

**CC2/CCC**



Examination into the Soundness of the Cambridge  
Local Plan

**Matter CC2 – City Centre and Areas of Major  
Change**

Matter Statement by Cambridge City Council

May 2016



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**Abbreviations**

AMR	Annual Monitoring Report
CCS NHS	Cambridgeshire Community Services National Health Service
CGI	Computer Generated Image
CIL	Community Infrastructure Levy
dph	Dwellings Per Hectare
Framework	National Planning Policy Framework
ha	hectares
OA	Opportunity Area
PH	Public House
PSA	Primary Shopping Area
S106	Section 106 agreements or planning obligations
SHLAA	Strategic Housing Land Availability Assessment
SPD	Supplementary Planning Document
Sq m	Square metres
TIF	Tax Increment Finance
TSCSC	Transport Strategy for Cambridge and South Cambridgeshire
USS	Universities Superannuation Scheme Limited

## **Introduction**

1. This statement sets out the Council's response in relation to the Inspector's Matter CC2 in relation to the City Centre and Areas of Major Change.
2. The documents referred to in this statement are listed in Appendix 1. Examination document reference numbers are used throughout for convenience.

## **Matters CC2A and CC2B: City Centre and Hierarchy of centres and retail capacity**

### **Overview**

3. The Framework<sup>1</sup> requires local planning authorities to be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period<sup>2</sup>.
4. In 2008, Cambridge City Council together with South Cambridgeshire District Council endorsed the Cambridge Sub-Region Retail Study<sup>3</sup> to inform the new Local Plans. In 2013, Cambridge City Council endorsed the Cambridge Retail and Leisure Study Update 2013<sup>4</sup> in order to update the evidence base relating to retail.
5. The study identified no capacity to support additional convenience floorspace in Cambridge to 2031 as existing commitments absorb all forecast capacity. The City Centre performs a top up role, and almost all the district and local centres provide at least one convenience store to meet day to day needs. Outside the network of centres, large foodstores provide a key role in meeting the shopping needs of residents.
6. The study found that Cambridge City Centre continues to be the most dominant comparison shopping destination in the area. The opening of the Grand Arcade in 2008 attracted a number of high end operators and has proved a success, while the Grafton/Fitzroy/Burleigh Street area continues to perform a complementary role alongside the Historic Core, providing a more mainstream offer. The study did find that while the City Centre continues to perform well, there had been a slight decline in performance and market share since 2008. The study goes on to recommend that the Council should focus on meeting the identified need in comparison floorspace to 2022 (i.e. 14,141 sq m net) and continue to closely monitor the situation with regard comparison floorspace.
7. Given the limited capacity of the City Centre, Cambridge City Council commissioned the City Centre Capacity Study<sup>5</sup> to examine the capacity of Cambridge City Centre to meet the needs of the district and the wider sub-region in the period to 2031. This study identified the Grafton/Fitzroy/Burleigh Street area as having capacity to almost entirely meet the identified need for comparison floorspace to 2022.

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<sup>1</sup> RD/NP/010

<sup>2</sup> RD/NP/010, paragraph 23

<sup>3</sup> RD/E/080

<sup>4</sup> RD/E/130

<sup>5</sup> RD/E/120

**Matter CC2A: City Centre**

**2A.1: Policy 9 – The City Centre**

- i. **Should the policy include a further requirement to ensure that residential amenity is not prejudiced by development associated with the night time economy?**
8. Cambridge City Centre is a successful and vibrant centre, that has weathered the downturn in the economy well; it has a strong comparison shopping offer, supplemented by a good range of complimentary facilities; a more limited convenience offer, reflecting the constrained historic nature of the centre; good transport links; a high quality shopping environment (although with some scope for improvements); and a low vacancy rate<sup>6</sup>.
9. Policy 9 sets out how the City Centre’s role is expected to develop over the plan period. It will be the primary focus for retail, leisure and cultural developments that attract a large number of people and any new development will add to the vitality and viability and the environmental quality of the centre. Furthermore, the policy sets out that a City Centre Public Realm Strategy Supplementary Planning Document (SPD) will be developed to set out how development can contribute to the capacity and quality of the public realm throughout the City Centre.
10. Paragraph 123 of the Framework requires policies to<sup>7</sup>, among other things, aim to:
- “avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development”*
- “recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established”*
11. The Plan does seek to ensure that the adverse impacts of noise on health and quality of life are not acceptable, and where they occur, appropriate mitigation will be put in place. Policy 35 deals with the impact of noise resulting from development and its appropriate mitigation. Development that leads to significant adverse effects on health or amenity will not be permitted. This policy approach is appropriate and consistent with the Framework.
12. In terms of whether Policy 9 should include a further requirement to ensure that residential amenity is not prejudiced by development associated with the night time economy, the Council does not consider this to be necessary. The Plan should be read as a whole, and it is not considered necessary to repeat the Policy here.
13. Furthermore, the relationship between the night time economy and residential amenity is a two way association. The Council should, and will, seek to ensure that the night time economy is not prejudiced by new residential development (or other land uses), in line with paragraph 123 of the Framework. Policy 35 is again the appropriate mechanism to ensure this.

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<sup>6</sup> RD/E/130, page 34-35

<sup>7</sup> RD/NP/010, paragraph 123

**2A.2: Policy 10 – City Centre Primary Shopping Area**

- i. **Should the policy be more flexible in terms of changes of use from A1 to another centre use, particularly in respect of primary and secondary frontages?**
14. Policy 10 sets out how applications for development in the City Centre Primary Shopping Area will be dealt with by the Council. The Council will maintain a primacy of A1 shopping uses, particularly on primary frontages, so as to sustain the vitality and viability of the City Centre. Developments in the Primary Shopping Area will have an active frontage and will not have a detrimental effect on the character or amenity of the area. Larger developments will have to contribute to the diversity of the city centre, by providing a range of smaller units to cater to the demands of smaller independent and local traders.
15. The Framework's Glossary<sup>8</sup> defines primary and secondary shopping frontages as follows:
- “Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.”*
16. It is clear from this definition that primary shopping frontages are expected to have a high proportion of A1 retail uses, while secondary frontages provide a more varied mix of uses.
17. Policy 6/6 in the existing Local Plan<sup>9</sup>, requires A1 uses on secondary frontages to be above 60% (apart from two specific frontages) and requires no loss of A1 units on primary frontages where the proposal would harm the contribution the frontage makes to the vitality and viability of the centre. This policy has contributed to the ongoing success of the City Centre.
18. The Cambridge Retail and Leisure Update 2013 recommends that the policy should protect all A class uses and allow for increased flexibility to respond to different circumstances<sup>10</sup>.
19. At the time of the last shopping survey<sup>11</sup>, in 2012, the majority of existing and proposed primary shopping frontages had over 70% of A1 uses<sup>12</sup>, with many at around 90% A1 uses.
20. The new policy builds on the existing policy and is consistent with the definition in the Framework, with detailed elements adjusted to reflect changes coming through from the evidence base. The percentages selected for A1 threshold in primary and secondary frontages are configured to be consistent with the current percentage of A1 uses on those frontages. The policy requires A1 uses on primary frontages to remain over 70% and on secondary frontages to remain over 50%, unless it can be shown that a change would be beneficial to the vitality and viability of the frontage. Without a good percentage of A1 uses on primary and secondary shopping frontages, this could affect the retail function of the shopping frontage.
21. The main aim of introducing a specific percentage of A1 units in primary frontages was to set out a clear position, providing certainty to applicants. This certainty will speed up the planning

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<sup>8</sup> RD/NP/010

<sup>9</sup> RD/AD/300, page 62, Policy 6/6 Change of Use in the City Centre

<sup>10</sup> RD/E/130, page 108-109, paragraphs 9.41-9.44

<sup>11</sup> RD/E/110

<sup>12</sup> RD/Sub/C/080, page 129

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application process. The percentage of 70% was chosen as an appropriate percentage, as most primary frontages were already above this threshold (many significantly so), and those that were below it were close to the percentage.

22. The policy is sufficiently flexible to deal with changing circumstances as it allows for the percentage of A1 uses to fall below 70% where it can be shown that such a change would be beneficial to the vitality and viability of the frontage. This could include development in units that are constrained or do not meet the requirements of modern retailers. For example, a unit that has been vacant for a long time or if there is an area of complementary uses and a development would be beneficial to the vitality and viability of the frontage. The policy is flexible enough to deal with these circumstances.
23. In secondary frontages, a more diverse range of uses is expected<sup>13</sup> and the evidence base suggested that a more flexible approach should be adopted<sup>14</sup>. At the time of the last shopping survey (2012), only half of the secondary frontages had over 50% A1 uses<sup>15</sup>. Although, of those frontages with less than 50% A1 uses, two of them are only just below 50%.
24. Paragraph 3.7 of the Plan recognises the concentration of uses in some secondary frontages that provide a distinct character to these frontages, but notes that where retail uses have fallen below 50%, there should be no further loss of retail. On reflection, this final sentence of paragraph 3.7 implies a level of inflexibility that is not intended in the policy, which clearly says "...unless it can be shown that this would add to the vitality or viability of the street frontage". This final sentence of paragraph 3.7 appears to contradict criterion (e) of the policy, and introduce a level of inflexibility once secondary frontages fall below 50% A1 uses, that is not intended by the policy. The Council proposes that this final sentence to paragraph 3.7 is deleted in its entirety.
25. This proposed minor modification is set out in Appendix 2 to this statement.
- ii. Is the cap on the proportion of non-Class A1 within the primary shopping frontage too prescriptive thereby restricting the range of prospective occupiers? Should the cap be lowered from 70% to 50%?**
26. The response to question CC2A.2 (i) of this statement sets out why 70% was chosen as an appropriate proportion and also why the policy is flexible enough to deal with changing circumstances. The Council considers that the approach is consistent with the Framework and the evidence base.
- iii. Should the requirements for new retail or leisure developments in excess of 2,500sqm be more flexible so as to take account of viability considerations?**
27. The policy requires larger retail or leisure developments to provide a mix of unit sizes to cater for national retail occupiers and smaller independent and local traders. This requirement is consistent with the findings of the evidence base.

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<sup>13</sup> RD/NP/010, glossary

<sup>14</sup> RD/E/130, page 109, paragraph 9.43

<sup>15</sup> RD/Sub/C/080, page 130

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28. The requirement for new retail or leisure developments above 2,500 sq m to provide a mix of small and large retail units to cater for national retail occupiers and the demands of smaller independent traders has been proposed following evidence that there is a higher than average proportion of multiple retailers in the city<sup>16</sup>. Providing a range of units, including smaller units, will be more likely to meet the needs of independent retailers<sup>17</sup>.
29. The Council recognises that viability is an important consideration to applicants seeking to develop a site and the Framework requires local authorities to take this into account in plan-making and decision-taking<sup>18</sup>. The Council will negotiate with applicants to get the best outcomes for development on the merits of each case. Discussions with the Local Planning Authority will allow applicants to work through viability concerns with the Council and meet the policy requirements with certainty as to the acceptability of their proposals.
- iv. Should the range of suitable uses on upper floors within the primary shopping area be widened to include the potential, in principle, for the full range of main town centre uses as defined in Annex 2 of the National Planning Policy Framework?**

30. The Framework defines the Primary Shopping Area as:

*“Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).”*

31. The table at the end of Policy 10 lists “centre uses” as being suitable at ground floor level and “non-centre uses” as not being suitable at ground floor level. It is intended that the policy would indicate that “centre uses” are appropriate in centres at both ground floor and on upper floors. A minor modification is proposed for clarity in Appendix 2.

**2A.3: Policy 11 – Fitzroy / Burleigh Street / Grafton Area of Major Change**

- i. Notwithstanding the Council’s comments on pages 3, 4 and 5 of reference document RD/GEN/081 which relates to supplementary planning documents, has any progress been made in respect of the preparation of the Supplementary Planning Document (SPD)? Should the policy contain a timeframe for the preparation of the SPD and indicate that no planning application will be submitted until the SPD has been adopted by the Council?**
32. The Councils’ Matter M4 statement outlines the approach taken to the Fitzroy/Burleigh Street/Grafton area of major change<sup>19</sup>. This statement provides an update and further detail as far as it relates to the questions in this hearing session.
33. Policy 9 sets out how the City Centre’s role is expected to develop over the plan period. Policy 11 builds on this guiding how the development of the Fitzroy/Burleigh Street/Grafton Area of Major Change will take place. The area will meet the majority of the Council’s retail needs to

<sup>16</sup> RD/Sub/C/080, page 130, paragraph 32

<sup>17</sup> London Small Shops Study 2010, page ii, paragraph 10 (Appendix 3)

<sup>18</sup> RD/NP/010, paragraphs 173-177

<sup>19</sup> M4/CCC&SCDC, paragraphs 44-46

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2022. Development will be of a high quality and sensitive to surrounding residential uses; it will improve the public realm as well as looking at how people access this area, including links to the Historic Core.

