level whereas the treated setts were at least 37 PTV above this level.

- 12.14. It is also noted that the existing setts vary considerably when wet ranging between 39 and 50 PTV which could result in greater instability when traversing across the square due to the varying levels of slippiness. The Pendulum Slip Test does attempt to represent a shoe on the ground however, shoes can vary in terms of the level of grip that they can provide. The Market Square is a heavily used public space with a wide range of users and so it is recognised that the surface should provide a robust reliable and accessible surface that performs well in all weather conditions.
- 12.15. Whilst Historic England have raised concerns, the Conservation Officer acknowledges the substantial improvement to the surface grip by the works proposed and accept that it helps justify the harm.
- 12.16. To summarise, officers are satisfied that the harm to the setts by way of providing flush mortar and the sawing of the setts to prevent trip hazards and improve the grip of the surface has been justified in accordance with Policy HE4(2) of the NPPF. Notwithstanding the justification, the works would still result in a high level of harm, although it is not considered to be 'substantial harm' and so Policy HE6(4) is relevant. Officers consider that the Accessibility Testing document also offers the public benefit specific to this element as it demonstrates the improved accessibility of the space. However, the full planning balance will be discussed in the concluding paragraphs of this report.
- 12.17. Throughout the process, both the Conservation Officer and Historic England have raised concerns with the use of cementitious mortar due to the ability to lift, repair and re-lay the stones without unacceptable damage and have consistently suggested a lime based mortar. However, Conisbee, the Applicant's Civil and Structural Designers have advised that lime mortar would be insufficient for the amount of footfall and vehicle movements and the cementitious mortar is required to comply with the recommendations for BS 7533-101. They also highlighted that the low porosity of granite means that the adhesion is not as strong such that the mortar can be removed from the setts and have submitted a photograph to demonstrate this as shown in the image below.



Figure 6: Photo of setts during previous trial pit works

- 12.18. Notwithstanding this, during the discussions with the applicant it was requested by Conservation and Historic England that the applicant reviews how this issue was resolved successfully in other historic locations. These examples have now been provided by the applicant and include Belton House Estate (National Trust) and Market Place and Victoria Square in Ashbourne which is a Grade II listed sett and flagstone surface both of which used a cement bedding base. The document refers to the Grade II* Soane Stable Yard at the Royal Hospital Chelsea where a more porous mortar was used for drainage purposes however, it explains that this is not suitable in Cambridge and other examples where the final details are not known. The document also explored other alternative solutions such as pitch jointing (bituminous) which is considered to have limited resistance to vehicular loading, sensitive to temperature and high maintenance, and lime mortar, which lacks strength and subject to degradation.
- 12.19. Both the Conservation Officer and Historic England are content with this information and consider the use of cementitious mortar to have been adequately justified in line with Policy HE4(2) of the NPPF. The final mortar mix and colour can be secured by way of condition. This will be secured on the listed building consent.

- 12.20. The demountable stalls would require anchors for them to be safe in incremental weather. This is proposed to be achieved by the installation of ground anchors fitted into the surface of the square. Circular and square shaped anchors were installed into the sample setts on the western side of the Guildhall as shown figure 2 above.
- 12.21. There is plan within the addendum to the Design and Access Statement demonstrating their proposed indicative locations which shows they will be laid out in a regular pattern. However, as these are not shown on any plan this cannot be secured at this stage. As the demountable stalls have yet to be decided the layout may need to be readjusted accordingly and so it is considered reasonable to deal with the final layout at condition stage.
- 12.22. It is important that best efforts are made to avoid cutting through multiple historic setts and the jointing around them to remain tight. Discussions were held regarding the materials and a darker matte tone with an anodised bronze finish is preferred and it is noted that there is potential for heritage interpretations to the covers and this should be explored. All this final detail can be dealt with by way of condition as the anchors are acceptable in principle. This condition would be added to the Listed Building Consent.

Direct Impact on the Listed Railings

- 12.23. One set of the listed railings would be removed from their current position and the applicants now propose that they will be re-purposed as tree guards within the square. As such, the harm of their removal would be partially offset as it would allow the historic material to stay present and functional within its original setting. The precise method of dismantling, adaption and re-fixing has not been provided however, this can be dealt with by condition to ensure the re-purposing is undertaken sensitively and without avoidable loss of the historic fabric. The condition would be attached to any listed building consent.

Direct Impact on the Fountain

- 12.24. The application seeks to repair the stone work of the fountain, however, the applicant has confirmed that they will not bring the fountain back into use as a water feature. The applicant has stated that this is due to the lack of space required for the plant needed to bring water back to the fountain.
- 12.25. Both the Conservation Officer and Historic England have raised their disappointment with the lack of the reinstatement of the functionality of

fountain and do not consider the lack of storage space to be sufficient justification for its exclusion. Despite requests for more justification in terms of explanation as to why a stall cannot be set aside for the necessary plant, no further justification has been submitted by the applicant.

- 12.26. Officers concur with the disappointment raised by conservation colleagues and acknowledge that if it were to be brought back into functional use it would represent a significant heritage benefit that could be used to balance the harm to heritage assets by the proposed works. However, Policy HE4(2) of the NPPF only requires full and robust justification when harm is caused. As the applicants are proposing minor repair works the fountain it is not considered that harm is being created in this instance and so officers do not consider a full justification is required.
- 12.27. Subsequently, without this identified benefit, it is considered that the works to the fountain would have a neutral impact on the significance of the heritage asset.
- 12.28. The applicant is proposing that they will install the necessary duct work below ground to enable a future water connection without disturbing the reinstated sett surface. Whilst this approach is limited, it is welcomed as it would safeguard the opportunity to reinstate the fountain at a later date. However, limited information has been provided regarding this. It is noted that there is limited information about what is beneath the setts and so it is not possible to understand the level of work or whether it may actually be feasible to reinstate the water connection until the setts have been lifted. As such, it is considered reasonable to add a condition to request a strategy to provide these details. As a potentially working fountain in the future it would also improve the public realm and bring benefits such as urban cooling, it is considered reasonable to add this condition to the full application if approved.

Impact on the other designated heritage assets

- 12.29. Officers consider that the amendments do not change the level of harm attributed to the setting of the listed structures within and adjacent to the site. These impacts have been fully considered in the previous officer report (paragraphs 13.22-13.28).
- 12.30. The previous report stated that the flush surface would have a detrimental impact on the character and appearance of the Historic Core Conservation Area due to the loss of definition created by the vertical kerbs not only on Market Hill but also along Peas Hill and Guildhall Street. The amendments now include vertical kerbs on Peas Hill and Guildhall Street and officers

welcome the retention of outdoor seating at the Giggling Squid and so the level of harm identified within the previous report (paragraphs 13.29-13.34) has been lessened but only to a limited degree.

Summary

- 12.31. As explained above and within part 13 of the previous report submitted for the March Committee parts of the proposal would result in harm to the heritage assets. It is important to understand the overall impact of the works on the heritage assets to consider whether Policy HE6(4) is triggered.
- 12.32. Whilst this was summarised in the previous officer report, for ease this is summarised again. Below are tables of the summary of direct impacts from the main elements of the works on the listed structures, and the impact on the setting of listed structures, listed buildings and the impact on the Conservation Area.

Proposal	Direct Impact on Listed Structures
Relaying of Setts	High level of 'harm'
Replacement of concrete slabs with setts	Positive
Installation of fixed stalls	Neutral
Demountable stalls anchors	Neutral
Installation of trees	Neutral
Removal and re-use of one set of railings	Low level of 'harm'
Repairing Fountain	Neutral
Net Heritage impact	High level of 'harm'

Table 4 Summary of direct impact on the listed structures in Market Square

Proposal	Impact on setting of Listed Structures in Market Square	Impact on setting of Listed Buildings outside the red line	Impact on character and appearance of Conservation Area
Relaying of Setts	High level of 'harm'	Neutral	Moderate level of 'harm'

Flush surface	Moderate level of 'harm'	Low level of 'harm'	Low - Moderate level of 'harm'
Re-paving (excluding flush element)	Neutral	Neutral	Positive
Fixed and Demountable stalls	Neutral	Neutral	Neutral
Landscaping	Neutral	Neutral	Positive
Removal of clutter	Positive	Positive	Positive
Net Heritage impact	Moderate level of harm	Low level of harm	Low - Moderate level of harm

Table 5 Summary of impact on setting of heritage assets.

- 12.33. As explained above and within paragraphs 13.42-13.45 of the original report, officers are now comfortable that the harm identified has been justified in line with Policy HE4(2) of the NPPF.
- 12.34. As 'harm' has been identified, Policy HE6(4) of the NPPF is therefore engaged and the harm needs to be considered against the public benefits of the scheme. The net impact of harm varies between the different heritage assets. However, as the highest level of harm is a high level of 'harm' any public benefits would need to outweigh this higher identified harm.
- 12.35. Paragraphs 13.45 -13.51 of the previous report explain the public benefits provided by the proposed works. Officers consider these have not been altered since March Committee, however, the accessibility benefit has been strengthened by the Accessibility Testing document which demonstrates the improvement that sawing the setts would bring.
- 12.36. Officers consider that these benefits outweigh the identified harm. It is considered that the proposal is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and policy 61 of the Local Plan.

13. Biodiversity

- 13.1. The applicant has provided an updated Biodiversity Net Gain (BNG) Plan and metrics following the alterations to the landscaping. There is a slight reduction from the previous increase of 0.3 habitat units to 0.25. However,

this still represents a net gain from the current 0 units and is acceptable and welcome.

14. Highway safety and transport impacts

14.1. Highway safety was a significant concern within the previous scheme that was presented to members back in March and the scheme attracted a strong objection from the Cambridgeshire County Council's Local Highways Authority (LHA). The issues are explained in detail within section 14 of the previous report. However, to briefly summarise, the issues/concerns raised by the LHA were:

- Reliance on Traffic Regulation Orders (TROs) to allow the reversal of the one-way system;
- Incomplete and non-compliant Road Safety Audit (RSA);
- Installation of a flush/ shared surface across the site;
- Potential to leave properties without any viable method of receiving deliveries (for example by HGVs)
- Unacceptable vehicle tracking;
- Arts Theatre and Corn Exchange servicing concerns;
- Planting within the highway

14.2. Following the deferral, the applicants have had multiple meetings with LHA and Local Planning Authority officers with the objective of reaching a consensus on a revised scheme that does not result in any or reduced highway safety related objections. This objective has been balanced with the continuing desire of the applicants to deliver a high-quality shared space environment within Market Square.

14.3. Subsequently, significant work has been done by the applicant to amend the scheme in an attempt to overcome the LHA objections. These amendments include but are not limited to:

- The submission of a Road Safety Audit (RSA) which was compliant with national guidance (GG119) which has enabled it to progress through the audit, designers response and overseeing authority response stages. This is an on-going process and has not been fully completed;
- Retention of the clockwise direction of one-way traffic around the loop;
- Installation of 60mm upstands (kerbs) to the servicing areas of Peas Hill and Guildhall Street;

- Where a flush surface is to be installed, tactile paving would be added;
- Relocation of cycle parking along Guildhall Street.

14.4. Notwithstanding the work done by the applicants not all issues have been successfully resolved and a disagreement remains between parties on the proposed flush/shared surface. The below section deals with all elements starting with the resolved elements before moving onto the points of disagreement.

Scheme Layout

14.5. The original scheme seen by Planning Committee in March 2026 had proposed to reverse the direction of the one-way traffic around Market Square to an anti-clockwise direction. This led to concerns regarding reliance on Traffic Regulation Orders (TROs) and unsafe vehicular movements with swept path analysis showing larger vehicles intercepting the dedicated footway. This element of the scheme has now been removed and the scheme proposes to retain the existing movement of traffic around the loop which is clockwise and as such, the development can operate within the existing highway arrangements.

14.6. This amendment has been welcomed by the Local Highways Authority who have confirmed that the scheme is no longer dependent upon the introduction of new or amended TROs and as such, consider this no longer a principal reason for objection. There are some certain operational aspects that may still require amendments to existing Orders, however, these changes would be subject to a separate statutory process outside of planning. Whilst the LHA have stated in their comments that all previously recommended conditions should be attached, they have verbally confirmed with officers that the condition relating to TROs being in place prior to commencement (originally condition 7) can be removed.

Servicing and Vehicle Tracking

14.7. A revised servicing strategy and swept path analysis has been submitted in support of the application. The LHA acknowledges that the site is located within a constrained historic city-centre environment where servicing activity, pedestrian movement and general highway activity co-exist within limited highway space.

14.8. The scheme still proposes a reduction in the carriageway width on the Market Square Loop, however, due to the direction of travel being retained, larger vehicles such as the articulated HGV and 10m rigid lorry that services Marks and Spencer can now travel safely around the majority site. Whilst the reversing manoeuvre for the articulated lorry into the loading bay would

cross the footpath (as shown in figure 7) the time that this occurs would be at 3am each day and evening time when there is low pedestrian movements. Artics would also slightly overrun the pedestrianised area on the south eastern corner of the market, however, HGVs only service the area at 3am or within the evening and both of these movements would occur in low pedestrian movement times. The tracking diagrams for the rigid van (figure 8) show that it is able to remain within the carriageway with very slight overrun of the body during the reversing manoeuvre and within the south eastern corner. However, similar to the HGV servicing by these vehicles are done at a time when there are low pedestrian movements.

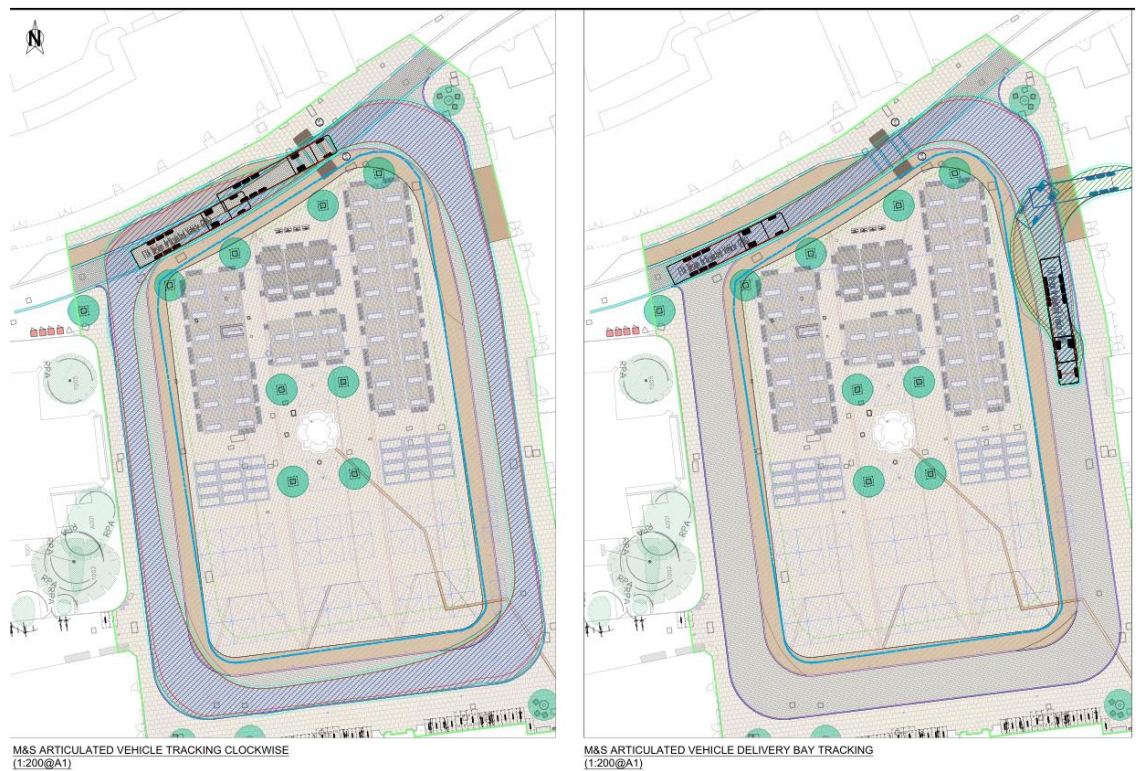


Figure 7 – M&S Artic Lorry tracking

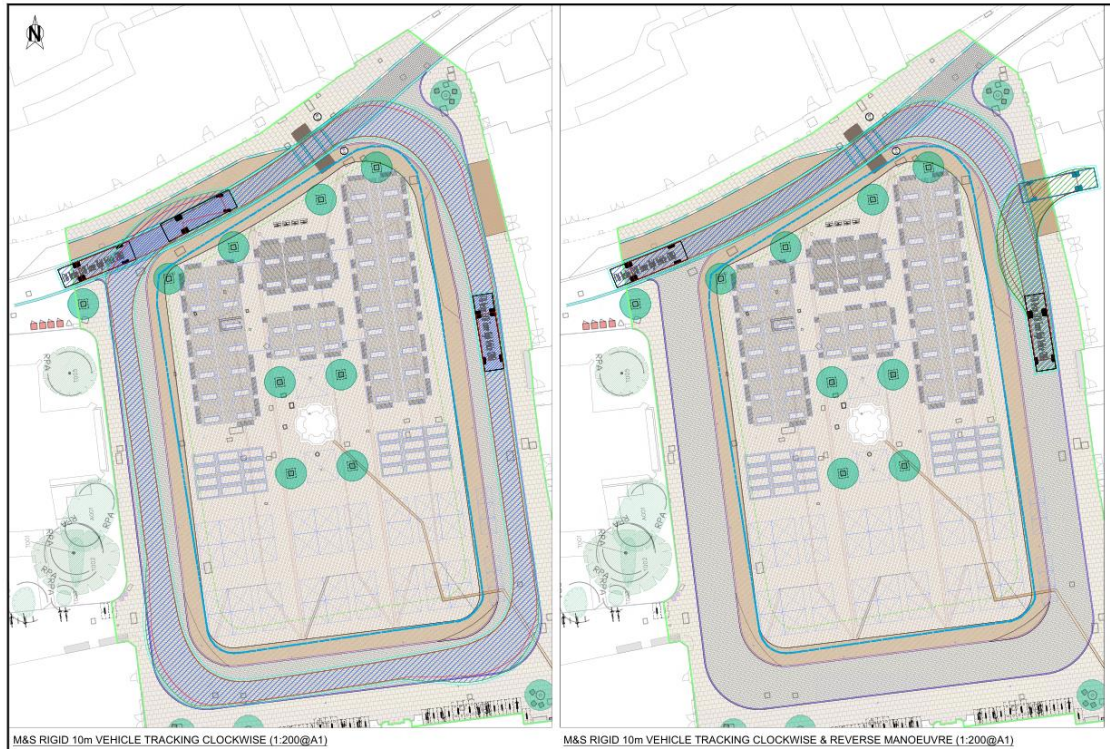


Figure 8 – M&S 10m Rigid tracking

- 14.9. The tracking diagrams also show that a refuse vehicle and fire tender can traverse the space whilst remaining on the carriage way (as shown in figure 9 below). All other vehicles that service the site would be smaller than the refuse vehicle and so would be able to manoeuvre in a safe fashion.