34. The Cambridge Retail and Leisure Study Update 2013 identified that there may be scope for the Fitzroy/Burleigh Street/Grafton area to accommodate some of the identified capacity for comparison floorspace to 2022. The Study suggests that the Council should further assess the feasibility of bringing forward development in the Fitzroy/Burleigh Street/Grafton area<sup>20</sup>.
35. The Cambridge City Centre Capacity Study considers the Fitzroy/Burleigh Street/Grafton area in more detail. It refers to a long-term opportunity to plan for the comprehensive redevelopment of the Grafton Shopping Centre and potentially Fitzroy and Burleigh Street, although recognising that this may be difficult given the multiple ownerships. The Study does suggest that redevelopment of the Grafton could provide additional retail capacity of up to 12,000 sq m, along with residential or student accommodation above, but any capacity should be tested against a detailed design assessment and masterplan<sup>21</sup>.
36. The Study also makes suggestions in relation to streetscape, highway and public realm improvements along East Road and Fitzroy/Burleigh Street, and linkages to the Historic Core.
37. The Cambridge City Centre Capacity Study also identifies that much of the City Centre does not offer any further opportunities to meet this need other than limited infill and redevelopment opportunities<sup>22</sup>. Consequently, the Council allocated the Fitzroy/Burleigh Street/Grafton area as the primary focus for providing additional comparison retail in the City Centre.
38. In 2012, an application<sup>23</sup> was submitted to the Council to reconfigure the former Eden Hall and adjacent areas (near the Burleigh Street entrance to the Grafton), this was approved. This development is a substantial reconfiguration of the western end of the Grafton which will improve the quality of the shopping experience within this part of the City Centre, and also enhance the vitality and viability of this part of the City Centre. Work on this development is due to start this year (2016).
39. The Council considers that it is important to look at the Fitzroy/Burleigh Street/Grafton Area of Major Change comprehensively and that a masterplan-led SPD is an appropriate mechanism to deliver the policy aspirations in line with the evidence base. If development proposals were to come forward on a piecemeal basis and before the preparation and adoption of the SPD, the coordination of development would not be possible. Without this comprehensive approach, the Area of Major Change would remain fragmented and the potential range of townscape and public realm improvements would not be achieved.
40. The Council does not consider this approach to be overly restrictive, and it is consistent with the approach taken to bringing forward other key sites in the Plan. The Council considers that the SPD will be a positive tool ensuring comprehensive and coordinated development of the area and it should not prevent development from coming forward. However, providing they do not conflict with the broad aims and objectives to be set out in the policy, the Council considers that

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<sup>20</sup> RD/E/130, page 106, paragraphs 9.27-9.28

<sup>21</sup> RD/E/120, page 76

<sup>22</sup> RD/E/120, page 51

<sup>23</sup> 12/0187/EXP

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less substantive applications can be submitted and determined. On this basis, the Council is proposing a minor modification to Policy 11 in order to clarify the position. This can be found in Appendix 2.

41. The Council has worked with the owners of the Grafton and discussions have evolved since the Plan was submitted in March 2014. In October 2014, the Council signed a statement of common ground with M&G Real Estate, the then owners of the Grafton<sup>24</sup>. This set out the areas of common and uncommon ground and how the parties would work together to achieve the aims of the policy. Furthermore, in their statement to Matter M4, M&G Real Estate recognised that a masterplan approach to the area's development was appropriate, but should not prevent all development prior to its adoption<sup>25</sup>.
  42. In order to take the masterplan forward, the Council is committed to working proactively with landowners, developers and relevant stakeholders. A minor modification to the policy is proposed in Appendix 2 to reflect the fact that the Council will lead on the coordination of the SPD rather than the scheme promoter.
  43. The Council does not consider it appropriate to include a timetable for the SPD in the Plan and it would not be consistent with other references to the preparation of SPDs in the Plan. A timetable for the preparation of the SPD will be agreed later in 2016, with a commitment to prepare the SPD in a timely manner as has been the case with the preparation of other site related SPDs.
  44. In 2015, the ownership of the Grafton changed, with Legal and General Property taking ownership of the shopping centre. Legal and General Property have appointed Wrenbridge to act on their behalf with respect of this property. Initial discussions between the Council and the new owners' representatives have stated that they wish to concentrate on the redevelopment associated with existing planning permission<sup>26</sup> in the foreseeable future.
  45. The Council considers that the policy is compliant with the Framework's core principles of encouraging the effective reuse of land, actively managing patterns of growth and encouraging multiple benefits from the use of land. Furthermore, the Council considers that achievement of the policy's objectives is consistent with paragraphs 7 and 15 of the Framework in delivering the three dimensions of sustainable development.
- ii. Should the policy seek to ensure that development proposals for the Grafton Centre take full account of the potential retail impacts on the vitality and viability of the Historic Core?**
46. The Cambridge Retail and Leisure Study Update 2013<sup>27</sup> identifies baseline capacity to support approximately 3,820 sq m net additional comparison floorspace in Cambridge by 2017. By the virtue of growth in the baseline population and available expenditure, this will increase to 14,141sq m net by 2022, to 31,226 by 2027 and to 39,976sq m net by 2031. The study recommends that these forecasts are treated as an upper limit, reflecting uncertainties over the effect of wider developments on capacity and the level of growth in special forms of trading,

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<sup>24</sup> RD/SCG/020

<sup>25</sup> M4-5212, paragraph 39

<sup>26</sup> 12/0187/EXP

<sup>27</sup> RD/E/130, paragraphs 9.14-9.18 and 9.23-9.25

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particularly online spending. Given the City Centre's physical constraints, there is potential for retailers to maximise efficiencies with the effect of reducing overall need. The study also recommends that the Council should focus on meeting the identified need in comparison floorspace to 2022 (i.e. 14,141sq m net) and closely monitor comparison floorspace.

47. As explained above in the response to Question 2A.3 (i), there is limited scope to meet this capacity in the Historic Core, and the only major opportunity in the City Centre is at the Fitzroy/Burleigh Street/Grafton area.
48. The Cambridge City Centre Capacity Study suggests that redevelopment of the Grafton could provide additional retail capacity of up to 12,000 sq m, along with residential or student accommodation above, but any capacity should be tested against a detailed design assessment and masterplan<sup>28</sup>.
49. The study also makes suggestions in relation to streetscape, highway and public realm improvements along East Road and Fitzroy/Burleigh Street, and linkages to the Historic Core.
50. The Cambridge City Centre Capacity Study also identifies that much of the city centre does not offer any further opportunities to meet this need other than limited infill and redevelopment opportunities<sup>29</sup>. Consequently, the Fitzroy/Burleigh Street/Grafton area has been allocated as the primary focus for providing additional comparison retail in the City Centre.
51. The Historic Core is vibrant, resilient and a successful part of the City Centre, with low vacancy rates and a strong retail offer<sup>30</sup>. Development at the Fitzroy / Burleigh Street / Grafton area will not undermine the vibrancy of the Historic Core. The Framework requires the Council to meet the identified retail needs, which we are seeking to do, mainly through the redevelopment at the Fitzroy/Burleigh Street/Grafton area, detailed in Policy 11. The development will not be appropriating retail demand from elsewhere as it will be looking to meet the forecast increase in demand identified in the Cambridge Retail and Leisure Update 2013<sup>31</sup>, hence any negative impact on retail elsewhere (including the Historic Core), will be minimal. Indeed, as development here will be helping to meet the identified needs of Cambridge, it should enhance retail offer of the City Centre as a whole.
52. The Fitzroy/Burleigh Street/Grafton area provides a different retail offer from the Historic Core. It is seen as providing "everyday" shopping facilities for local residents on a range of budgets, including a number of popular high street brands<sup>32</sup>. Development at the Fitzroy/Burleigh Street/Grafton area will complement the retail offer of the Historic Core, and enhance the vitality and viability of the City Centre as a whole.
53. The masterplan will look to promote linkages to the Historic Core, in line with criterion f of the policy. It is also proposed in Appendix 2 to modify criterion b of the policy to ensure any development is sensitive to the character and setting of the Historic Core.

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<sup>28</sup> RD/E/120, page 76

<sup>29</sup> RD/E/120, page 51

<sup>30</sup> RD/E/130, pages 34-35, summary points

<sup>31</sup> RD/E/130, page 105, paragraphs 9.23-9.25

<sup>32</sup> M4-5212

**Matter CC2B: Hierarchy of centres and retail capacity**

**2B.1: Policy 6 – Hierarchy of Centres and Retail Capacity**

**i. Should the locally set retail impact assessment threshold for proposals outside of the City Centre indicated in the policy be lowered in order to protect its vitality and viability?**

54. Policy 6 set out the hierarchy of centres within Cambridge, the retail needs that are being planned for, and where they will be developed, as well as the approach to the sequential test and impact assessment. The retail needs are drawn from the Cambridge Retail and Leisure Study Update 2013<sup>33</sup>, which identifies a need for 14,141 sq m of additional comparison retail floorspace to 2022 (and 39,976 sq m by 2031)<sup>34</sup>.

55. Paragraph 26 of the Framework states:

*“When assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sq m).”*

56. Paragraphs 9.49 and 9.50 of the Cambridge Retail and Leisure Study Update 2013<sup>35</sup> set out the policy recommendations of the study as they relate to consideration of a locally set threshold for an impact assessment. They are reproduced below:

*“Given the strength of the city centre, we do not consider there sufficient justification to support a blanket locally-set threshold different to that set out within the NPPF (i.e. 2,500 sqm gross). However, recognising that the role and function of the district and local centres is more reliant on convenience goods shopping and given the limited capacity to support additional convenience goods floorspace over the plan period, there may be justification to adopt a lower threshold specifically for convenience goods.*

*In order to maintain a degree of control over comparison goods, the Council could adopt a policy which acknowledges that, in normal circumstances, retail development below the NPPF threshold would not normally require an impact assessment but that, subject to the Council’s discretion, an assessment may be required in certain circumstances, particularly where there may be concerns over i) cumulative impact; and/or ii) the role/health of nearby centres within the catchment of the proposal. Applicants should be encouraged to engage with the Council at an early stage to establish whether an impact assessment may be required.”*

57. The Council considered these recommendations, and has taken them forward in the requirement for an impact assessment within Policy 6. Policy 6 requires an impact assessment for developments over 2,500 sq m that are out of centre, and notes that an impact assessment could be required for both convenience and comparison retail developments under 2,500 sq m,

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<sup>33</sup> RD/E/130

<sup>34</sup> RD/E/130, page 103, paragraph 103

<sup>35</sup> RD/E/130, page 110

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if the proposal could have a cumulative impact or an impact on the role or health of nearby centres within the catchment proposal. Paragraph 2.67 of the Local Plan goes onto say that developers should discuss this with the Council as soon as possible, at a pre-application stage.

58. Both the policy<sup>36</sup> and the supporting text<sup>37</sup> makes clear under what circumstances there is the potential for an impact assessment to be required for developments under 2,500 sq m, providing certainty to applicants, while also addressing the points arising from the evidence base.
59. The Council considers that this approach is entirely in line with the policy recommendations contained in the evidence base and will appropriately protect retail uses in centres. The Councils' Matter M4 statement also covers this issue<sup>38</sup>.
- ii. Does the level of comparison retail floorspace capacity indicated in the policy for 2011 to 2022 as identified in the Cambridge Retail and Leisure Study Update (May 2013) still reflect the current need?**
60. The Councils' Matter M4 statement<sup>39</sup> and the Joint Retail Topic paper<sup>40</sup> set out the evidence for the retail capacity in the policy.
61. In 2013, Cambridge City Council commissioned the Cambridge Retail and Leisure Study Update 2013<sup>41</sup> in order to provide an up to date evidence base on which to plan for retail needs in the future.
62. The Cambridge Retail and Leisure Study Update 2013<sup>42</sup> contains the most up to date evidence on retail need within Cambridge. The study found that Cambridge continues to be a key centre for comparison shopping in the area. In terms of forecasting, the study identifies baseline capacity to support approximately 3,820 sq m net additional comparison floorspace by 2017. By the virtue of growth in the baseline population and available expenditure, this will increase to 14,141 sq m net by 2022, to 31,226 by 2027 and to 39,976 sq m net by 2031. The study recommends that these forecasts are treated as an upper limit, reflecting uncertainties over the effect of wider developments on capacity and the level of growth in special forms of trading, particularly online spending. The study also recommends that the Council should focus on meeting the identified need in comparison floorspace to 2022 (i.e. 14,141 sq m net) and closely monitor the situation.
63. The Council considers that the approach proposed in the plan is a pragmatic and appropriate approach to the evidence base. There has been no change to this evidence in the intervening time and there have been no alternative evidence submitted to the Council on retail forecasting or on how these needs will be met.