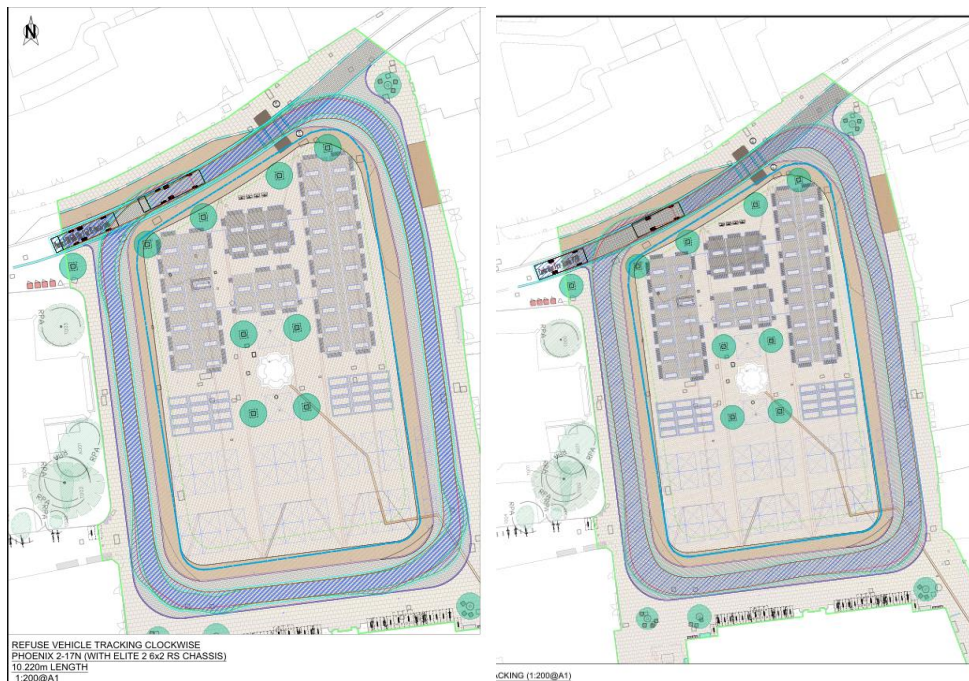


Figure 9 – Refuse vehicle and Fire Tender tracking

- 14.10. Articulated HGVs also service the Arts Theatre and Corn Exchange from the southern section of Peas Hill. The tracking diagrams show that two artics can safely manoeuvre to park side by side along Peas Hills without blocking access to the disabled spaces (as shown in figure 10). Whilst one of the movements appears convoluted, it is considered that it would be no more difficult than the existing situation.

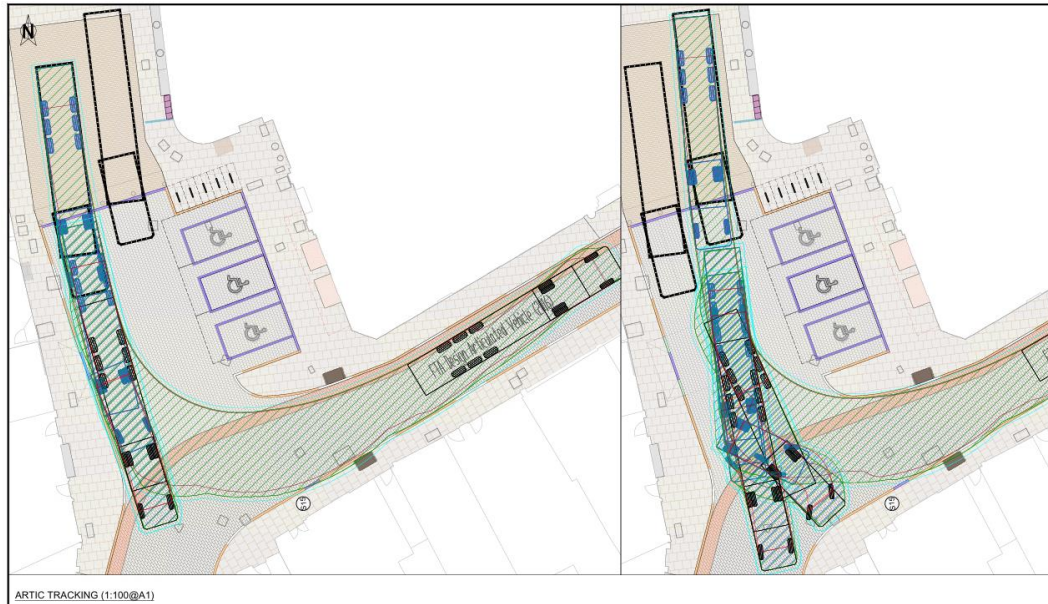


Figure 10 – Articulated lorries serving Arts Theatre and Corn Exchange Tracking

- 14.11. It is noted that the Arts Theatre have objected due to the arrangements within this area with difficulty caused to the drivers of HGVs, conflict with pedestrians and uncertainty regarding the bollards which would block the HGV parking area. These are noted, however the LHA have not raised concerns with this layout. A vertical kerb would be added to this area and the tracking shows the vehicles would remain in the carriageway and so there would not be an unacceptable conflict with pedestrians. The bollards would be used to keep pedestrians safe by blocking unauthorised vehicles from parking within the spaces for use by the HGVs. The management of this is not for the Local Planning Authority to consider.
- 14.12. Tracking for other vehicles accessing the area has also been submitted. The LHA now accepts that the proposed arrangements would not materially worsen the existing situation. Large vehicle movements would continue to occur and the tracking information demonstrates that the principal servicing routes can be accommodated. Whilst they remain of the view that careful management of servicing activity will be necessary given the significant levels of pedestrian activity within the city centre, these are not materially different from those that currently exist and do not, in themselves, justify

withholding planning permission. As such, the LHA no longer have an objection on servicing or vehicle tracking grounds.

Refuse Arrangements

- 14.13. Concerns had previously been raised by the LHA to the collection of the underground bins. Following information confirming that the bins would not be collected by crane operated vehicles the LHA is satisfied that the waste collection can be accommodated without causing an unacceptable impact on highway safety. As such, this objection has fallen away.

Planting and Tree Pits

- 14.14. The LHA acknowledge and welcome the reduction of trees and planting within the scheme. Notwithstanding this, there remains concerns regarding the long-term practicality and maintenance implications of accommodating large tree pits within the adopted highway. The applicant has not yet demonstrated that they can be accommodated without creating future maintenance liabilities or structural issues. However, it is considered that these concerns can be in principle resolved through a suitably worded condition or through the Section 278 process. As the issue regarding the maintenance of trees within the adopted highway is a civil matter, officers consider that a condition would not be reasonable. However, an informative will be added to ensure the applicants are aware that any trees within the highway would need permission from the LHA.

Road Safety Audit

- 14.15. The LHA had previously objected to the lack of a Stage 1 Road Safety Audit (RSA) that was compliant with national guidance and that had been completed. The purpose of an RSA Stage 1 is to identify and address fundamental road safety issues at the preliminary design stage as this demonstrates the potential for road user safety issues to be addressed. Since the deferral, the applicants have begun the process of the RSA and had submitted one which was compliant with GS119. The RSA was sent to road safety auditors within the County Council, it was then reverted back to the applicants for 'Designer Comments' before going to the 'Overseeing Authority' who in this case is the LHA for comments. These three stages have been conducted, however, an agreement has not been reached on 11 points. As such, the RSA remains incomplete and significant matters raised by the Overseeing Organisation remains unresolved.
- 14.16. In circumstances when an RSA remains unresolved, further comments can be made by the Designers and Overseeing Authority until an agreement can be achieved. The 11 outstanding points relate to the proposed shared/flush surface and associated works such as tactile paving. However, this issue remains a point of disagreement between the LHA and

Applicant and officers consider that an agreement cannot be found between the parties and further discussions would not resolve the issue. As such, it falls on the Local Planning Authority to consider the arguments put forward by both sides to consider the level of risk / harm and its weighting in any subsequent balance.

- 14.17. Whilst it is regrettable that the applicants have failed to complete the RSA process, as it is not a mandatory requirement within the planning process, it is considered to be unreasonable to refuse the application for this reason.

Shared/Flush Surface

- 14.18. The original scheme seen by Planning Committee in March included a flush/ shared surface around the Market Hill loop and along the southern areas of Peas Hill and Guildhall Street. This drew strong objections from the LHA.
- 14.19. The scheme has been amended to allow for 60mm high vertical kerbs within both Peas Hill and Guildhall Street, with suitable dropped kerbs for crossing points and this change is welcome to these busy servicing areas which are accessed by HGVs. However, the flush surface remains around Market Square.
- 14.20. The proposals would result in a flush shared surface on the east, south and west sides of the Market Hill Loop. Motor vehicles would still have a right of way around the loop, however, there would be no vertical delineation between the footway and carriageway. Notwithstanding that the flush surface would remain, the applicants have amended the materials to be used to allow for tactile paving and a clearer definition between the carriageway and footway. The below image is taken from the submitted Design and Access Statement Addendum and shows the carriage way would be constructed of temple setts with a change in pattern at the carriageway edge, a 130mm wide pink granite kerb stone would act as the delineation between the carriage and footways, although this would be installed flush and without a vertical kerb. 800mm tactile paving would be installed on the footway adjacent to the kerb and the York stone would be installed on the remainder of the footway.