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<sup>36</sup> Policy 6, criterion b, second paragraph

<sup>37</sup> Paragraph 2.67

<sup>38</sup> M4/CCC&SCDC, page 15, paragraph 47

<sup>39</sup> M4/CCC&SCDC, question 4d

<sup>40</sup> RD/Top/040, pages 2-3, paragraphs 2.5-3.2

<sup>41</sup> RD/E/130

<sup>42</sup> RD/E/130

**iii. Should the Beehive Centre be re-designated as a District Centre?**

64. The matter of whether the Beehive Centre should be a District Centre or not was discussed at the hearing session into Matter M4, under 4 (d).

65. A District Centre is defined as<sup>43</sup>:

*“A group of shops, separate from the town centre, usually containing at least one food supermarket or superstore, and non-retail services such as banks, building societies and restaurants”*

66. The Beehive Centre does have a supermarket and cafés, but it does not have non-retail services such as banks and building societies and restaurants.

67. The area is recognised in the Cambridge Retail and Leisure Study Update 2013 as an area of retail warehousing<sup>44</sup>. It is an area of retail warehousing with significant levels of parking, indicating it's greater than local appeal and draw from a wider area. It is discrete from, and not integrated into, surrounding neighbourhoods. While some shops provide for people's day-to-day needs, it has a significant number of shops selling bulky goods and comparison goods, not aimed at meeting people's day to day needs.

68. The Council does not consider that the Beehive Centre meets the definition of a District Centre and that it performs the destination retail function of retail warehousing.

69. The Council maintains that the Beehive and Cambridge Retail Park are out of centre, in order to better manage retail in these locations and protect the retail in the City Centre and network of smaller centres. The Cambridge Retail and Leisure Study Update 2013 shows that since the previous study in 2008, the market share of the City Centre has gone down slightly and that of the retail parks has gone up<sup>45</sup>, this provides some justification for protecting the City Centre and not allocating the Beehive as a centre. The Council does not consider it is appropriate for the Beehive Centre to be designated as a District Centre.

**iv. Should the Trumpington Local Centre be re-designated as a District Centre and its southern boundary extended to incorporate adjacent retail development?**

70. A Local Centre is defined as<sup>46</sup>:

*“A cluster of shops and other community facilities that satisfy local needs and are accessible on foot. Usually comprising a newsagent, a general grocery store, a sub-post office and occasionally other facilities such as a pharmacy, a public house and a hairdresser.”*

71. Trumpington Local Centre does have a convenience store, post office and a number of other relatively small units that meet local needs. The Council considers that the centre at Trumpington meets the definition of a Local Centre. The Council considers that the centre does

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<sup>43</sup> RD/Sub/C/010, Glossary

<sup>44</sup> RD/E/130, page 45, paragraph 6.8

<sup>45</sup> RD/E/130, page 57, paragraph 7.49

<sup>46</sup> RD/Sub/C/010, Glossary

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not meet the definition of a District Centre (see paragraph 65 above), as it does not have a supermarket or any banks or building societies.

72. The existing Trumpington Local Centre is focussed around the parade of shops on the corner of Anstey Way and the units opposite this on Trumpington Road. The Local Plan proposes to extend this up the existing High Street to include a number of units including the doctor's surgery, Village Hall, a public house and a retail unit. This was considered a logical extension to include other shops and facilities at the edge of the centre, up the long-established High Street. A map showing the difference between the existing Local Centre boundary and that proposed in the emerging Local Plan can be found in the Cambridge City Council Issues and Options 2: Part 2: Site Options within Cambridge consultation document<sup>47</sup>. An extract of this document can be found in Appendix 4 of this statement.
73. One new Neighbourhood Centre is planned to provide for the growth around Trumpington, this is in the Clay Farm development. The boundaries of this new centre are to be fixed once its development is complete<sup>48</sup>.
74. The Council does not consider that extending the Trumpington Local Centre southwards, to include Waitrose, and upgrading it to a District Centre is appropriate. Extending the centre southwards would add a part to the centre that does not associate well with the rest of the Local Centre. The current centre (as proposed) is focussed around the parade of shops on the corner of Anstey Way; the units opposite this on Trumpington Road; and then stretches up the former High Street northwards. Waitrose is primarily accessed from the signalled junction to the south of the junction with Shelford Road, and 'faces away' from the existing centre. Accessing Waitrose from the main parade of shops in the centre involves crossing Trumpington Road (and either Anstey Way or Maris Lane), and then walking across Waitrose car park. The quality of these links is not good, and highlights the separation of Waitrose from the main centre.
75. The inclusion of a relatively large supermarket within a Local Centre would be out of scale with the rest of the centre and not be appropriate (the Glossary of the Local Plan defines District Centres as usually containing one supermarket, but does not mention supermarkets within Local Centres<sup>49</sup>).
76. If Trumpington Local Centre to be upgraded to a District Centre, then inclusion of a supermarket could be appropriate<sup>50</sup>. However, the non-retail services on offer in Trumpington Local Centre is relatively limited, while there is a restaurant, doctors and village hall, there are no banks or building societies, and the centre is not very busy. In the Council's opinion, the scale and variety of the sum of uses in Trumpington Local Centre, even including Waitrose, is not enough to warrant upgrading to a District Centre and it would not be comparable to other District Centres in Cambridge. This, combined with the "awkward" arrangement of the centre that would be created by incorporating Waitrose, means that it is not appropriate to upgrade the centre to a District Centre and/or to include Waitrose within the centre.

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<sup>47</sup> RD/LP/270, page 149

<sup>48</sup> RD/Sub/C/010, page 260, ID 32

<sup>49</sup> RD/Sub/C/010, pages 466 and 471

<sup>50</sup> RD/Sub/C/010, page 466

**Matter CC2C: Station Area West and Clifton Road Areas of Major Change**

**2C.1: Policy 20**

**Overview**

77. Policy 20: Station Areas West and Clifton Road Area of Major Change focuses on the regeneration of the area around the Cambridge Railway Station and Clifton Road industrial estate. The aim of the policy is to create a vibrant, mixed-use area for the city, centred on an improved transport interchange.
78. Policy 20 is complemented by Policy 24: Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area<sup>51</sup>. Policy 24 addresses the need for coordinated streetscape and public realm improvements and improved traffic movements along Hills Road. This policy will enable more effective sustainable transport movements between Cambridge Railway Station and the City Centre. Policy 24 is covered in Matter CC2G within this statement.
79. Progress towards the regeneration of the Station Area West (1) is already substantially underway on site allocation M14 (Site 9.10 in the Cambridge Local Plan 2006<sup>52</sup>). This involves the regeneration of the Cambridge Station Area for mixed use development. More information on this can be found in the Council's response to Matter CC2C.3 (i).
80. Station Area West (2) includes redevelopment for B1 (a) and B1 (b) employment, residential use and a mix of uses in classes A1 – A5. Appendix B allocates Site R44 Betjeman House for 156 dwellings.
81. The final part of Policy 20 addresses the Clifton Road Area (Site M2). Appendix B allocates Site M2 for mixed use development of 550 dwellings, 2 hectares of employment, leisure related uses and open space.
82. In order to clarify the relationship between sites referred to in Policy 20 and in Appendix B: Proposals Schedule, a number of minor modifications are proposed in Appendix 2 to cross-reference the site reference numbers.
- i. Would the loss of existing office accommodation in the Clifton Road Area be adequately compensated for by the proposed B1 (a) and (b) allocations within the Station Areas West?**
83. The Clifton Road Area is primarily industrial in nature. The majority of the site is dominated by one road leading through the site past a number of single storey industrial units. The Royal Mail building and old railway sidings form the western part of the site. The site is allocated for a primarily residential mixed use scheme to regenerate the area and assist the Council in meeting its housing requirements.

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<sup>51</sup> RD/Sub/C/010, page 88.

<sup>52</sup> RD/AD/300, page 151.

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84. The existing office accommodation currently located within the allocation is at Rustat House, in the north east corner of the site. Rustat House sits on a site footprint of around 0.65 hectares. Allocation M2 allocates 2 hectares for B1 (a) and B1 (b) employment uses.
85. Furthermore, Station Area West (site M14), provides 71,700 square metres of office floorspace. This has already been approved. There remains some opportunity within the Station Area West 1 (M14) for the further provision of B1 (a) and (b) uses within Block G1. Appendix 5 sets out the progress made towards the delivery of Site M14.
86. As outlined in the Councils' Matter M4 statement<sup>53</sup>, the Plan provides for a sufficient and flexible supply of employment land including B1 (a) and B1 (b) to meet needs during the plan period.
87. The Council considers that any loss of existing offices on the Clifton Road Area will be adequately compensated for by the re-provision of office space on the redeveloped Clifton Road Area, the new office space being provided on Station Area West and elsewhere within Cambridge.
- ii. Notwithstanding the Council's comments on page 6 of reference document RD/GEN/081 which relate to supplementary planning documents, the policy delegates a significant amount of detail in terms of the development schema for the Clifton Road Area to a future subsidiary document. Could the Council clarify if any progress has been made in respect of the preparation of the Supplementary Planning Document (SPD)? Should the policy contain a timeframe for the preparation of the SPD and indicate that no planning application will be submitted until the SPD has been adopted by the Council?**
88. Since the Local Plan was prepared in 2013, the Council and Universities Superannuation Scheme (USS) have met on an ongoing basis to discuss the delivery of site allocation M2. A Statement of Common Ground was agreed by both parties<sup>54</sup> in March 2015. This statement outlines the commitment to preparing an SPD and the early workstreams relating to land ownership arrangements, including existing lease arrangements, masterplanning, viability, transport and access, infrastructure capacity and delivery, ecology, flood risk and ground contamination. A further letter of support for the allocation by USS is provided at Appendix 6.
89. The Council understands that USS is progressing discussions with other parties in relation to the development of Site M2. There is a willingness amongst the major landowners to work together and deliver the redevelopment of the site.
90. A timetable for the main preparation of the SPD will be agreed in due course, with a commitment to prepare in a timely manner as has been the case with the preparation of other site related SPDs. The Statement of Common Ground<sup>55</sup> agreed that the most likely timeframe for development is 2022 to 2031 with the longest lease expiring in 2025.
91. The Council does not consider that the policy should contain a timetable for the preparation of the SPD. This would not be in keeping with the approach the Council has taken in the Plan where the preparation of SPDs is required and would be overly restrictive.

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<sup>53</sup> M4/CCC&SCDC

<sup>54</sup> RD/SCG/160.

<sup>55</sup> RD/SCG/160

92. It is important that the SPD is prepared in order to allow for the comprehensive regeneration of the area. If development proposals were to come forward on a piecemeal basis and before the preparation and adoption of the SPD, the coordination of development would not be possible. Without this comprehensive approach, this part of the area of major change would remain fragmented and the potential range of improvements would not be achieved.
93. Providing they do not conflict with the broad aims and objectives to be set out in the SPD, the Council considers that less substantive applications can be submitted and determined. On this basis, the Council is proposing a minor modification to Policy 20 in order to clarify the position. This can be found in Appendix 2.
- iii. With regard to criterion (q), is there potential to create an eastern access to the station for pedestrians and cyclists?**
94. Paragraph 3.85 of the supporting text to Policy 20 refers to the potential for improved or additional cycle/footbridges between the Station Area West and the Clifton Road area and states that they should be considered subject to appropriate locations for access and a feasibility analysis. Proposed minor modification PM/3/016<sup>56</sup> was also submitted at submission, which provided additional detail in criterion q:
- q. allow the potential for future improvements to the access for pedestrians and cyclists between Station Areas West and Clifton Road Area, including investigation of a possible foot and cycle eastern entrance to the railway station; and
95. The modification was introduced in response to representations made during the Proposed Submission consultation and to support effective access to the station.
96. There is potential to create an eastern access to Cambridge Railway Station through the development of the Clifton Road Area. The existing pedestrian and cycleway, which runs between the western end of Davy Road behind Rustat Avenue and the railway sidings, presents the opportunity to provide an eastern access to the station through Site M2: Clifton Road if extended to run through the allocation. This matter would be investigated as a part of the production of the SPD.
97. Rustat Road also provides an existing pedestrian and cycle access over the Carter cycle bridge to Cambridge Railway Station. The existing access point from the Carter Bridge is north of Cambridge Railway Station and will form part of the Chisholm Trail cycle route. The Chisholm Trail will allow for the improvement of access to employment centres such as the Cambridge Railway Station, Cambridge Science Park and the Cambridge Biomedical Campus by sustainable modes of transport.

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<sup>56</sup> RD/Sub/C/050, page 10.

**2C.2: Site M2**

- i. **Are there any constraints which would negate the reasonable prospect of the site being developed within the lifetime of the Plan? For example, the site contains a significant number of occupied office units and its redevelopment would also necessitate the relocation of the Royal Mail's Cambridge Mail Centre.**
98. The Council is confident that Site M2: Clifton Road can be delivered in the plan period. There are no overriding constraints which would prevent the site being delivered. The principle of development has been established with the major leaseholder of the site and outlined in a Statement of Common Ground<sup>57</sup>.
99. Early workstreams have been progressed relating to land ownership arrangements, including existing lease arrangements, masterplanning, viability, transport and access, infrastructure capacity and delivery, ecology, flood risk and ground contamination. These issues are addressed in the Council's Statement of Common Ground with USS.<sup>58</sup>
100. In terms of land ownership, it is recognised that there are a number of existing landowners and occupiers on the site. Cambridge City Council is the major freeholder of the site. There are however other landowners with freehold interests on the site. These include Royal Mail Group and Network Rail. USS is a major long leaseholder of a major portion of the site. Most of the leases on the site are due to expire during the early part of the Plan period, with the last lease expiring in 2025. Existing lease arrangements are not therefore considered to present an overriding constraint to delivery of the site. Given the timescales, it is considered that there is sufficient time to complete the necessary site acquisition or vacant possession to deliver the allocation. Phased delivery of the allocation could allow for elements of the site to be delivered whilst negotiations progress and complete on other parts of the site. If the relocation of the Royal Mail Centre did need to take place, this would be factored into the phasing of the site's delivery.
101. There is a willingness between major landowners on the site to work together, produce an SPD and establish how the site allocation might be delivered. As noted in the Statement of Common Ground<sup>59</sup> at paragraph 5.9, the Council has substantial landholdings in Cambridge, including a commercial property portfolio. These landholdings, through redevelopment and/or densification could provide alternative locations for existing businesses from the Clifton Road area. It should also be noted that the site allocation itself offers scope for 2 hectares of B1 (a) and B1 (b) employment uses.
102. The Council considers that the allocation is compliant with the Framework's core principles of encouraging the effective reuse of land, actively managing patterns of growth and encouraging multiple benefits from the use of land. Furthermore, the Council considers that delivery of the allocation is consistent with paragraphs 7 and 15 of the Framework in delivering the three dimensions of sustainable development.

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<sup>57</sup> RD/SCG/160

<sup>58</sup> RD/SCG/160

<sup>59</sup> RD/SCG/160

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ii. **Would the creation of the proposed leisure related uses unacceptably prejudice the residential amenity of the residents of Rustat Road which borders the site?**

103. The Cambridge Leisure Park adjoins Site M2 and already offers a range of leisure uses, including the Cambridge Junction venue, a multi-screen cinema and bowling alley. These are supported by food retail, restaurants and hotel uses. It is recognised that this site already operates as a destination for evening and weekend entertainment, which can give rise to amenity issues for neighbouring uses.
104. The Council has considered residential amenity through the plan-making process. As part of producing the SHLAA in 2012<sup>60</sup> and 2013<sup>61</sup> and Technical Background Documents<sup>62</sup>, the Council consulted key stakeholders, including the County Council, to assess the effect of development. The Council considers that any potential impacts on residential amenity can be mitigated through the development of the site.
105. Most respondents to the Proposed Submission Consultation were concerned about the effect of further leisure uses on traffic, parking, access to the site and the impact of late night drinking and evening economy activities on the surrounding residential neighbourhoods.
106. The site assessment in the Technical Background Document Part 2 Supplement<sup>63</sup> indicates that impact on the local highway capacity could be appropriately mitigated by physical or soft (travel plan) measures<sup>64</sup>. The site is of a scale that would trigger the need for a Transportation Assessment and Travel Plan, regardless of the need for a full Environmental Impact Assessment. S106 contributions and mitigation measures will be required, where appropriate. Any relevant Transport Strategy or other plans will also need to be taken into account. The site is within 400 metres of bus services that link to the City Centre and beyond, and 400 metres from Cambridge Railway Station and the Guided Busway, enabling the promotion of sustainable modes of transport to residential and leisure uses, the City Centre and the station<sup>65</sup>. The potential for an eastern access to the station would also promote use of sustainable transport modes, thus reducing the traffic and parking impact on residential areas on and near the site. Parking controls, as referred to in paragraph 3.85 of the Local Plan, may also be required in order to improve residential amenity and support the free flow of traffic.
107. The development of the SPD will involve further analysis of land use and service provision in the surrounding area and the effect that this has on residential amenity. The Council considers that with wider improvements to provision for sustainable modes of transport, traffic and noise mitigation measures, the leisure facilities will not have an adverse impact on residential amenity. This is in compliance with paragraph 37 of the Framework<sup>66</sup>, which requires that “Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.”

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<sup>60</sup> RD/Strat/130

<sup>61</sup> RD/Strat/140

<sup>62</sup> RD/LP/260 and RD/LP/310

<sup>63</sup> RD/LP/310, page 83

<sup>64</sup> RD/LP/310, page 454

<sup>65</sup> RD/LP/310, page 460.

<sup>66</sup> RD/NP/010.

**iii. Is it the intention that the site should be accessed solely from Cherry Hinton Road?**

108. The only vehicular access to the site presently is from Cherry Hinton Road. Appendix B of the Local Plan<sup>67</sup> states that access onto Cherry Hinton Road will be subject to capacity analysis and assessment of links to the wider area.

109. The site was assessed by Cambridgeshire County Council in its role as the highway authority as part of the SHLAA<sup>68</sup>. The site is not considered to have any significant issues<sup>69</sup> in respect of transport access. As outlined in the Statement of Common Ground<sup>70</sup>, USS has engaged with Cambridgeshire County Council to discuss transport matters, with the approach to the proposed transport scope and modelling work being agreed.

110. Potential access routes to the site will be assessed further as part of the preparation of the SPD.

**iv. Is the figure of 550 dwellings in criterion (n) the maximum residential capacity of the site and will the figure be replicated in the proposed SPD?**

111. The Council considers that the density of the development is appropriate and justified in this location. The approach taken to calculating densities for site allocations in the Local Plan has previously been set out in Appendix 6: Approach to the Cambridge SHLAA and Technical Background Documents within the Councils' Matter 8 Hearing Statement<sup>71</sup>. Whilst the initial approach to calculating densities was based on the use of density formulae taking into account the location, accessibility, size and shape of sites, this was followed by assessment using a design led approach to test the robustness of the initial estimates. Factors for consideration included access, car parking, landscaping and building heights.

112. During Issues and Options 2 consultation, local residents expressed concerns about the residential capacity of the site. The Council considers that this density is achievable on site, having taken into account the specific site constraints and the parking and open space needs of the development. The Council and other landowners will test a variety of site layouts during the preparation of the SPD. This process will involve public consultation. The objective will be to ensure that the optimum site layout is put forward, which could achieve an appropriate density of development whilst ensuring appropriate access and levels of open space on site and address wider local amenity. This approach is compliant with the core planning principles set out in paragraphs 17 and 111 of the Framework which requires Councils to encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

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<sup>67</sup> RD/Sub/C/010, page 248.

<sup>68</sup> RD/Strat/140

<sup>69</sup> RD/SCG/160, paragraph 5.14 & 5.15, page 6.

<sup>70</sup> RD/SCG/160

<sup>71</sup> M8/CCC&SCDC

**2C.3: Site M14**

**i. Could the Council clarify the state of progress of the development of the site which was granted outline approval in 2010?**

113. A site plan, description of the outline permission (08/0266/OUT) and a table illustrating the progress on Site M14 has been provided in Appendix 5. Most development 'blocks' within the area have either been developed, approved, or have resolution to approve subject to the signing of a S106 agreement.
114. Blocks G1 (Office Use) and G2 (residential) are the only blocks yet to come forward for development.

**2C.4: Site R44**

**i. Should the final paragraph of the policy text also make reference to the integration of the Flying Pig PH and the necessity to have regard to the effect on the setting and significance of the Grade 2\*listed Botanic Gardens?**

115. Site R44 is located on the western side of Hills Road opposite the junction with Station Road. It is currently made up of four office buildings: the new Botanic House; Ortona House; Betjeman House; and Francis House (including rear car park); together with the Flying Pig Public House.
116. Betjeman House, Broadcasting House, Botanic House and the Flying Pig Public House are already the subject of a partially implemented planning permission. The consent (06/00552/FUL) is for redevelopment to provide mixed use scheme comprising 156 residential units (including 40% affordable housing), B1 office use; retail / food and drink (Classes A1; A3 and A4 uses, including retention of 'Flying Pig' Public House), and new community use, together with associated basement car parking and servicing; amenity space (external and internal) with associated hard and soft landscaping; including re-location of the war memorial and provision of public art respectively. The application site did not include Francis House or its rear car park, which was acquired by the current landowner in September 2010.
117. A subsequent Section 73 planning permission (08/1058/S73) was granted on 23 October 2008 to vary various planning conditions to allow the office element of the approved scheme to be constructed as the first phase of the development (i.e. the now completed New Botanic House). These planning permissions have been implemented by virtue of the clearance of all relevant pre-commencement conditions and the construction of phase 1 of the development.
118. In terms of what is currently on the site, the Francis House building has recently been comprehensively refurbished and is now occupied by Siemens Plc, with their lease running until 2023. This part of the overall site will therefore not be available for redevelopment for some time. The Francis House part of the site, whilst currently in office use, is regarded by the landowners as being the most suitable for potential future residential use, subject to viability and prevailing market conditions.

119. Betjeman House is occupied less intensively on a short term lease basis by various companies. This building and its surrounding land, including Ortona House and The Flying Pig Public House, has been subject to very early draft proposals, which have already been the subject of initial discussions with the Council's Development Management Officers.
120. As a result of the delivery of Botanic House, the changes in landownership and the inclusion of Francis House, it is considered that the description of the allocation R44 in Appendix B: Proposals Schedule should be amended to reflect the mixed use nature of the scheme and to ensure consistency with Policy 20. As such, the Council proposes that the site be given an 'M' prefix and that the description of the site's indicative capacity should include B1(a) and B1(b) employment and retail uses. These minor modifications are set in Appendix 2.
121. Through their response to the Proposed Submission consultation, Historic England sought amendments to Policy 20 and Appendix B: Proposals Schedule to seek retention of the Flying Pig Public House and to have special regard to the setting of the Botanic Gardens. Historic England has noted in the Statement of Common Ground agreed between Cambridge City Council and Historic England<sup>72</sup> that there is an extant and partially implemented permission which retains the Flying Pig Public House. If another planning application were to be submitted for this site which involved the loss of the Flying Pig, it should be noted that the site is safeguarded as a public house within Appendix C (PH091) of the Local Plan<sup>73</sup>. However, Historic England would also expect any such application to consider the positive contribution that the existing building makes to the character and appearance of this part of the conservation area (in accordance with paragraph 72 of the 1990 Planning (Listed Buildings and Conservation Areas) Act<sup>74</sup>). The Council agrees that there are structures on this site that, by virtue of their character, quality and location, make a positive contribution to the character and appearance of the conservation area even though they are not listed. The Flying Pig Public House is one such building and, in accordance with Policy 61 (b) regard would need to be had to the harm the loss of the building would cause to the character or appearance of the conservation area. The Council proposes a minor modification to Appendix B: Proposals Schedule to address this concern. This is set out in Appendix 2 of this statement.
122. Additionally, the Council proposes a minor modification to refer to the necessity to have regard to the effect on the setting and significance of the Grade II\* listed Cambridge University Botanic Gardens. A minor modification is proposed in Appendix 2 of this statement.

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<sup>72</sup> RD/SCG/410

<sup>73</sup> RD/Sub/C/010

<sup>74</sup> RD/Gov/170

**Matter CC2D: Mitcham’s Corner Opportunity Area**

**2D.1: Policy 21**

**Overview**

123. Policy 21: Mitcham’s Corner Opportunity Area seeks to promote and coordinate the use of sustainable transport modes, contribute to a sense of place, and deliver local shops and services. Where redevelopment in the area occurs the policy promotes opportunities to provide a mix of uses. Opportunities for rebalancing the needs of pedestrians and cyclists over motor vehicles and restoring a more active street frontage are key aspects of this policy.
124. Further proposed modifications were submitted at submission<sup>75</sup>, highlighting minor amendments to Policy 21. The minor modification PM/3/017 included the clarification of the use of materials in response to representations made to the Proposed Submission Consultation.

**i. What planning status would the proposed masterplan have?**

125. The Council is currently in the process of developing the Mitcham’s Corner Development Framework Supplementary Planning Document (SPD). The process for the development of the document will involve extensive public engagement and consultation with residents, landowners, ward councillors, Cambridgeshire County Council and other general and specific stakeholders as outlined in the Town and Country Planning (Local Planning) (England) Regulations 2012<sup>76</sup>.
126. To ensure the coordinated development of the site, the Council considers that the document should be given the planning weight of an SPD in order for it to be a material consideration in the determination of planning applications and in making decisions relating to investment in works within the public highway and public realm. This would not only mirror the approach taken for other Opportunity Areas in the Local Plan, such as the Eastern Gate Opportunity Area (Policy 22<sup>77</sup>), but reflect the process of consultation and community engagement, which will be undertaken as part of the production of the document. This approach is also consistent with paragraph 155 of the Framework<sup>78</sup>, whereby local planning authorities are encouraged to proactively engage with communities to create a collective vision and set of agreed priorities.
127. Active consultation with the local community, landowners and stakeholders has been ongoing since 2014. The Council aims to take the draft SPD to Development Plan Scrutiny Sub Committee in July 2016 for approval and agreement to consult upon. Public consultation would be scheduled between September and October 2016. It is anticipated that the Mitcham’s Corner Development Framework will be adopted as an SPD at the same time as the Local Plan is adopted.