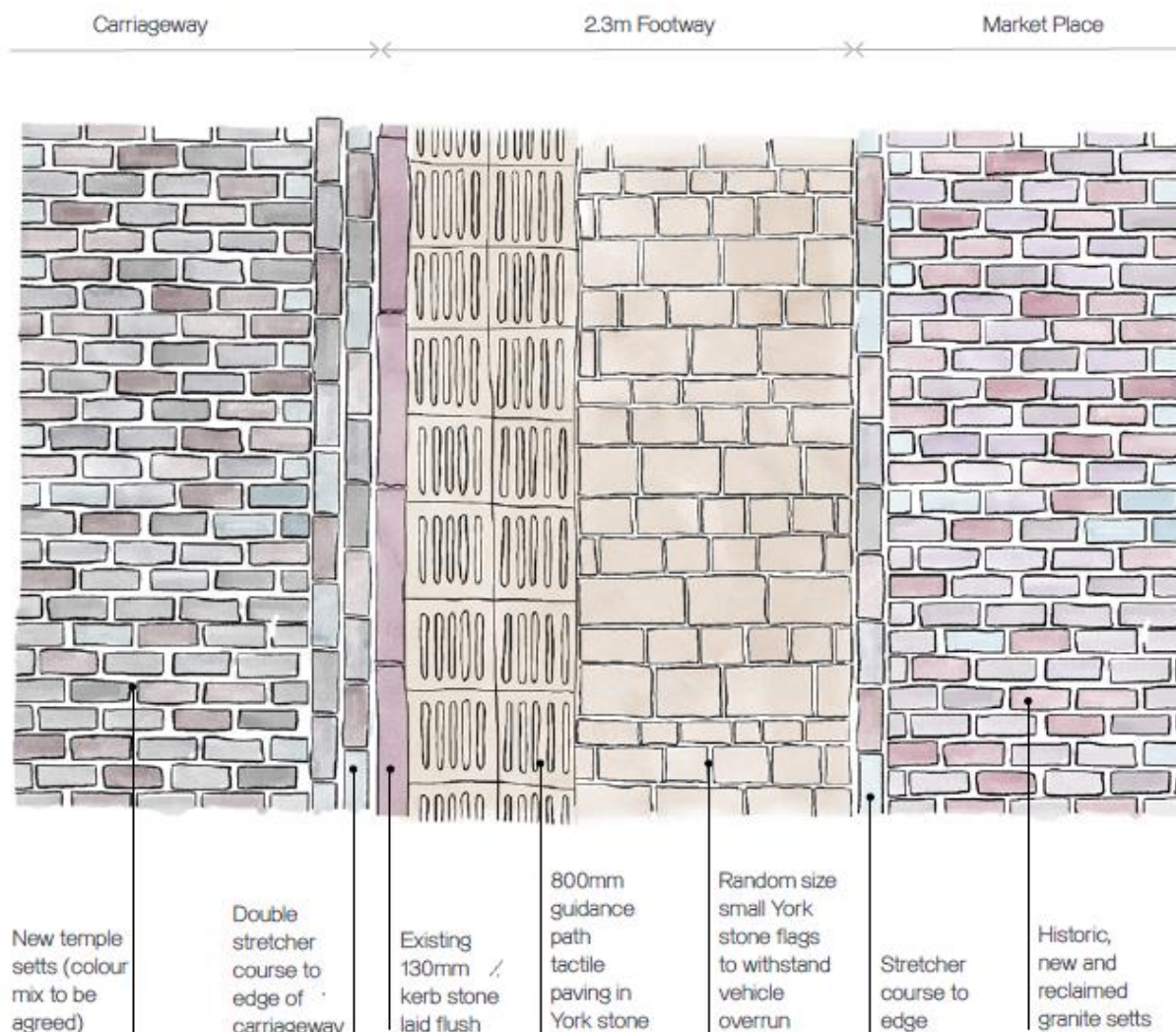


Figure 11: Proposed paving for carriageways and footways.

- 14.21. The LHA have strongly objected to the flush surface between the footway and carriageway, due to safety concerns particularly to visually impaired pedestrians. This follows advice from the UK Government and their ministerial letter requesting a pause to shared spaces with level surfaces in areas with relatively large amounts of pedestrian and vehicular movements such as high streets and town centres. Within the letter MPs stated 'The availability of formal crossings is particularly important for visually impaired people'. A copy of the letter can be found in Appendix B to this report. The Royal National Institute of Blind People (RNIB) increasingly emphasise the need for a minimum 60mm detectable upstand to ensure that people can navigate safely using either underfoot cues or a white cane. Subsequently, the LHA considers that the design does not address the needs of visually impaired users.
- 14.22. The applicant argues that the Ministerial letter is not relevant in this instance as it states that the focus of the pause is in areas 'with relatively large amounts of pedestrian and vehicular movement such as high streets and

town centres (outside of pedestrian zones)'. It is argued that Market Square is a pedestrian zone, subject to an existing Traffic Regulation Order (TRO) which prohibits motor vehicle traffic at particular times of the day.

- 14.23. Paragraphs 17.5 to 17.13 of the original officer report (Appendix C) covers the consideration of whether the Market Hill loop would be considered to have 'relatively large amounts of pedestrian and vehicular movements' as per the Ministerial letter. Whilst the area has a very high level of pedestrian movements, it has a very low level of motor vehicle movements. In addition, the loop of Market Hill (east, south and western sides) has reduced levels of cycle movements in comparison to the other sections of the immediate area such as the northern section of Market Hill and Wheeler Street. The amendments do not alter this consideration, and officers consider that there could be an argument to say the ministerial letter is not relevant to this proposal. In addition, Buro Happold Inclusive Environments who were asked to provide a third-party expert opinion on the accessibility of the scheme reviewed the Transport Statement and surveys in relation to the Ministerial letter and concluded that it would not appear to fall directly within the main focus of attention of the Department for Transport's guidance.
- 14.24. Notwithstanding this, Officers do acknowledge that the introduction of a flush surface would result in the potential for increased conflict between highway users which in turn could have an impact on highway safety. The lack of a vertical kerb would impact upon those with visual impairments.
- 14.25. In an attempt to mitigate the risk to highway safety, particularly with those with visual impairments, the applicant has improved upon the materiality of the surfacing to include tactile paving and a clear differentiation in colour and materials as shown above in figure (11). The LHA remain unconvinced that this approach provides an equivalent level of safety, confidence, independence or accessibility for visually impaired and other users. They state that tactile paving can be uncomfortable for wheelchair users and those with ambulatory difficulties. In addition, it is stated that the use of tactile pavement to define a carriageway edge is not a standard use of tactile paving outlined by the Department for Transport guidance.
- 14.26. To support their latest comments, the LHA have attached Policy Statements from the RNIB which indicates that the kerb upstands below 60mm can be difficult to detect and that the detectable kerbs remain the preferred form of delineation. They state that a detectable kerb which can be easily felt under foot (with an upstand of no less than 60mm) and which can be easily seen (with a high contrast to surrounding area) must separate areas for pedestrians from all areas where vehicles are moving including cycleways and roads. They also advise that tactile paving is an unreliable feature to

communicating the critical safety information that a kerb edge provides to blind and partially sighted people.

- 14.27. Specifically in reference to shared spaces the RNIB state there is a problem of orientation which becomes difficult or impossible when there are no kerb edges to navigate by. Guide dogs are trained to follow proper kerbs and cannot read the meaning of tactile paving surfaces and people who use canes report difficulties in detecting the patches of tactile paving which is made worse in poor weather. The RNIB clearly state that shared spaces which remove detectable kerbs are not accessible and they exclude people with protected characteristics.
- 14.28. It is noted that the RNIB documents attached by the LHA are generic and are not specific to the current scheme, however, this does not mean that these statements should not be given careful consideration.
- 14.29. The applicant also sought advice from CamSight and Guide Dogs and a summary of the meeting can be found in Appendix C of the Transport Assessment Addendum. The applicant's team had advised officers that they had reached out to the RNIB but received no response.
- 14.30. At CamSight they discussed the proposal with someone who identified as a severely sight-impaired Cambridge Resident. The CamSight representative emphasised that the biggest risks are quiet vehicles and cycle traffic and they explained the importance of need for tonal contrast, texture differences and clear tactile clues. The applicants team also explained the Bradford Case Study which has recently completed a large area of shared surface within the City Centre and images of the scheme are provided below. CamSight said the tonal and textural contrast was a critical aspect of the successful scheme, however did caution that this was from their lived experience and the RNIB and Guide Dogs are better places to comment on the technical details.



Figure 12 – Images of Bradford city centre.

- 14.31. At Guide Dogs, the applicants team spoke to a representative that used a cane and a guide dog. The representative explained that the dog is the pilot and avoids obstacles and walks in a straight line, but the owner is the navigator who learns the route and makes the crossing decisions. It was also explained that dogs do not have a built-in safety awareness and it is the owner who relies on the functional vision and hearing when to cross. Similar to CamSight, they considered that cycles and quiet vehicles to pose the greatest risk.
- 14.32. In regards to cane navigation, it is explained that the cane scans the floor for immediate obstacles and the user must approach and navigate around them. Cane users rely upon building line or kerb line to maintain direction, that wide open spaces can cause disorientation and a 60mm upstand is important for detection. The cane does not detect anything above waist height.
- 14.33. The Guide Dog representative stated that full segregation is the safest option for people with visual impairment and that level surfaces are inherently problematic. They stated that the high contrast of vehicle routes is as important as contrasting texture. The layout should be consistent to allow users to learn them and a minimum 2m width is required but greater is preferable. They raised that cycle parking should not be situated along the building edge
- 14.34. Both CamSight and Guide Dogs were given information of the specific scheme and provided comments and advice based on lived experiences. It is noted that the applicant has taken on board a lot of their comments, particularly in regards to contrasting colour and texture between the

carriageway and footway and the use of tactile paving. However, they have stopped short of complete segregation by way of an upstand kerb.

- 14.35. In addition to the meetings held with Camsight and Guide Dogs the applicant also appointed an independent accessibility consultancy (Buro Happold Inclusive Environments) who provided an Inclusive Design and Accessibility Statement. Buro Happold (BH) state that current guidance on level shared surface schemes remain cautious noting that:
- shared surface design is not specifically addressed in Building Regulations or good practice guidance that highlights the need for pedestrian routes which have level surface to be clear and legible particularly for neurodivergent users;
 - the DfT Manual for Streets notes that shared surfaces can be difficult for some disabled people; and
 - CIHT Reviewing Share Space (2018) does not prohibit shared space but states that pedestrian-priority environments should only be used where disabled people's needs including those of blind and visually impair users can be demonstrably met.
- 14.36. BH states that a level surface can benefit many users particularly those with mobility impairments and the proposed works would improve the physical accessibility. However, where there is a risk for blind or visually impaired users due to high vehicle flows and speed, a kerb of at least 60mm remains the most reliable form of delineation. However, where there is a low or zero vehicle environment elements such as the correct use of tactile paving in accordance with DfT guidelines, visual, tonal and textural contrast, suitable wayfinding and clear and legible circulation routes can help to support a range of users including visually impaired or neurodivergent.
- 14.37. BH acknowledges that low vehicle movement and low speeds which would reduce the conflict between users however notes that the scheme would not be entirely car free. As such, the Council would still need to manage and monitor the residual risk and this would need to be managed and monitored appropriately.
- 14.38. The tonal contrast provides a visual indicator between the different surfaces and uses and BH recommends a minimum of 30 Light Reflective Variation difference between surfaces. This is a technical quantitative measurement for measuring the tonal difference between surfaces. They recommend that post planning considered should include testing to determine the visual contrast.

- 14.39. BH have concerns with the current use of tactile paving as it does not align with the DfT guidance as raised by the RSA and the LHA.
- 14.40. BH have provided recommendations which include an alteration to the tactile paving type; creation of formal crossing points across Market Hill; inclusion of signage and wayfinding; consideration of e-bikes and e-scooters, consideration of highway requirements of the events; and additional user engagement. However, BH do stop short of recommending the 60mm upstand kerb.
- 14.41. The applicants transport consultancy KMC have provided a response to the BH report and its recommendations which states that many of the recommendations can be absorbed into conditions listed on the original permission (conditions 10, 11 and 20 as per Appendix C). Officers are in agreement with this consideration, however, note that some conditions should be tweaked to fully cover the mitigation suggested by BH such as testing for the final materials.
- 14.42. The LHA have been provided with a copy of these documents, however, due to their late submission have not been able to provide any further comments at the time of writing. All parties agree that the findings of the BH report are unlikely to change the overall stance of the LHA on this issue and so officers are happy to provide any further update by way of an amendment sheet.
- 14.43. A key element of the redevelopment of the public realm within the Civic Quarter is to improve accessibility. The provision of a flush surface would allow for increased accessibility for pedestrians with mobility impairments including wheelchair users, however, in turn the level of accessibility for those with visual impairments would be impacted. On the other hand, if the vertical kerb was to remain, then the accessibility for those with mobility impairments would be remain limited. Officers acknowledge this conflict of needs between different users and accept that there is not a suitable design that can sufficiently cater to all whilst providing the servicing needs of the busy city centre site. As such, the level of harm would need to be weighed against the benefits of the proposal.
- 14.44. As highlighted by the incomplete RSA and the LHA and taking into consideration the RNIB policy and comments made by the Guide Dog representative the removal of a vertical kerb in the Market Hill loop would result in a risk to highway safety, particularly for users with visual impairments. However, the work to mitigate this identified harm by way of contrasting materials and tactile paving has been welcomed. The applicant has agreed to improving the mitigation by accepting the recommendations

of the BH report and agreeing to deal with these by way of condition. Due to low levels of motor vehicle movements predominantly peaking when pedestrian levels are low, in conjunction with pedestrians already utilising the carriageway it is considered that the additional harm when compared to the existing situation is low and in conjunction with the mitigation techniques proposed and refined by way of condition it is considered that the level of additional harm would be low.

- 14.45. The proposal to provide a shared surface in this area would significantly increase accessibility for those with mobility impairments. In addition, it would provide a more generous space for pedestrians.

Other Matters

- 14.46. The cycle parking along the Guildhall Street has been relocated to the centre of the road following advice from accessibility groups. It is considered that this would not cause any additional obstacles to the highway than what already exists.

- 14.47. All other matters regarding the local highway have been discussed in the original officer report within part 17.

Summary

- 14.48. Significant work has been done by the applicant to try and overcome the objection from the Local Highway Authority. Whilst many of the previous issues have been resolved, an objection in relation to the flush/shared surface remains.

- 14.49. Whilst officers do not attribute the same amount of risk to some of the elements raised by the LHA due to the low level of motor vehicle movements, there is a recognition that the proposal would result in a low risk to highway safety. Officers consider that this is mitigated by way of the proposed surfaces and tactile pavements which can be refined by way of condition. To this extent, officers consider the proposal is compliant with NPPF policy TR3 (c) in that the highway safety impacts are not significantly adverse and that in any event, those impacts have been mitigated through amendments to the proposal to a reasonable extent without compromising the design concept.

- 14.50. It follows that the scheme does not meet the threshold for refusal as set out under NPPF policy TR6(4) as an 'unacceptable impact on highway safety' considering the proposed mitigation measures.

- 14.51. Furthermore, NPPF policy DP3 is engaged stating that:

2. 'To create well-designed places, development proposals should also reflect relevant aspects of the following principles, as appropriate to the nature of the development and its location:

...f) Public Space: include spaces that are safe, secure, inclusive, and accessible for all ages and abilities, including for groups such as women and girls; and which facilitate and encourage social interaction, play and healthy lifestyles (for example by providing high quality, clear and legible pedestrian and cycle routes, a variety of recreational spaces and places to meet, integrating lighting and making building entrances and windows face onto streets and other public spaces to provide natural surveillance);...

- 14.52 Officers are of the view that, recognising the existing significant constraints posed by the condition of the existing Market Square public realm, that the proposed scheme is a marked improvement to its operation in terms of safety, security, inclusivity, and accessibility, The scheme accords with the public space requirements of DP3. Whilst objections remain regarding aspects of inclusivity, these are not fully capable of resolution for all users and the suggested compromises and mitigation are reasonable.

15. Car and cycle provision

Cycle parking

- 15.1. There is significant existing cycle parking provision within and surrounding the Market Square. Current provision within the Civic Quarter as a whole is largely within pedestrianised areas such as Peas Hill and Guildhall Street which can lead to issues with accessibility and visual clutter. The amendments that have occurred since the March committee has resulted in some minor changes to the cycle parking provisions including a small reduction in the cycle parking provision from 133 within the red line boundary to 110, however, 12 cargo bike spaces are now included. In addition more detail regarding the cycle parking provision has been provided within section 4.2 of the Design and Access Statement Addendum and within section 8 of the Transport Statement Addendum.
- 15.2. The application seeks to relocate a number of the existing cycle parking spaces within and surrounding the Market Square to less active frontages. Figure 13 below is taken from the Transport Statement Addendum and shows the existing and proposed spaces inside and outside of the red line boundary.

Within CQ?	Location	Current	Proposed	Change
Yes	Market Hill	20 spaces (west side of Market Square, adjacent to Great St Mary's Church)	No spaces	- 20 spaces
Yes	Market Hill	36 spaces (along northern frontage of the Guildhall)	52 spaces	+ 8 spaces + 8 cargo bike spaces
Yes	Peas Hill	80 spaces (within middle of pedestrianised area)	No spaces	- 80 spaces
Yes	Peas Hill	16 spaces (in footway adjacent to Giggling Squid)	10 spaces, relocated further to the east	- 6 spaces
Yes	Guildhall Street	34 spaces (within middle of pedestrianised area)	46 spaces	+10 spaces + 2 cargo bike spaces
Yes	Guildhall Street	None	2 cargo bike spaces near rear Guildhall servicing entrance	+ 2 cargo bike spaces
No	St Mary's Passage	76 spaces (adjacent to southern churchyard railings)	80 spaces	+4 spaces
No	St Mary's Street	26 spaces (north side of carriageway in bay)	12 spaces to west of current cycle parking	+12 spaces
No	St Edward's Passage	28 spaces (along southern side of St Edward Church churchyard)	No change (28 spaces)	No change
No	Guildhall Street	No spaces (under Lion Yard overhang)	22 spaces	+22 spaces
No	Guildhall Street	16 spaces (adjacent to Premier Inn entrance)	12 spaces	-4 spaces
No	Fisher Square	12 spaces	54 spaces	+ 42 spaces
Existing spaces within red line boundary				186
Proposed spaces within red line boundary				110
Difference within red line boundary				- 76 spaces
Difference outside of red line boundary				+ 76 spaces
Net difference				0 spaces

Figure 13: Existing and proposed cycle parking provision

- 15.3. As set out in the above table, 86 existing cycle parking spaces are to be removed from the pedestrianised area of Peas Hill which forms a busy pedestrian thoroughfare, with the 16 existing spaces adjacent to the Giggling Squid to be re-located and reduced to 10 spaces further to the east. There is also a net reduction in spaces within Market Hill itself, with the 20 existing spaces along its western edge to be removed and 16 additional spaces provided to the northern side of The Guildhall 8 of which would be cargo bike spaces.

- 15.4. The existing 34 spaces within the centre of Guildhall Street would be replaced by 46 spaces including 2 cargo bike spaces. An additional 2 cargo bike spaces would be provided near the rear Guildhall servicing entrance.
- 15.5. Overall, within the red line boundary there is a net loss of 76 cycle parking spaces, largely as a result of the removal of the large block within Peas Hill.
- 15.6. Whilst the loss of the cycle spaces within the red line is unfortunate, the applicants are proposing additional spaces outside, but in close proximity to the site. This includes 4 additional spaces within the bank of cycle spaces along St Marys Passage; 12 additional spaces to the bank in St Marys Street; 22 spaces under the Lion Yard overhang on Guildhall Street and 42 additional spaces within Fisher Square. There are currently 16 spaces adjacent to the Premier Inn hotel entrance, however, these are of a substandard size, the application aims to replace these with adequate sized spaces but would result in the loss of 4 spaces.
- 15.7. Figure 14 below is taken from the Design and Access Statement Addendum and shows the positioning of the existing and additional cycle parking outside the red line in relation to the application site.