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<sup>75</sup> RD/Sub/C/050, page 10.

<sup>76</sup> RD/Gov/020

<sup>77</sup> RD/Sub/C/010, page 81.

<sup>78</sup> RD/NP/010

128. The Council is proposing a minor modification to clarify the status of the document. This can be found in Appendix 2.

**ii. Would the proposed moratorium on the submission of planning applications pending the approval of the masterplan be consistent with paragraph 15 of the National Planning Policy Framework?**

129. The Council is working collaboratively with landowners on the development of the SPD. This is especially important for the more substantive developments within the site, such as the Staples development (on the gyratory), Henry Giles House (Site R4) and the Westbrook Centre. Without the proper coordination of these large sites, the comprehensive and sustainable redevelopment of the Opportunity Area will be difficult to achieve.

130. The policy aims to deliver a series of coordinated streetscape and public realm improvements<sup>79</sup>. If development proposals were to come forward on a piecemeal basis and before the preparation and adoption of the SPD, the coordination of development would not be possible. Without this comprehensive approach, the Opportunity Area would remain fragmented and the potential range of townscape improvements would not be achieved.

131. Providing they do not conflict with the broad aims and objectives to be set out in the SPD, the Council considers that less substantive applications can be submitted and determined. On this basis, the Council is proposing a minor modification to Policy 21 in order to clarify the position. This can be found in Appendix 2.

132. The Council considers that the policy is compliant with the Framework's core principles of encouraging the effective reuse of land, actively managing patterns of growth and encouraging multiple benefits from the use of land<sup>80</sup>. Furthermore, the Council considers that achievement of the policy's objectives is consistent with paragraphs 7 and 15 of the Framework in delivering the three dimensions of sustainable development.

**iii. Could the enhancement of more sustainable modes of transport be achieved without the revision or removal of the gyratory system?**

133. The current layout of the gyratory includes five junctions, three of which are signal controlled, in addition to puffin and zebra crossings. From a transport infrastructure perspective, the gyratory system results in an unusually long length of heavily trafficked roadway and stop-start vehicle movement patterns. This is not conducive to using sustainable modes of transport.

134. The layout of the existing gyratory at Mitcham's Corner is confusing for drivers, cyclists and pedestrians and includes extensive signage, lane and direction changes and complex crossing arrangements. It is fragmented, which limits the accessibility of the area and increases journey times and travel times for cyclists and pedestrians. The disjointed nature of the existing gyratory also increases conflict between motorised traffic, cyclists and pedestrians. This is

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<sup>79</sup> RD/Sub/C/010, page 78

<sup>80</sup> RD/NP/010, paragraph 17 bullets 8, 9 and 11

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contrary to the core principles of the Framework<sup>81</sup> which seek to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

135. Removing or revising the existing gyratory system would result in a more comprehensive pattern of vehicular movement with the potential to increase the active flow of traffic, reducing the potential for standing traffic and decreasing pollutants. The improvement of traffic flow will enable better flow of public transport, reducing journey times and encouraging public transport use. By improving the legibility of the area, it would also reduce the conflict between different road users, which would encourage pedestrians and cyclists to travel through the area.
136. Therefore, the Council considers that the enhancement of more sustainable modes of transport can only be achieved by the revision or removal of the existing gyratory system.
137. In terms of recent progress, workshops were held on 9 - 10 February 2016 to review the options, opportunities and constraints for future modifications and plans for Mitcham's Corner. The workshops included senior officers from both County and City Councils as well as consultants involved in the City Deal transport proposals. The workshops covered issues such as objectives, constraints, key design principles, likely options, precedent schemes and modelling and assessment options. A workshop event report has been prepared which summarises the main points arising and preferred options. This report will inform the choice of options to be modelled, including the revision or removal of the existing gyratory. The County Council has no objection in principle to the removal of the existing gyratory, but requires further more detailed traffic modelling to assess future impacts on the highway network prior to any detailed changes being made.
138. This modelling work will be undertaken in tandem with the Council's ongoing joint working with Cambridgeshire County Council on the Greater Cambridge City Deal proposals for Milton Road. The Councils are seeking to integrate designs for Mitcham's Corner with those for Milton Road<sup>82</sup>. Subject to detailed testing, the removal or alteration of the existing gyratory could greatly assist in improving conditions for pedestrians, cyclists and public transport.
139. The City Deal scheme for Milton Road is part of tranche 1 of the City Deal and seeks to integrate transport improvements along the corridor. Work towards City Deal schemes are well advanced. WSP/ Parsons Brinckerhoff have been appointed to assess and evaluate options for improving access to and from the city by sustainable forms of transport along Milton Road. Work has involved liaison between City Deal partners and key stakeholders e.g. the emergency services and transport operators. In early 2016, public consultation took place involving a series of exhibitions. Following this, further technical work is being undertaken and will be presented to the City Deal Executive Board in June/July 2016. More detailed proposals will then be drawn up and further consultation undertaken. City Deal has an initial budget of around £24 million for the project.

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<sup>81</sup> Paragraph 17 of the National Planning Policy Framework (RD/NP/010)

<sup>82</sup> [http://www.gccitydeal.co.uk/citydeal/info/2/transport/1/transport\\_projects\\_and\\_consultations/4](http://www.gccitydeal.co.uk/citydeal/info/2/transport/1/transport_projects_and_consultations/4)

**iv. Should the policy specifically promote measures to facilitate the coordinated provision of public transport to and from the opportunity area (OA) e.g. a modal interchange for bus services?**

140. The provision of a modal interchange would be complementary to the revision or removal of the existing gyratory system. Currently, bus stops are peppered throughout the Opportunity Area. The potential to provide an interchange will be investigated as part of the modelling and assessment work being undertaken by the County Council.

141. The potential for a modal interchange is in keeping with the first paragraph of Policy 21. It has not been specified as further modelling work needs to be completed, and at this stage, it is not confirmed that a modal interchange is feasible. If considered feasible, the proposal would be included in the Mitcham's Corner Development Framework (SPD).

142. The current City Deal plans for Milton Road focus on the creation of more reliable, faster and frequent bus services increasing the attractiveness of bus usage along Milton Road and the potential to reduce the number of car trips. Better and more segregated foot and cycleways are also being investigated to improve safety, encourage more walking and cycling and reduce the number of car trips<sup>83</sup>. This coincides with the objectives with Policy 21 and its aim to promote and coordinate the use of sustainable transport modes. Cambridgeshire County Council and Cambridge City Council are currently seeking to integrate any feasible designs for Mitcham's Corner with those for the Milton Road City Deal Scheme.

**v. Would the policy enable a more balanced mix of commercial/residential uses in the OA?**

143. Policy 21 seeks to reinforce the 'high street' feel of the area; maintain the vibrant community; and provide attractive places to live in, work in and travel through. Where redevelopment occurs, the policy specifies that opportunities should be taken to provide a mix of uses, including residential uses on upper floors. The Council has also allocated specific sites within and around the Opportunity area (Site R3 and R4) for residential uses to support a balanced mix of uses.

144. Mitcham's Corner is designated in the Local Plan as a District Centre<sup>84</sup>. District Centres are second only to the City Centre in the Council's retail hierarchy. The District Centre is home to a wide range of A1 and A2 units, public houses, restaurants, student accommodation, offices and residential accommodation. The Cambridge Retail and Leisure Study Update 2013<sup>85</sup> noted that since 2008 there has been relatively little change in the health of the District Centre. Although performing well, the Council considers that there is scope for improvement. The Council has appointed a Mitcham's Corner Co-ordinator to work with local businesses and residents to improve the area. The active desire to improve the area is voiced by the Friends of Mitcham's Corner. The Council engages with the Friends of Mitcham's Corner regularly, and supports the enhancement of Mitcham's Corner through the planning of the area and the

<sup>83</sup> [http://www.gccitydeal.co.uk/citydeal/info/2/transport/1/transport\\_projects\\_and\\_consultations/4](http://www.gccitydeal.co.uk/citydeal/info/2/transport/1/transport_projects_and_consultations/4)

<sup>84</sup> RD/Sub/C/010, page 259

<sup>85</sup> RD/E/130, paragraph 5.3, page 36.

involvement of the Mitcham's Corner Co-ordinator in trading and community engagement activities.

145. As a result of its District Centre status, planning proposals within the Mitcham's Corner District Centre will also be guided by Policy 72: Development and change of use in district, local and neighbourhood centres. This policy requires that A1 uses do not fall below 55% (measured as a proportion within the 'A' use classes in the district). Proposals for other uses not defined in the 'Suitable Uses' table within the policy<sup>86</sup> would only be permitted if they complement the retail function and maintain or add to the vitality, viability and diversity of the centre<sup>87</sup>.
146. The Council considers that Policy 21, in combination with the removal or revision of the gyratory and the wider work being undertaken by the Council's Mitcham's Corner Co-ordinator, would make the area more attractive to a wider range of uses, as a result of improved accessibility by sustainable modes of transport, increased legibility and linkages to all parts of the Opportunity Area and beyond. Working alongside Policy 72, the second paragraph of Policy 21 requires that where redevelopment occurs, opportunities should be taken to provide a mix of uses. This is compliant with Paragraph 69 of the Framework<sup>88</sup>.
147. If the gyratory were to remain, the fragmented nature of the site would reduce opportunities for improving the vibrancy and attractiveness of the area to local businesses and shoppers.
- vi. Would there be any planning merit in amending the southern boundary of the OA so as to follow the riverbank between Victoria Avenue and Henry Giles House?**
148. The Council would support extending the boundary of the Opportunity Area to the South between Victoria Avenue and the existing boundary of the Opportunity Area adjacent to No. 1 Riverside Court. This could allow a future connection to the river and increase the scope for improvement of the Opportunity Area. Providing a link to the river from within the Opportunity Area opens up the possibility for improved access to the river for visitors and residents.
149. Furthermore, it is sensible to include the small stretch of riverbank south of the public toilets on Chesterton Road and the public house car park. This land is occupied by a number of trees and provides access to houseboats moored on the river. A minor modification to amend the southern boundary on Figure 3.8 has been proposed in Appendix 2 to reflect this.
150. A larger extension to the Opportunity Area has been put forward in representations. This included a part of the Protected Open Space (P&G28 Jubilee Gardens<sup>89</sup>) which forms the riverbank to the right of the public toilets. The Council is not convinced that there is any planning merit in including this part of the riverbank in the Opportunity Area. This is already designated as a Protected Open Space under Policy 67 and Appendix C of the Local Plan<sup>90</sup> This means that there is a clear presumption against the loss of such Protected Open Space due to its environmental and/or recreational importance.

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<sup>86</sup> RD/Sub/C/010, page 198

<sup>87</sup> RD/Sub/C/010, page 197, criterion (a)

<sup>88</sup> RD/NP/010, paragraph 69

<sup>89</sup> RD/Sub/C/010, Appendix C, page 272

<sup>90</sup> RD/Sub/C/010, page 184

**2D.2: Site R3 (City Football Ground)**

**i. Would there be any planning merit in including this site within the OA?**

151. Site R3 City Football Ground was subject to a planning application 14/0790/FUL in December 2014. The approved development will consist of 106 residential units, open space, hard and soft landscaping and car and cycle parking. As the site is currently under construction with 37 units occupied to date and all 106 units likely to be completed by December 2016, the Council does not consider that there is any planning merit in including the site within the Opportunity Area.