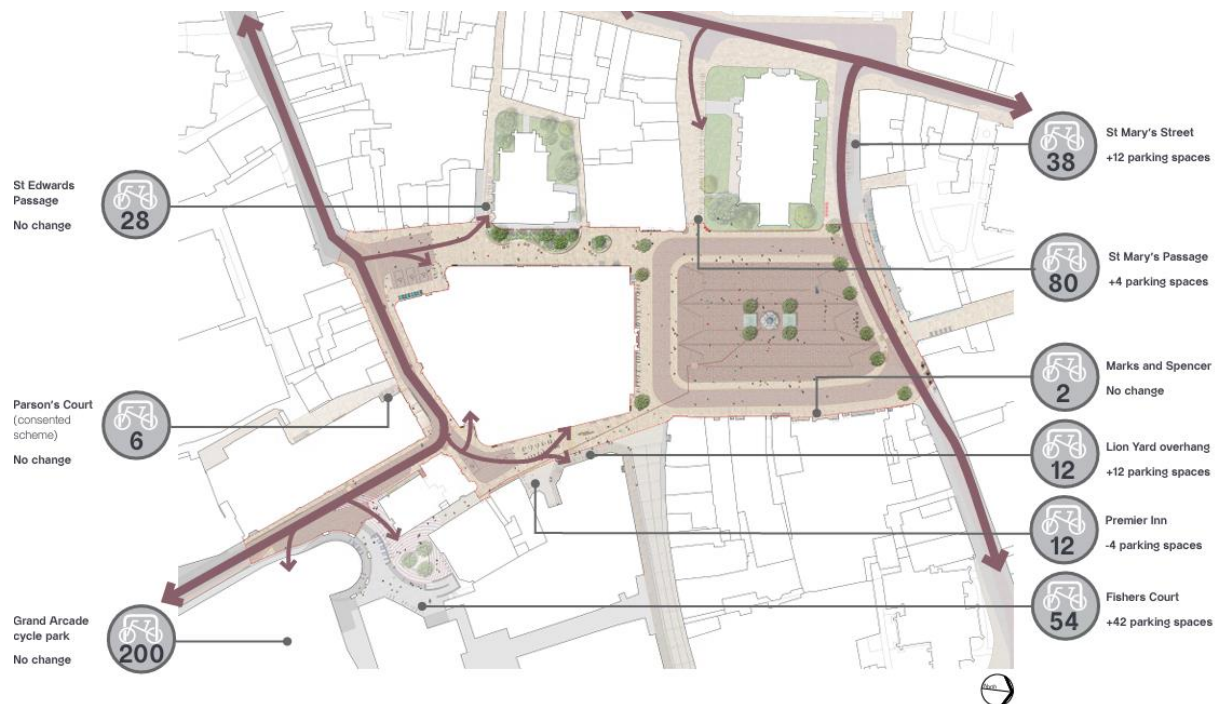


Figure 14: Location of existing and proposed cycle spaces outside the red line boundary

- 15.8. Overall 76 additional cycle spaces would be provided close to the application site with the spaces in Fisher Square being located the furthest

away from the site at approximately 35 metres from Guildhall Street and approximately 110 metres from Market Square.

- 15.9. There are also 200 cycle spaces within the Grand Arcade which is located approximately 68 metres from Wheeler Street/ Guildhall Street junction and approximately 150 metres from Market Square.
- 15.10. Officers understand that the demand for City Centre cycle parking is extremely high and the under provision of cycle parking is a city wide issue, however, it is not for this application alone to resolve this issue. Whilst it is unfortunate that there would be a loss of cycle parking within the red line, this is mostly due to the removal of the spaces along Peas Hill which currently adds clutter and obstacles and so it is considered their removal improves the public realm. The applicant has re-provided the loss cycle spaces to areas in a very short distance to the application site and overall there would not be net loss in spaces. In addition, 12 cargo cycle spaces would be provided which is welcome due to the lack of spaces in the city centre for non-standard size cycles.
- 15.11. The applicant has suggested that the provision of this “off-site” cycle parking can be secured by way of a Grampian condition, given that it is entirely within the highway boundary. Officers are content, given that the land is not within third-party ownership that a Grampian condition would be acceptable in this instance.
- 15.12. Subsequently, the development would provide not result in a loss of parking spaces within the immediate area and would include spaces for non-standard cycles. The proposed cycle parking, in number, accessibility and arrangement is compliant with policy 81 and 82 of the Local Plan.

Car parking

- 15.13. Since the March Committee, the blue badge parking provision has been altered, however, this is only in relation to location rather than number. The tracking shows that the spaces can be accessed and so there are no concerns to these minor amendments.

16. Other Matters

Lack of support from Traders

- 16.1. The fourth reason for deferral was concerning the lack of support from the Market Traders. As shown by the recent third party comments there is still a lack of support from the traders. Whilst it is noted that some third parties

welcomed the introduction of fixed open market stalls, there is still a concern regarding the 'kiosks', management plans, costs, and that it does not meet the needs and requirements of the traders.

- 16.2. Officers understand that the applicant has been in regular contact with the traders and their comments are why no further information regarding the demountable stalls has been able to be provided.
- 16.3. Many issues raised such as costs and management plans are not for the Local Planning Authority to consider and this would be for the applicant to resolve if planning permission is to be granted.
- 16.4. In terms of the temporary market, the applicants have been involved in pre-application discussions regarding this and both sides have been working to find a suitable solution. It is understood that a separate planning application for the temporary market is imminent, however, at time of writing this has not yet been submitted. Notwithstanding this, the impacts of construction on the traders are noted, however, as they are temporary it is not a matter for this application.
- 16.5. Whilst it is unfortunate that the applicants have not been able to gain support from the Traders, any material planning considerations raised by traders or other third parties have been considered in either the original report from March or above and officers are satisfied that the scheme is acceptable. It would be unreasonable to refuse a planning application solely on the basis of it receiving objection.

Reliance on conditions

- 16.6. The fifth reason for deferral was due to the reliance of conditions to overcome concerns raised. The majority of the conditions have remained from the previous report, however, it is considered that officers and consultees are now more satisfied that the finer details can be resolved by way of these conditions.
- 16.7. Paragraph 001 Reference ID: 21a-001-20140306 of the Planning Practice Guidance (PPG) states that when used properly, conditions can enhance the quality of development and enable development to proceed where it would otherwise have been necessary to refuse planning permission by mitigating the adverse effects. As such, there is no reason for some of the minor issues being resolved in this manner.
- 16.8. Policy DM6(1) of the NPPF (2026) states planning conditions should only be attached to planning permissions and other associated consents for development where they are necessary to make the development

acceptable; relevant to the development and to planning considerations generally; sufficiently precise to make them compliant and enforceable and reasonable in all other respects'. Both the original officer report and this addendum explain when each condition is requested. The applicant has agreed to these conditions.

- 16.9. Whilst it is accepted that it is unfortunate that some elements could not be resolved prior to committee and so would need to be dealt with by condition, officers are satisfied that the conditions proposed meet the six tests and have been used in the correct manner as per the PPG.

17. Third party representations

- 17.1. The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response
Relocation of traders during works	Concerns have been raised regarding any future relocation of the traders whilst the work is being conducted. The applicant has been in pre-application discussions with the LPA regarding a future planning application for the temporary market. As the works would be temporary officers do not consider this to be a matter for this application. Any temporary market may require separate planning permission which would be considered by the Local Planning Authority.
Financial Impact on Tax Payers	This is a matter for the City Council to consider and it is not a matter for the Local Planning Authority.
Insufficient Information	Concerns have been raised regarding the level of information. Officers consider that sufficient information has been submitted to make a decision.
Neighbour Impact	A third party comment raised concerns about disruption from 'events' in the Market Square. This had been discussed in section 19 of the original planning report (appendix C). The proposed amendments have not altered this consideration

Table 6 Officer response to third party representations

18. Planning balance

- 18.1. Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 18.2. Below is a summary of harm and benefits. Whilst not all elements have been fully considered within this addendum they have been considered within the original officer report (appendix C). For purposes of clarification and ease the whole balance is outlined below.
- 18.3. Summary of harm
- 18.4. The proposed development would significantly alter the character of the public realm within the site and whilst there is some level of subjectivity to this, harm has been identified in relation to the heritage assets. The level of harm varies between each of the heritage assets, however, a high level of 'harm' has been identified to the listed setts. In addition, a moderate level of 'harm' has been attached to the setting of the listed structures within Market Square and to the character and appearance of the Historic Core Conservation Area, with a low level of 'harm' to the setting of the nearby listed buildings that lie outside the site. The harm has been summarised within tables 4 and 5 of the report. Officers consider this should be given significant weight in the planning balance.
- 18.5. Whilst many of the issues raised by The Local Highways Authority have been resolved, a fundamental disagreement over the use of flush/shared surfaces remain. Taking on board the comments of the LHA, the RSA, the Accessibility Statement by Buro Happold, the RNIB comments and comments made by representatives of CamSight and Guide Dogs officers consider that the risk to highway safety has been mitigated and as such attribute a low additional risk to the safety of the public highway.
- 18.6. The development would result in a net loss of cycle parking spaces within the red line. However, additional cycle stands would be provided outside of the application boundary in close proximity to the site to balance out the loss and the scheme would provide spaces for non-standard cycles resulting in a net gain within the surrounding area only limited weight should be afforded to this.
- 18.7. Summary of benefits

- 18.8. The proposed works are considered to significantly improve the accessibility of the Civic Quarter, particularly for users with mobility impairments. The re-laying and treatment of the setts would allow for a more level, safer surface for the market area with reduced trip hazards and increased grip which benefits from a high footfall. The flush surface would remove the raised kerbs which results in barriers for those who use wheelchairs or other mobility aids. Due to the historic nature of Cambridge city centre there are large areas that are difficult to traverse for those with mobility disabilities and the development would introduce an inclusive space in a central location. It is considered that this should be given significant weight.
- 18.9. The proposal would result in a successful rationalisation of street furniture which would reduce the level of visual clutter within the street scene making for a more inviting public realm. The consistent paving across the space along with the removal of the concrete slabs on the listed surface of Market Square would allow for an increased legibility of the area. These visual improvements are considered to have significant weight.
- 18.10. Subject to sufficient management, the use of demountable stalls within the southern half of Market Square would result in a more flexible and open space which is beneficial to the designated public open space. As, the northern half of the site would contain more permanent fixed stalls, it is considered that this should be given moderate weight.
- 18.11. The works would result in additional greenery which in turn would create 0.25 habitat units which results in a limited biodiversity net gain. As it is considered that some limited planting could be achieved without the full development taking place, it is considered this should be given low-moderate weight.
- 18.12. Facilities within the site would be improved with increased surveillance and seating allowing for a more inviting space and creating an improved space to gather. As these works could be done without the whole redevelopment, officers attribute low weight to this benefit.

Overall

- 18.13. The proposal forms part of the wider Civic Quarter project, which aims to transform Cambridge's Market Square and surrounding civic spaces into a more inclusive, pedestrian-friendly environment. Key elements include relaying the listed paving setts to improve accessibility, introducing predominantly level high quality surfacing, and replacing the existing market stalls with a combination of permanent and demountable structures.