**2D.3: Site R4**

**i. Would the proposed density of the development enable the site to be developed without harming the character and local distinctiveness of the surrounding area?**

152. Site R4 Henry Giles House, which lies within the Central Conservation Area, currently comprises offices and parking. Site R4 Henry Giles House is allocated for residential development in the emerging Local Plan. The indicative capacity of the site is for 48 dwellings at a density of 62 dwellings per hectare. The site lies in an established residential area which includes many terraced dwellings and flats. The Council considers that the density of the development is appropriate and justified in this location within a conservation area and close to the City Centre. This is compliant with the core planning principles set out in paragraphs 17 and 111 of the Framework which requires Councils to make effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.
153. Cambridge City Council has undertaken a thorough Strategic Housing Land Availability Assessment (SHLAA)<sup>91</sup> that searched for and assessed land for residential development. Cambridge City Council's Housing Land Supply Topic Paper<sup>92</sup> summarises the SHLAA's approach to assessing sites.
154. Once the SHLAA had identified sites that were potentially developable, Cambridge City Council undertook further work assessing sites in the Cambridge Local Plan Technical Background Document Part 2<sup>93</sup> and its supplement<sup>94</sup>, which fed into the development of the Local Plan. Throughout the development of the Local Plan, there were a number of opportunities for landowners, developers and members of the public to comment on the suitability of sites for allocation.
155. The approach taken to calculating densities for site allocations in the Local Plan has previously been set out in Appendix 6: Approach to the Cambridge SHLAA and Technical Background Documents within the Councils' Matter 8 Hearing Statement<sup>95</sup>. Whilst the initial approach to calculating densities was based on the use of density formulae taking into account the location,

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<sup>91</sup> RD/Strat/130 & RD/Strat/140

<sup>92</sup> Paragraphs 2.1 to 2.7, RD/Top/070.

<sup>93</sup> RD/LP/260

<sup>94</sup> RD/LP/310

<sup>95</sup> M8/CCC&SCDC

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accessibility, size and shape of sites, this was followed by assessment using a design led approach to test the robustness of the initial estimates. Factors for consideration included access, car parking, landscaping and building heights. The site was assessed against a wide range of issues to ensure it can be developed.

156. The Council has assessed a number of sites within the close vicinity of the area in relation to their density (see Appendix 7: Surrounding Site Densities within this statement). This assessment illustrates that the indicative density for Site R4 Henry Giles House is in keeping with existing residential densities in the surrounding area.
157. The local character of the area comprises terraced houses with small gardens assessed at between 39 and 80 dwellings per hectare. The existing building is not in keeping with the residential nature of the surrounding area. The redevelopment of the site will ensure that the site complies with Policies 7, 21, 56 - 59 and 61 within the Local Plan which address the river, the Opportunity Area and the historic environment, and the Castle and Victoria Road Conservation Area Appraisal<sup>96</sup>.
158. If an application came forward for the redevelopment of Site R4, Policy 4/11 Conservation Areas in the Cambridge Local Plan 2006<sup>97</sup> or Policy 61: Conservation and enhancement of Cambridge's historic environment<sup>98</sup> in the emerging Local Plan would be applied in determining the application. Both of these policies require that conservation area appraisals should be referred to as a material consideration in making and determining applications.

**ii. Would the loss of the Job Centre and the DVLA facilities be consistent with Policy 73 of the Plan**

159. Site R4: Henry Giles House is already allocated by Policy 5/1 of the Cambridge Local Plan 2006 for residential development (Site 5.15) and been found suitable for residential development. Volume 2 of the Sustainability Appraisal<sup>99</sup> further illustrates the Council's assessment of the site and reallocation in the emerging Local Plan, which again found the site suitable for residential development.
160. The Council and Telereal Trillium, which acts for the DVLA and Department for Work and Pensions on this site, agreed a Statement of Common Ground<sup>100</sup> in March 2015. It was agreed in the Statement of Common Ground that Site R4: Henry Giles House will be delivered within the plan period. The principle of residential development on the site was also agreed. As the site is allocated, the principle of the loss of employment uses is established and the requirements of Policy 41<sup>101</sup> do not apply.

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<sup>96</sup> RD/NE/150. The Castle and Victoria Road Area forms part of the wider Central Conservation Area.

<sup>97</sup> RD/AD/300, page 54.

<sup>98</sup> RD/Sub/C/010, page 178

<sup>99</sup> RD/Sub/C/040, page 13

<sup>100</sup> RD/SCG/270

<sup>101</sup> RD/Sub/C/010, page 138, Policy 41: Protection of business space

**Matter CC2E: Eastern Gate Opportunity Area**

**2E.1: Policy 22**

**Overview**

161. The Eastern Gate Opportunity Area lies to the east of the City Centre. It encompasses a sizeable area that stretches west to east from Wellington Street to the war memorial on Newmarket Road and to Cambridge Retail Park. To the south, the Opportunity Area includes the Crown Court on East Road, and the northerly side of Young Street and New Street. The Opportunity Area stretches up to the north past the Elizabeth Way roundabout and includes the residential and retail units that face onto and have immediate access to Newmarket Road. Figure 3.9 of Policy 22 and Figure 17 of the Eastern Gate SPD<sup>102</sup> illustrate the Opportunity Area in more detail.
162. Policy 22 seeks to enhance the character of the Opportunity Area; develop buildings of a scale and massing that respond to context; and increase activity. Key projects are identified at criteria f – j within Policy 22 in order to improve traffic flow and connectivity.
163. Sites 7.01: New Street\Newmarket Road and 7.03: Coldham’s Lane/Newmarket Road were allocated in the Local Plan 2006<sup>103</sup>. Site 7.01 (2.01 hectares) was allocated for employment, B1, housing, student hostels, whilst Site 7.03 (0.95 hectares) was allocated for mixed uses including housing and employment B1a (not exceeding existing B1a floorspace), hotel, student hostel and A1 non-food retail (not exceeding 50% of the site area).
164. To inform the development of sites 7.01 and 7.03 and the wider area, Cambridge City Council subsequently prepared the Eastern Gate Development Framework Supplementary Planning Document (SPD)<sup>104</sup>. This addressed the widespread recognition of the need to improve the physical environment of the wider area, which was fragmented by the large-scale highways interventions from the 1970s onward. It also considered the relationship of potential development sites (including sites 7.01 and 7.03) within the area’s wider context.
165. The development of the SPD involved extensive public engagement, consultation and research. It involved two main stages. Firstly, the Council produced a Visioning Document<sup>105</sup> in consultation with the local community, members and key stakeholders in early 2011. This document was then used to inform the production of the SPD. Now adopted<sup>106</sup>, the SPD is used as a positive tool to guide development in the area and is used as a material consideration in the determination of planning applications.
166. Within the Eastern Gate Opportunity Area, development has progressed significantly on both allocated and non-allocated sites. A large proportion of both sites 7.01 and 7.03 have been

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<sup>102</sup> RD/SPD/230, page 21

<sup>103</sup> RD/AD/300 – Appendix F – Proposals Schedule, page 148.

<sup>104</sup> RD/SPD/230.

<sup>105</sup> <https://www.cambridge.gov.uk/sites/default/files/docs/eastern-gate-visioning-document.pdf>

<sup>106</sup> The Eastern Gate SPD was approved at the Council’s Environment Scrutiny Committee on 4 October 2011.

successfully developed, or have planning permission. In these instances, the SPD has guided development as a material consideration.

167. However, there are still some sites within the wider Opportunity Area where the SPD can be applied to guide and shape the area's development. The Council considers the SPD to be a successful tool to guide development in this area. The Local Plan carries forward the Council's established approach to this area by developing Policy 22: Eastern Gate Opportunity Area<sup>107</sup>. The SPD supports the implementation of Policy 22.
- vii. Paragraphs 3.4.21 and 3.4.22 of the SPD would seem to indicate that any future redevelopment of the Howard Mallett site would not necessarily be for community use. That being the case, is the policy in conflict with Policy 73 of the Plan in terms of the loss of community facilities? Would any conflict be adequately mitigated by the fact that paragraph 3.4.22 indicates the potential to enhance and increase the size of St Matthew's Piece (P&G20)?**
168. Paragraphs 3.4.21 and 3.4.22 of the SPD focus on how the Howard Mallett Centre site's built form (existing or proposed) should respond to the prevailing context of the wider area, rather than defining any future use of the Centre.
169. The key principles set out in paragraphs 3.4.21 and 3.4.22 present the opportunity to enhance St Matthew's Piece, should an application for redevelopment of the Howard Mallett Centre site come forward.
170. The Howard Mallett Centre site falls within the Eastern Gate Opportunity Area, but is not an allocation within either the Cambridge Local Plan 2006 or the emerging Local Plan. If an application came forward for the redevelopment of the site prior to the adoption of the new Local Plan, Policy 5/11: Protection of Existing Facilities in the Cambridge Local Plan 2006<sup>108</sup> would be applied in determining the application. Policy 73: Community, sports and leisure facilities<sup>109</sup> in the emerging Local Plan would be applied in determining the application once this Plan is adopted. Both of these policies require the applicant to address the need for the community facility.
171. The Council does not consider that the paragraphs of the SPD are in conflict with Policy 73 of the Local Plan 2014, as Policy 73 addresses land use in the form of community and leisure facilities. The paragraphs of the SPD which are referred to concern the built form of any redevelopment rather than the principle of such redevelopment or a range of appropriate uses. In dealing with any planning application, both the use of the site and how the proposal responds to its context would be matters for consideration.
172. The Council is aware that a planning application<sup>110</sup> has recently been submitted on the site. The determination of application will take into account the existing and emerging Local Plan policies and the SPD as discussed above.
173. The application is for a change of use from the permitted use as a studio/cafe/bar/multimedia education centre and community facility to general education use within use class D1, including

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<sup>107</sup> RD/Sub/C/010, page 81.

<sup>108</sup> RD/AD/300, page 54.

<sup>109</sup> RD/Sub/C/010, page 200.

<sup>110</sup> 15/2372/FUL.

alterations to eastern and southern elevations, external landscaping and reconfigured cycle parking. It has not yet been determined.

**viii. Having regard to paragraphs 3.3.10 and 3.3.11 of the SPD, would the policy enable the provision of student residential accommodation in the Opportunity Area subject to appropriate design arrangements?**

174. The objective of Policy 22 is to enhance the character of the area, develop buildings of a scale and massing that respond to context and increase activity. The policy is not intended to comprehensively steer the land use requirements for the Opportunity Area.
175. Should an application come forward within the Opportunity Area for student accommodation before adoption of the new Local Plan, it would need to be considered in the context of Policies 7/8 Anglia Ruskin University East Road Campus; 7/9: Student Hostels for Anglia Ruskin University; and 7/10: Speculative Student Hostel Accommodation within the Cambridge Local Plan 2006<sup>111</sup> and Policy 46: Development of student housing of the emerging Local Plan. Policy 46 has not yet been discussed during the Local Plan examination. The Council is undertaking a study on student accommodation, which will inform the future development of this policy<sup>112</sup>.
176. As sites within the Opportunity Area are in multiple ownership and can come forward for development independently, it is important that any application within the Opportunity Area also meets the requirements of Policy 56: Creating successful places<sup>113</sup> of the emerging Local Plan. This policy and its supporting text seek a balance between the mix of uses within an area, movement, density, and clearly defined public and private open spaces. This is also a key requirement of paragraph 58 of the Framework.
177. For clarification, paragraph 3.3.10 of the SPD reiterates the requirements for land use on two specific sites 7.01 and 7.03 set out in Appendix F: Proposals Schedule<sup>114</sup> of the Cambridge Local Plan 2006 only. It does not add any further detail to land uses in the wider Opportunity Area. Both allocations specifically allow for student hostel development along with other uses.
178. Paragraph 3.3.11 focuses on the setting and context of buildings on Sites 7.01 and 7.03 within the Opportunity Area, highlighting that the development of such buildings would be subject to careful design considerations and does not preclude their development.
179. The SPD and relevant policies from the Cambridge Local Plan 2006 have been applied in the determination of two applications on site 7.01 and two applications on unallocated sites for student accommodation within the Opportunity Area in recent years. The approval of these applications demonstrates that student accommodation, if carefully designed, is deliverable within the Opportunity Area, taking into account appropriate design arrangements and other relevant policies within the Local Plan. To date, 272 student units have been approved within the Opportunity Area, 66 of which are completed or under construction (see Appendix 8).

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<sup>111</sup> RD/AD/300, pages 78–82.

<sup>112</sup> RD/GEN/270.

<sup>113</sup> RD/Sub/C/010, page 172.

<sup>114</sup> RD/AD/300, page 148.

**ix. Could the Council clarify its reference to block structure in the second paragraph of the policy? Is the term concurrent with the definition given in paragraph 3.3.3 of the SPD?**

180. In response to a number of representations in relation to block structure, the Council clarified its reference to block structure in minor modification PM/3/018<sup>115</sup>. As a result, the second paragraph of the policy now reads as follows:

~~“The character of the area will be enhanced by developing buildings of a scale and massing that responds to context and reflects the predominantly residential nature of the area of a creating a block structure and developing building forms which moderate the scale and massing of new development in a manner that is responsive to their context and reflecting the finer urban grain of the area (building heights are indicated on Figure 3.9).”~~

181. Block structure is defined in the Glossary of the SPD<sup>116</sup> and describes how development parcels are formed as a result of the main circulation and movement routes and how building frontages address them. An improved block structure can be used to enable development within the Opportunity Area to respond appropriately to its context. Block structure is defined as an “area bounded by a set of streets and undivided by any significant street.”

182. The proposed minor modification PM/3/018 to the second paragraph of Policy 22 illustrates how block structure can enhance the character of the area in line with the Glossary definition within the SPD without specifically mentioning the term block structure.