Although the site is heritage-rich and operationally complex, the scheme seeks to balance the needs of traders, visitors and servicing vehicles while creating a safer, more attractive civic space. Extensive pre-application discussions have taken place with the Local Planning Authority, Historic England and other stakeholders and recommended conditions would ensure the quality gap between the expectation of heritage experts and the outcome of current trial setts is lessened.

- 18.14. The project would significantly change the appearance and function of Market Square, introducing new surfacing, planting, rationalised street furniture and improved seating. While this would bring clear placemaking and accessibility benefits, it would also result in less than substantial harm to several heritage assets, including the listed setts, railings, and the setting of nearby listed buildings.
- 18.15. The Local Highways Authority has raised strong objections relating to the proposed flush, shared-surface design, but officers consider that low vehicle volumes lessen the relevance of government guidance on shared space creation as echoed by Buro Happold Inclusive Environments, particularly in the circumstance where vehicular traffic and pedestrian movements peak at different points in the day.
- 18.16. Despite some unresolved issues and the finely balanced nature of the proposal, officers conclude that the public benefits—including enhanced accessibility, improved market vitality, reduced clutter, increased flexibility of the space, and better overall public realm—outweigh the identified harms. The scheme is judged to improve the Civic Quarter’s functionality, inclusivity and long-term sustainability.
- 18.17. Taking all of the above into account, including the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, officers conclude that the proposal, whilst finely balanced, is acceptable and as such it is recommended for **APPROVAL**.

19. Recommendation

- 19.1. **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

20. Planning conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Prior to the commencement of development, details of the cycle parking outside of the red line of development shall be submitted to and approved in writing by the Local Planning Authority. The cycle stands shall be installed prior to any removal of the existing cycle stands within the application site.

Reason: To ensure appropriate provision for the storage of cycles (Cambridge Local Plan 2018 policy 82).

4. No demolition/development shall commence until the applicant, or their agents or successors in title, has implemented a programme of archaeological work, commencing with the evaluation of the application area, that has been secured in accordance with a Written Scheme of Investigation (WSI) that has been submitted to and approved by the Local Planning Authority in writing. For land that is included within the WSI, no demolition/development shall take place other than under the provisions of the agreed WSI, which shall include:
 - a. The statement of significance and research objectives;
 - b. The programme and methodology of investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works;
 - c. The timetable for the field investigation as part of the development programme;
 - d. The programme and timetable for the analysis, publication & dissemination, and deposition of resulting material and digital archives.

REASON: To safeguard archaeological assets within the approved development boundary from impacts relating to any demolitions or groundworks associated with the development scheme and to ensure the proper and timely preservation and/or investigation, recording, reporting, archiving and presentation of archaeological assets affected by this development, in accordance with national policies contained in the National Planning Policy Framework (2026).

5. No works, including preparatory works, shall commence on site until a traffic management plan has been agreed in writing with the Planning Authority. The principal areas of concern that should be addressed are:
 - i. Movements and control of muck away lorries
 - ii. Contractor parking
 - iii. Movements and control of all deliveries
 - iv. Control of dust, mud and debris, please note it is an offence under the Highways Act 1980 to deposit mud or debris onto the adopted public highway.

Reason: in the interests of highway safety in accordance with Policy TR6(4) of the NPPF.

6. Prior to the commencement of development, a Demolition and Construction Environmental Management Plan (DCEMP) shall be submitted to and approved in writing by the Local Planning Authority.

It shall include/ adhere to the following:

- a) A phasing and co-ordination programme, relative to other Civic Quarter works
- b) Contractor's parking and access arrangements for vehicles, plant and personnel including the location of construction traffic routes to and from the site, their signing, monitoring and enforcement measures.
- c) Control of dust, mud and debris on the highway.
- d) Construction and demolition (except for loading and unloading) shall be carried out only between 0800 hours to 1800 hours Monday to Friday, and 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless in accordance with agreed emergency procedures for deviation.
- e) Delivery hours for muck away, demolition and construction purposes. The hours submitted for approval shall include an assessment of the daily number and type of vehicles required and an

assessment as to how vehicles would safely access / exit the site include tracking / swept path analysis. The submission should include a highway safety audit / assessment to support the proposed times and include provision for banks person(s). The delivery times shall be carried out only within the agreed hours and shall at no time should any deliveries take place after 1300 hours on Saturdays and at no time on Sundays, Bank or Public Holidays, unless otherwise agreed in writing by the local planning authority in advance.

f) Prior notice and agreement procedures for works outside agreed limits and hours.

i) Site artificial lighting during construction and demolition including hours of operation, position and impact on neighbouring properties.

j) Screening and hoarding details.

k) Consideration of sensitive receptors.

l) A Community Liaison Plan to inform the community in respect of:

- the construction required to facilitate the development
- contractor point of contact, complaints procedures, including complaints response procedures

m) Membership of the Considerate Contractor's Scheme.

The development shall be undertaken in accordance with the agreed plan.

Reason: To safeguard the safety, health and quality of life of existing residential occupiers and users of the City centre in accordance with policies 35, 36 and 56 of the Cambridge Local Plan 2018 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

7. No development above ground level shall commence until a scheme for the provision and implementation of foul water drainage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in full in accordance with the approved details prior to the occupation of any part of the development or in accordance with an implementation program agreed in writing with the Local Planning Authority.

Reason: To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage (Cambridge Local Plan 2018, policies 32 and 33).

8. No development above ground level, shall commence until a surface water drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority.

The scheme shall subsequently be implemented in full in accordance with the approved details prior to the occupation of any part of the development or in accordance with the implementation program agreed in writing with the Local Planning Authority.

Reason: To ensure appropriate surface water drainage and prevent the increased risk of flooding (Cambridge Local Plan 2018, policies 31 and 32)

9. No development above ground level shall take place until a Wayfinding Strategy for the public realm within the site has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall include details of the location, design, content, materials and implementation of wayfinding signage and markers within the site, including measures to support inclusive access and navigation and its integration with surrounding pedestrian routes and public transport connections.

The approved Wayfinding Strategy shall be implemented prior to the first use of the public space and retained thereafter in accordance with the approved details.

Reason: To ensure the provision of clear, legible and inclusive navigation within the public realm and the creation of a high-quality, accessible public space, in accordance with Policy 56 (Creating Successful Places) and Policy 59 (Designing landscape and the public realm) of the Cambridge Local Plan 2018.

10. No development above ground level, other than demolition, shall commence until a hard and soft landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following:

- a) proposed finished levels or contours; car parking layouts, other vehicle and pedestrian access and circulation areas;
- b) hard surfacing materials, including size, shape, texture/tactility, durability, colour,
- c) Street furniture and artifacts (including refuse and cycle storage);
- d) planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, species, plant sizes and proposed numbers/densities where appropriate;

- e) Details of the green roof planting and an adequate maintenance strategy
- e) an implementation programme.

The development shall be fully carried out in accordance with the approved details. If within a period of 5 years from the date of planting of any trees or shrubs, or 5 years from the commencement of development in respect of any retained trees and shrubs, they are removed, uprooted, destroyed, die or become seriously damaged or diseased, replacement trees and shrubs of the same size and species as originally planted shall be planted at the same place in the next available planting season, or in accordance with any variation agreed in writing by the Local Planning Authority.

Reason: To ensure the development is satisfactorily assimilated into the area and enhances biodiversity (Cambridge Local Plan 2018 policies 55, 57, 59 and 69).

11. No development, above ground level, other than demolition, shall commence until full details, including samples made available to officers, of the hard surfacing materials to be used on the shared surface along Market Hill. This shall include details of the size, shape, texture, durability and colour of the surfacing for the carriageway and the footway and any proposed tactile paving. This shall also include testing of the visual contrast of the proposed materials in different weather and lighting conditions.

Reason: to ensure there is suitable delineation of the proposed carriageway and footways on the shared surface in the interests of improving accessibility and maintaining highway safety in accordance with Policy TR6(4) of the NPPF

12. No development, other than demolition and enabling/ utility diversion works shall take place until a detailed scheme for the approved rainwater harvesting and recycling strategy has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include relevant drawings showing the location of the necessary infrastructure required to facilitate the water reuse. The development shall be carried out and thereafter maintained strictly in accordance with the approved details.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018

Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

13. No development, other than demolition and enabling/ utility diversion works shall take place on Market Square shall take place until details of the underground bins shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the above ground appearance and operational specification including estimated timings needed for servicing. The bins shall use a hydraulic lift system and shall not require the use of cranes. The bins shall be installed in accordance with the approved plans.

Reason: To protect the character and appearance of the area, protect or enhance the heritage assets and ensure that collection of the bins would not impact the safety of the public highway (Cambridge Local Plan 2018 policy 55, 56, 59 and 61 and paragraph 116 of the NPPF 2024)

14. Prior to the commencement of works affecting the Grade II listed fountain and its immediate setting, a Fountain Reinstatement Enabling Strategy shall be submitted to and approved in writing by the Local Planning Authority.

The Strategy shall demonstrate how the proposed public realm works have been designed to safeguard the future reinstatement of the fountain as a functioning water feature and shall include:

- a. Details of all ductwork, service routes and associated infrastructure to facilitate a future water supply, drainage and power connection;
- b. Details of the location and termination of all enabling infrastructure;
- c. An assessment of potential locations for the future accommodation of the necessary plant and associated equipment, including consideration of existing and proposed below-ground spaces where appropriate;
- d. Details of any infrastructure to be incorporated within the current works to minimise the need for future intervention to the reinstated public realm or historic fabric of the listed fountain;
- e. A statement demonstrating how the proposed works safeguard the long-term opportunity for the fountain to be returned to operational use.

The approved enabling infrastructure shall be installed as part of the approved public realm works and thereafter retained.

Reason: To safeguard the long-term conservation and significance of the Grade II listed fountain, to preserve the historic relationship between Hobson's Conduit and the Market Square, and to ensure that the current public realm works do not prejudice the future reinstatement of the fountain as a functioning water feature, in accordance with Policies 55, 56, 58, 59 and 61 of the Cambridge Local Plan (2018).