183. Paragraph 3.3.3 of the SPD is not a definition of block structure, but instead illustrates the benefits that an improved block structure can provide to open space, land use and activity, for example: block structure would “Improve the walkability of the area and access to existing open spaces”<sup>117</sup>. This approach is taken throughout section three of the SPD to illustrate the benefits that block structure can provide to the Development Area.

**x. Given its more elevated position, should the maximum storey height indicated in Figure 3.9 in respect of the location of the West’s site be reduced?**

184. Appropriate storey heights are referenced in both Figure 3.9 of the Local Plan and Figure 39 of the SPD. Paragraph 3.91 of the supporting text to Policy 22 of the Local Plan explains how to interpret the storey heights set out in Figure 3.9 of the Plan.

185. Paragraphs 3.4.6 to 3.4.9 of the Eastern Gate SPD<sup>118</sup> discuss the storey heights illustrated in Figure 39 of the SPD and address the need to test storey heights in a robust manner, including the use of Computer Generated Images (CGI). The heights in Figures 3.9 and 39 are expressed as a range of figures including shoulder height and overall height. The building’s shoulder height is the sheer height of a building at the back of the footway up to the eaves or parapet height, whilst the overall height refers to the height of the building from pavement to the ridge of the roof or the top of any flat roof, including set-back floors. For example 3+1 signifies that the building heights should generally have a shoulder height of 3 storeys and an overall

<sup>115</sup> RD/Sub/C/050, page 10.

<sup>116</sup> RD/SPD/230, page 88.

<sup>117</sup> RD/SPD/230, Paragraph 3.3.3, bullet one, page 37.

<sup>118</sup> RD/SPD/230, paragraph 3.4.7, page 42.

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building height of four storeys, providing that the upper floor is set back or within the building's roof space.

186. Figure 39<sup>119</sup> of the Local Plan and Figure 3.9 of the SPD<sup>120</sup> are identical in respect of the storey heights for the West's site.
187. Any increase in the heights contrary to Figure 39 of the SPD requires that robust evidence be provided to justify an extension to these building heights<sup>121</sup> as stipulated in paragraph 3.4.9 of the SPD.
188. The Council proposes a modification to Paragraph 3.91 of the supporting text to Policy 22 to clarify the building heights illustrated in Figure 3.9 of the Local Plan and how these building heights are tested to ensure continuity with the policy. This modification can be found in Appendix 2.
189. Significant progress has been made on the West's site since consultation took place on the Local Plan. Application 14/1154/FUL was received in July 2014 for 202 student rooms on the West's site. Council officers referred to paragraph 3.4.9 in the SPD when assessing the application. This paragraph notes that building heights may exceed the limits set out in the SPD but must be subject to robust testing. This testing involved use of CGI.
190. The application was reported to the Council's Planning Committee in May 2015 for approval. It was refused on the basis of the height and massing of the building. It was considered that the development would be poorly integrated into the locality, reading discordantly against the prevailing character of the north side of Newmarket Road.
191. An appeal was allowed on 18 March 2016 and the decision is attached as Appendix 9. The Council understands that the landowner is likely to implement this scheme.
192. It would therefore seem entirely appropriate for these heights to be maintained within the SPD.

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<sup>119</sup> RD/Sub/C/010, page 84

<sup>120</sup> RD/SPD/230, page 45

<sup>121</sup> RD/SPD/230, paragraph 3.4.9, page 43.

**Matter CC2F: Mill Road Opportunity Area**

**2F.1: Policy 23**

**Overview**

193. The Mill Road Opportunity Area as outlined in Policy 23 in the emerging Local Plan seeks to maintain and enhance the distinctive character of the area. It provides opportunities to improve the public realm along Mill Road and successfully integrate key development sites (at R9, R10 and R21) into the urban fabric and the vibrant local community.
194. The area has two District Centres separated by the railway bridge; the Mill Road and St. Matthew's area to the west in Petersfield, and the Romsey Town area to the east.
195. Mill Road itself is notable for its wide range of independent shops and other facilities. One of the special features of Mill Road is the way in which the vast majority of its shop units have stayed the same size, rather than being combined. There are many cafés, bars and restaurants, mainly aimed at the night-time economy. Many of the shops are owned by families rather than by larger national chains, providing a special character to the area and real sense of community which is further enhanced by the rich ethnic mix. To either side of Mill Road are terraced residential streets, some of which have a high population of students or shared households.
196. Mill Road is also a busy, narrow road and there are conflicts between cars, buses, cyclists and pedestrians which the public realm improvements will need to address.
197. A number of representations relate to both the Policy 23 and the specific site allocations, and it is proposed as a minor modification to add the site reference numbers (R9, R10 and R21) to paragraph 3.97 to provide greater clarity of the link between Policy 23 and the allocated sites. This minor modification is set out in Appendix 2.
- i. Could the Council confirm that the identification in the Plan of this part of Mill Road as an opportunity area will have no effect on its designation in relation to the Central Conservation Area?**
198. The Central Conservation Area is a very large conservation area, which was first designated on 25 February 1969 and has since been extended on nine occasions. As the Central Conservation Area comprises a number of areas of different character, the area is gradually being split into smaller areas with their own Conservation Area Appraisals. The Central Conservation Area was extended in 1993 to include the Mill Road and St Matthew's area. The Mill Road and St. Matthew's area is now generally referred to as Mill Road Conservation Area, although it still forms part of the wider Central Conservation Area.
199. The most recent appraisal for the Mill Road Conservation Area was produced in 2011<sup>122</sup>. The Appraisal defines what is special about the Mill Road area and provides detailed information

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<sup>122</sup> RD/NE/150, available at <https://www.cambridge.gov.uk/conservation-areas>

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about its spaces, buildings, landscape, public realm etc. It also identifies its negative features and provides guidance on the enhancement opportunities. This document is a material consideration for applications affecting the conservation area.

200. The Opportunity Area and Conservation Area designations are complementary. Given its aims in relation to enhancement of the public realm, the Opportunity Area designation is expected to deliver a positive effect on the preservation and enhancement of the Conservation Area. Any development that comes forward within the Opportunity Area will have to conform with the design and historic environment policies in the Local Plan and will be assessed in the context of statutory duties where are engaged in respect of development within a Conservation Area.
201. As the majority of the Mill Road Opportunity Area lies within the Conservation Area, it is proposed to add the Conservation Area boundary to Figure 3.10 and further supporting text in paragraph 3.93 to provide greater clarity to its importance in Policy 23 for the area. Appendix 2 shows these minor modifications.

**ii. Should the policy give greater clarification of the type and nature of “events” in the road network as referred to criterion (c)?**

202. In this context an “event” was intended to refer to a particular location, in this case along Mill Road, that signals something special, different or a place to support activity. In the case of Policy 23 it referred to a location with a high quality public realm which could be enjoyed by its users. For example, a special landscape treatment to an intersection or certain part of the road, or it could be a location which signals a change in use or a particularly important junction to get to another part of town.
203. However, it is now viewed that the term “event” could be modified to achieve greater clarity within Policy 23. Paragraph 3.95 of the Local Plan also refers to ‘events’ which potentially adds an element of confusion. It is therefore proposed to make the following modifications to Policy 23 and the supporting text:
- a. Amend criterion (c) of Policy 23 to refer to ‘public realm improvements based around junctions and crossings’ rather than events, and
  - b. Make an amendment to paragraph 3.96 to provide greater clarification on the type and nature of the public realm improvements.

These minor modifications can be found in Appendix 2.

**2F.2: Site R9: Travis Perkins, Devonshire Road**

**Overview**

204. Site R9 measures 1.23 hectares in total. The site was allocated in Cambridge Local Plan 2006 for housing<sup>123</sup>. The Cambridge Local Plan 2014 Proposed Submission plan includes site R9 in the Proposals Schedule and has an indicative capacity of 43 dwellings<sup>124</sup>

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<sup>123</sup> RD/AD/300, Appendix F ‘Proposals Schedule’ Site 5.09 on page 147

<sup>124</sup> RD/Sub/C/010, Appendix B: Proposals Schedule, Site R9 on page 243

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205. The site is in two parts with planning application 11/1294/FUL for residential development relating to 0.81 hectares of the total. The remaining third was the subject of a parallel application (11/1295/FUL) for the erection of a new depot building and external storage yard for use by the applicant, Travis Perkins.

**i. Is the planning permission granted for planning application reference 11/1294/FUL still extant?**

206. Planning application 11/1294/FUL was for the:

*Demolition of existing depot building and redevelopment of site to provide: 43 residential units (comprising 18 2-3 bed houses, 6 2-3 bed coach houses and 19 1-2 bed flats), public open space including a play area, and associated works including landscaping, new access and parking.*

207. The Planning Committee considered the application on 3 July 2013 and resolved to approve the application subject to the completion of a S106 Agreement. The S106 Agreement was signed on 19 March 2014 and the planning permission was granted on 8 April 2014. The permission is provided as Appendix 10 to this statement. The permission remains extant until 8 April 2017.

208. The housing trajectory in the 2015 Annual Monitoring Report (AMR) indicates that the site should come forward for delivery between 2018 and 2020<sup>125</sup>.

### **2F.3: Site R10: Mill Road Depot and adjoining Mill Road properties**

#### **Overview**

209. Site R10 measures 2.7 hectares in area. Appendix B: Proposals Schedule of the Cambridge Local Plan<sup>126</sup>, as amended by the Addendum to the Cambridge Local Plan 2014 (March 2014), proposes an indicative capacity of 167 dwellings for R10<sup>127</sup>.

210. The site comprises the Council's Mill Road Depot and a number of garages leased by the Council as landowner to other parties. It also includes the Cambridgeshire County Council owned Bharat Bhavan (Old Library and listed building) that is used by the local Indian community and the Regent English Language School. These facilities will be retained. All listed buildings, including the Old Library, have been added to Figure 3.10<sup>128</sup>. Appendix 2 shows these minor modifications.

211. The Mill Road Depot includes the Council office space, commercial lettings, two community facilities and leased garages. In 2008, the Council as landowner began to assess the appropriateness of the depot use and explore if there were other sites which were suitable (Appendix 11). The decision was deferred whilst alternative Council organisational structures were considered with other local authorities.

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<sup>125</sup> RD/AD/470, Annual Monitoring Report (AMR) 2014-15 Table C2: Existing Allocations R10

<sup>126</sup> RD/Sub/C/010, Appendix B: Proposals Schedule, Site R9 on page 243

<sup>127</sup> RD/Sub/C/050, PM/B/004 on page 34

<sup>128</sup> RD/Sub/C/050. PM/3/024 on page 11

212. In 2014, the Council as landowner decided to release the Mill Road Depot and relocate the waste and refuse functions to Waterbeach, following the creation of a single shared waste facility with South Cambridgeshire District Council. These functions have since relocated and the Garage/Fleet Service will follow in July 2016.
213. The redevelopment of Mill Road Depot requires that the remaining services based there be relocated by the end March 2017 and the commercial lettings at Mill Road Depot also be terminated by the same deadline.
214. A review of alternative locations for the relevant services identified Cowley Road as the preferred area for other elements of the depot, using an existing commercial building and vacant Park and Ride site for hard standing and eating facilities. The residual office accommodation needs will be subsumed within the Council's existing office space. The Council as landowner is currently implementing a plan to vacate the site by April 2017. These plans are discussed in Appendix 11.
215. This will free up the site for redevelopment. The Council as landowner aims to develop the site after that date. The site therefore presents a good opportunity to provide more homes to meet the growing demand for housing in Cambridge.
216. The submitted Local Plan allocates the site for an indicative capacity of 167 homes<sup>129</sup>, as identified in the 2013 update to the Strategic Housing Land Availability Assessment (SHLAA)<sup>130</sup>. The allocation is located within the Mill Road Opportunity Area and any potential redevelopment will be expected to support and strengthen the character and locally distinctive Mill Road area. The site was assessed through both the 2012 and 2013 SHLAAs<sup>131</sup>, was part of the consultation on the Cambridge City Council Issues and Options Two, Part 2 (Site Allocations within Cambridge)<sup>132</sup>, and is in the associated Cambridge Local Plan Technical Background document Part 2 which includes a full site assessment<sup>133</sup>.
217. Allies and Morrison have been appointed on behalf of the Council as landowner to lead on the Mill Road Depot site. The Council as the Local Planning Authority has been working in partnership with Allies and Morrison to prepare a planning and development brief for the Mill Road depot site<sup>134</sup>. The planning and development brief will help guide the redevelopment of the site for housing and will provide greater certainty and detail to support delivery of the allocation.
218. The draft Mill Road Depot Planning and Development Brief has been produced for public consultation. The document outlines the aspirations for the site, as well as the key issues, constraints and opportunities that will influence how future development on the site will take place. Detailed local and stakeholder consultation has taken place on two occasions, which has helped inform the drafting of the brief. The emerging Mill Road Depot Planning and Development Brief has sought to address the comments received to date constructively and

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<sup>129</sup> RD/Sub/C/010, Appendix B: Proposals Schedule, Site R10, page 243

<sup>130</sup> RD/Strat/140, tables, pages 134 and 155

<sup>131</sup> RD/Strat/130, Ref 47, page 45, and RD/Strat/140 page 114

<sup>132</sup> RD/LP/270

<sup>133</sup> RD/LP/260, pages 138-140

<sup>134</sup> RD/SPD/260

creatively and balance the practical need of site delivery with the context of the local housing market and the council's own objectives.