15. No fixed market stall shall be installed until details of the external materials to be used in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. This shall include the proposed materials, colour palette, details of solar panels and details of ventilation chimney. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 and 61).

16. Notwithstanding the approved plans, no security gates shall be installed until details of the proposed gates have been submitted to and approved in writing by the Local Planning Authority. The details shall include the location of the gates, materials, design and colour. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 and 61).

17. No demountable stalls, canopies or other furniture shall be used until details of the proposed have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 and 61).

18. Prior to the installation of any new artificial lighting, a proposed lighting plan and supporting Character-Based Lighting Strategy shall be submitted to and agreed in writing with the local planning authority.

The Character-Based Lighting Strategy shall explain the design principles underpinning the proposed lighting scheme and demonstrate how the lighting design responds to the civic, historic and surrounding streets. It shall also demonstrate how the lighting proposals balance the operational requirements for highway and pedestrian lighting with the objectives of creating a high-quality, inclusive and legible public realm whilst minimising visual clutter.

The Lighting Plan shall include:

- a. Details of the types of lighting including their appearance;
- b. The location of new lighting;
- c. The method of lighting (including luminaire type / profiles, mounting location / height, aiming angles / orientation, angle of glare, operational controls, horizontal / vertical isolux contour light levels and calculated glare levels to off-site receptors)
- d. The extent/levels of illumination over the site and on adjacent land;
- e. The predicted lighting levels at the nearest light sensitive receptors.

All artificial lighting must meet the 'Recommended Maximum Values of Light Parameters for the Control of Obtrusive Light', contained within the '*Institute of Lighting Professionals (ILP) - Guidance Note 01/21: the Reduction of Obtrusive Light - GN01/21*', (or as superseded).

The lighting and any mitigation scheme shall be carried out as approved and shall be retained as such.

Reason: To ensure that the lighting would have an acceptable impact on the character and appearance of the area and protect or enhance the heritage assets and to minimise the effects of light pollution on the surrounding area (Cambridge Local Plan 2018 policy 34, 55, 56, 59 and 61)

19. Prior to the commencement of use of the outdoor external open to air events / entertainment space to the front of the Guildhall a noise impact assessment and an Outdoor Event / Entertainment Space Noise Mitigation, Control and Management Plan / Strategy for the said events / entertainment space shall be submitted to and approved in writing by the local planning authority. Any such Noise Mitigation, Control and Management Plan / Strategy shall have regard to but not exhaustively the following:

- a. Details about and the purpose of any Mitigation, Control and Management Plan / Strategy Noise Management Strategy

- b. Management Arrangements for Events
- c. Preliminary Site Feasibility Study – Event Boundary Area
- d. Nature / type of uses and events to be held
- e. Typical Events Outline / Programming – Hours of Use
- f. Premises Licences – any relevant conditions under the Licensing Act 2003
- g. Sources of Noise (Sound Systems / Plant Equipment & Machinery)
- h. Setting Up, Dismantling of Events Stalls / Furniture / Stages etc Typical Hours
- i. the general permitted times for the Build (set-up) and Strike (de-installation) periods for structures
- j. Vehicle movements and timings
- k. An event specific Noise Risk Assessment is expected for all external concerts / film events and similar outdoor events
- l. Permitted Noise Levels at Noise Sensitive Receptors (NSRs) – based on frequency of events etc Predicted Receiver Levels - guidance contained within The Noise Council: 'Code of Practice on Environmental Noise Control at Concerts- Code of Practice for Concerts 1995 or similar
- m. Low Frequency Noise Considerations e.g. bass beats
- n. Sound System Design, Layout and Setup – noise mitigation / control generally
- o. Wider Sound Management – including third party amplification equipment and percussion instruments such as drum kits and use of independent generators
- p. Sound Checks and Rehearsals
- q. Noise Control Monitoring (Receptor Locations and Expected Noise Monitoring Positions)
- r. Is a sound engineer / noise consultant required
- s. Procedure for Responding to and Dealing with Complaints – dedicated point of contact
- t. Local Authority and Local Resident Liaison Arrangements
- u. People / Crowd Noise
- v. Post Event Reporting
- w. Periodic Review Provisions for any Noise Mitigation, Control and Management Plan / Strategy

The approved Outdoor Event / Entertainment Space Noise Mitigation, Control and Management Plan / Strategy shall be carried out and implemented as approved and retained as such. Any approved Plan / Strategy shall also be reviewed periodically in writing and at the request of the Local Planning Authority.

The use of the area for events/ entertainment including setting up and dismantling shall only be permitted between the hours of 07:00 and 23:00 hours.

Reason: To protect / safeguard the health and quality of life (amenity) at existing premises in accordance with Policies 35 (noise and vibration) of the Cambridge Local Plan 2018.

20. Prior to the completion of the proposed development, or as soon as reasonably practicable after completion, evidence in the form of the BREEAM Wat01 water efficiency calculator shall be submitted to and approved in writing by the Local Planning Authority. Such evidence shall demonstrate the achievement of no less than 5 Wat01 credits. The development shall be carried out and thereafter maintained strictly in accordance with the agreed details set out within the BREEAM Wat01 water efficiency calculator.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020)

21. Prior to any part of the proposal being opened to the public, a Public Realm and Market Management and Maintenance plan shall be submitted to and agreed in writing by the Local Planning Authority and the development shall be carried out in accordance with the approved plan.

Reason: to ensure the site is well managed and does not give rise to significant risks to the users public highway (Cambridge Local Plan policies 55, 56 and 61 and Policy TR6(4) of the NPPF)

22. No works to existing public art shall occur until a plan detailing how the statues would be removed, stored and returned to their existing locations has been submitted to and agreed in writing with Local Planning Authority. The works shall be carried out in accordance with the approved plan.

Reason: To protect the existing pieces of public art and ensure they are incorporated back into the development (Cambridge Local Plan policies 55 and 56).

23. No additional pieces of public art shall be installed until details of the proposed art work have been submitted to and approved in writing by the Local Planning Authority. The details shall include the details of the art, location within the site and the management and maintenance. The works shall be carried out in accordance with the approved details.

Reason: to ensure any public art enhances the development (Cambridge Local Plan policies 55 and 56).

24. Before the development is first occupied or brought into use a landscape maintenance and management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, shall be submitted to and approved in writing by the local planning authority. The landscape management plan shall be carried out as approved.

Reason: To ensure that before any development commences an appropriate landscape and ecological management plan has been agreed (Cambridge Local Plan 2018 policies 57, 59 and 70).

25. If unexpected contamination is encountered during the development works which has not previously been identified, all works shall cease immediately until the Local Planning Authority has been notified in writing. Thereafter, works shall only restart with the written approval of the Local Planning Authority following the submission and approval of a Phase 2 Intrusive Site Investigation Report and a Phase 3 Remediation Strategy specific to the newly discovered contamination.

The development shall thereafter be carried out in accordance with the approved Intrusive Site Investigation Report and Remediation Strategy.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety (Cambridge Local Plan 2018 policy 33)

26. All paved areas within the Market Square that abut the public highway shall be constructed with levels and falls designed to ensure that no surface water from private land drains onto or across the public highway. Where such levels cannot be achieved, appropriate physical measures shall be installed to prevent surface water discharging onto the public highway. The arrangements shall thereafter be retained and maintained.

Reason: in the interests of highway safety in accordance with Policy TR6(4) of the NPPF (2024).

27. The ecological mitigation shall be carried out in full in accordance with the details contained in Preliminary Ecological Appraisal Version 2.0 dated 23 October 2025 by MKA Ecology. The ecological measures shall thereafter be retained for the lifetime of the development.

Reason: To conserve and enhance ecological interests. (Cambridge Local Plan 2018, policy 57, 59 and 70)

Informatives

1. As the Market Square includes uses that are intended to be run as or includes food type businesses, the applicant is reminded that under the Food Safety Act 1990 (as amended) the premises / uses will need to register with Cambridge City Council, as required by law. In order to avoid additional costs, it is recommended that the applicant ensure that the kitchen, food preparation and foods storage areas comply with food hygiene legislation, before construction starts. The applicant is advised to contact the Commercial Team, Environmental Health & Public Safety, Communities at Cambridge City Council on telephone number (01223) 457890 or email commercial@cambridge.gov.uk for further information / advice etc
2. A premises licence may be required for parts of this development (External Open to Air Events / Entertainment Space) in addition to any planning permission. The applicant is advised to contact The Licensing Team, Environmental Health & Public Safety, Communities at Cambridge City Council on telephone number (01223) 457890 or email licensing@cambridge.gov.uk for further information / advice etc.
3. To satisfy and discharge Environmental Health conditions relating to artificial lighting, contaminated land, noise / sound, air quality and odours / fumes, any assessment and mitigation shall be in accordance with the scope, methodologies and requirements of relevant sections of the Greater Cambridge Sustainable Design and Construction SPD, (Adopted January 2020) <https://www.cambridge.gov.uk/greater->

cambridge-sustainable-design-and-construction-spd and in particular section 3.6 - Pollution and the following associated appendices:

6: Requirements for Specific Lighting Schemes

7: The Development of Potentially Contaminated Sites in Cambridge and South Cambridgeshire: A Developers Guide

8: Further technical guidance related to noise pollution

4. In the event that the Planning Authority is so minded as to grant permission for the proposals, please add an informative to the effect that the granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with the Public Highway, and that a separate permission must be sought from the Highway Authority for such works.
5. Where the Highway Authority identifies any element as nonstandard, a commuted sum shall be payable by the developer in accordance with the Cambridgeshire County Councils Commuted Sums Policy, adopted on 7th March 2023. The commuted sum must be agreed and paid in full prior to the completion of the relevant highway works
6. No planting shall take place within the limits of the public highway unless the prior written consent of the Highway Authority has been obtained. Where the Cambridge City Council undertakes or arranges any such planting, it shall be responsible for the ongoing maintenance of that planting in accordance with the requirements of Section 96 of the Highways Act 1980.