219. The draft planning and development brief was considered by the Development Plan Scrutiny Sub Committee on the 14 March 2016<sup>135</sup> and was agreed for public consultation. Public consultation has a target start date of 3 June 2016 for six weeks. In order to ensure sufficient weight can be given to such a brief, the document is being prepared to allow it to be adopted by the Council as a Supplementary Planning Document (SPD).

**i. Are there any constraints which would negate the reasonable prospect of the site being developed within the lifetime of the Plan?**

220. There are no particular constraints which will negate the reasonable prospect of delivery within the plan period.

221. Chapter 2 in the draft Mill Road Depot Planning and Development Brief analyses the site and its context in detail and Figure 2.6 provides a summary of the constraints<sup>136</sup>.

222. The main constraints are considered below:

**Community Facilities:**

223. The development framework has been designed around the retention of the existing Language School and listed Bharat Bhavan buildings. The Women's Resource Centre, currently housed in a building on the north-east corner of the site, may require future re-location (either off or on-site).

**Existing Privately Leased Garages:**

224. The site has a number of privately leased garages at the northern end of the site. Given the relatively long lease that remains on some of these garages (understood to be up to 60 years in some cases), the framework plan and related plans in the draft planning and development brief are tailored to enable the garages to remain at least in the short/medium term. The long-term illustrative approach outlined in the draft planning and development brief proposes the phased future redevelopment of these garages. In the event of the termination of garage leases and removal of the garage structures, the land upon which they are located could then be re-developed for housing fronting Hooper Street as part of the wider redevelopment. The garages lie outside of the 167 homes allocation and their redevelopment is expected to be beyond the Local Plan period.

**Ground Contamination:**

225. Elevated concentrations of various contaminants have been identified associated with made ground across the site, which would not be suitable for use within proposed domestic garden or landscaped areas. More localised contamination was identified within the northern part of the site, especially surrounding the underground fuel storage tanks. Impacts to soil and groundwater from fuels were identified within this area which will require further assessment. The contamination will require remediation and mitigation measures which will be a cost on the development rather than a fundamental constraint to its delivery.

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<sup>135</sup> RD/CR/560, Agenda Item No.6

<sup>136</sup> RD/SPD/260

**Potential impact of sound pollution from the railway on development:**

226. A noise assessment will be required to identify the potential impact of noise levels from the railway on the amenity of new residents of the Mill Road Depot site. Attenuation measures may be necessary and innovative design solutions sought. A number of measures can be introduced to control the source of, or limit exposure to, noise and vibration as necessary. Suitably orientated flats are proposed for eastern boundary of the site closest to the railway line.
227. A number of other constraints are described in other parts of this statement. The impact on the Conservation Area was considered in answer to Question (i) on the Mill Road Opportunity Area above. The building heights are discussed in the context of the development density and relationship to surrounding area in Question (ii) below. The access and transport issues are addressed in the response to Question (iv) below.
228. None of these constraints or issues negates the reasonable prospects of delivery and positive opportunities that the site offers and the outputs/outcomes that it will deliver. The Council intends to bring forward the site for delivery as soon as possible following its vacation in April 2017 and the housing trajectory in the 2015 AMR indicates this will be between 2022 and 2027<sup>137</sup>.

**ii. Would the proposed density of the development enable the site to be developed without harming the character and local distinctiveness of the surrounding area?**

229. The character and form of an area is the combination of the layout of buildings and streets, the height and appearance of the buildings, the amount and distribution of open space, and the density of a development.
230. The main characteristic of the Mill Road Conservation Area is the dominant building type, the narrow (one or two bays wide) two storey late Victorian terraced houses built from brick and slate roofs. They create long lines of buildings lying directly at the back of the pavement built forming a traditional terrace street grid pattern with relatively high densities. The houses are interspersed with public houses, industrial buildings, stable blocks, and workshops, many now in residential use. Whilst individual groups have slightly varied details, their overall form, height and relationship to the street gives the area a cohesive and attractive appearance, assisted by the preservation of many of the original details and materials.
231. The approach taken to calculating densities for site allocations in the Local Plan has previously been set out in Appendix 6: Approach to the Cambridge SHLAA and Technical Background Documents within the Councils' Matter 8 Hearing Statement (M8/CCC&SCDC)<sup>138</sup>. Whilst the initial approach to calculating densities was based on the use of density formulae taking into account the location, accessibility, size and shape of sites, this was followed by assessment using a design led approach to test the robustness of the initial estimates. Factors for consideration included the access, car parking, landscaping and building heights.
232. The proposed densities were then considered through detailed analysis and testing of the site during preparation of the draft Mill Road Depot Planning and Development Brief which took into

<sup>137</sup> RD/AD/470, Table C2: Existing Allocations R10, page 107

<sup>138</sup> M8/CCC&SCDC

account the Mill Road Conservation Area Appraisal and analysis of the built and landscape environment, and made assumptions on parking, open space, building heights etc.

233. To guide the site's implementation, the proposals schedule in the emerging Local Plan states for R10:

*“Scale, massing and density considerations in the design and disposition of new and existing housing will be expected to have regard to the character of the existing area”.* Addendum to the Cambridge Local Plan 2014: Proposed Submission document (July 2013) Schedule of Proposed Changes following Proposed Submission Consultation March 2014<sup>139</sup>

234. Furthermore, the proposed Policy 23 for the Mill Road Opportunity Area requires any potential re-development to support and strengthen the character and local distinctiveness of the Mill Road area and the local community.

235. As a result the draft Mill Road Depot Planning and Development Brief proposes:

- street and block patterns to reflect the orientation and surrounding context;
- terrace typologies, with tight streets and mews, to be consistent with the surrounding conservation area;
- street grain and approach to massing to respond to the terraced character and form that exists in streets in the surrounding conservation area;
- a range of low, medium and high housing densities across the site;
- retention of the existing Council office building on the western boundary with potential for adaptive reuse - mostly residential;
- relatively low rise 2-3 residential storeys on most of the site and especially along the residential boundaries with Hooper Street to the north and Kingston Street to the west, with potential for taller (4 storey) flats on the east side of the site along the rail line because of the different aspects, and one localised opportunity for a taller building (5-storeys) in the south-eastern corner of the site, subject to more detailed design work (see Figure 43<sup>140</sup>). Together it will create a sustainable mix of types and sizes;
- the incorporation of small open space areas to fit in with the surrounding very dense development form and meet the needs of the development and the wider local community.

236. As such the proposed development framework promotes a density and design that reflects the needs of the local community, whilst not harming the character and local distinctiveness of the area in keeping with the requirements of policies on design and character within Section 7 of the Local Plan.

**iii. Would there be planning merit in requiring a masterplan to guide the redevelopment of the site?**

237. Since the plan was prepared in 2013, it has been agreed that a Planning and Development Brief be prepared for the Mill Road Depot site, and this will be adopted by the Council in due

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<sup>139</sup> RD/Sub/C/050, Addendum to Proposals Schedule, Proposed Modification PM/B/004 on page 34

<sup>140</sup> RD/SPD/260

course<sup>141</sup>. This is consistent with the approach taken on other key sites in the Plan e.g. Ridgeons (R12).

238. The draft planning and development brief for the Mill Road depot site is intended to provide a framework for change and sets out the key principles and parameters (movement, open space etc.) for the future development. This is brought together in Figure 28 as a Site Framework Plan<sup>142</sup>.
239. The draft planning and development brief also includes an illustrative masterplan (Figure 44<sup>143</sup>) which demonstrates how the site capacity can be achieved. This indicative illustration shows how a scheme could be delivered in response to the various parameters and supporting guidance in the planning and development brief. No development can take place until the brief has been approved.
240. The draft planning and development brief is due to go out to public consultation for 6 weeks on the 3 June 2016.
241. The Council as landowner intends to appoint a developer to bring forward the site for development. The developer will bring forward the planning application for the site, which will include a detailed masterplan.

**iv. Would the site be accessed from Mill Road?**

242. The existing main site access to the Mill Road Depot is off Mill Road and functions with a high number of commercial vehicle movements daily (Figures 11 and 15 in the emerging planning and development brief for the Mill Road depot site<sup>144</sup>). Whilst Mill Road is a very busy road and the access to the site currently suffers from poor visibility, opportunities exist to improve the junction as part of any future redevelopment.
243. The Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission consultation<sup>145</sup> proposes that the vehicular access will be from Mill Road only, subject to detailed testing. The Council is reviewing and testing this primary access point in close consultation with Cambridgeshire County Council (as highway authority) to consider the basic requirements for safe ingress and egress to the site<sup>146</sup>. This is likely to include improvements to the access junction (e.g. sight-lines) and a low level of on-site parking. The draft planning and development brief has more information, but does not set out a specific parking ratio and instead promotes lower car parking ratios overall. A more detailed junction concept and assessment will be required as part of any future planning application. A minor modification is proposed to Figure 3.10 to highlight the need to address the junction of the depot site with Mill Road appropriately.

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<sup>141</sup> RD/SPD/260

<sup>142</sup> RD/SPD/260

<sup>143</sup> RD/SPD/260

<sup>144</sup> RD/SPD/260

<sup>145</sup> RD/Sub/C/050

<sup>146</sup> RD/SPD/260

**2F.4: Site R21: 315-349 Mill Road and Brookfields**

**Overview**

244. Site R21 measures 2.9 hectares in total<sup>147</sup>. The Cambridgeshire Community Services NHS Trust has identified a need for up to 1ha of employment floorspace including healthcare. This would leave a residual site area of 1.9 hectares for residential development. The Council has reassessed the site's capacity as a result this need for employment/healthcare.
245. The Council has considered other sites within the local context. The nearby Jane's Court development is considered to be an appropriate low rise, high density scheme for the local prevailing character and has a density of 60.7 dwellings per hectare (dph). Using 60 dph for the 1.9 hectare site gives a total of 114 units as the sites capacity. This results in a reduction of just 14 units from the 128 units in Appendix B: Proposals Schedule of the Cambridge Local Plan<sup>148</sup>, as amended by the Addendum to the Cambridge Local Plan 2014 (March 2014)<sup>149</sup> (Appendix 2 shows these modifications).
- i. Has planning permission been granted for planning application reference 14/1496/FUL?**
246. Planning application 14/1496/FUL was for student housing development consisting of 270 rooms, communal areas, bicycle parking, refuse store, plant room, office, new substation, infrastructure and access.
247. The Planning Committee considered the application on 4 March 2015 and refused the application on a number of grounds including housing need, prematurity in relation to the emerging Local Plan, insufficient open space, the lack of a public art delivery plan, and the failure to secure a S106 planning obligation.
248. The applicant (McLaren (Mill Road) Ltd and The Co-operative Group Ltd) appealed against the decision and a Public Inquiry was held in December 2015.
249. The Planning Inspector allowed the appeal on 25 January 2016<sup>150</sup>.
250. The planning permission has been granted, but not yet implemented. As such the allocation remains as outlined in paragraphs 244 and 245.

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<sup>147</sup> The site area was checked through the measuring of the GIS shape file and the 2.78 hectares listed for R21 on page 249 in Appendix B: Proposals Schedule of the Cambridge Local Plan was found to be incorrect and corrected to 2.9 hectares.

<sup>148</sup> RD/Sub/C/010, Appendix B: Proposals Schedule, Site R21, page 249

<sup>149</sup> RD/Sub/C/050, Proposed Modification PM/B/007, page 35

<sup>150</sup> RD/H/740

**Matter CC2G: Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area**

**2G.1: Policy 24**

**Overview**

251. The objective of Policy 24: Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area is to promote and coordinate the use of sustainable transport and deliver and reinforce a sense of place and local shops and services. The policy focuses on key projects that can improve the streetscape and public realm and connectivity within this busy corridor which connects the railway station to the City Centre.
252. This Opportunity Area has come about as a result of work undertaken to support Project Cambridge<sup>151</sup>, which focussed on sustainable transport and public realm infrastructure improvements. The CB1 redevelopment around the station and creation of the new transport interchange will significantly improve the first impression of Cambridge. The vision, originally set in Project Cambridge, will be realised through a series of key projects that, when linked together, will either create or facilitate the creation of a high quality pedestrian and cycle route from the Station into the City Centre.
253. Further proposed modifications were made at submission<sup>152</sup>, highlighting minor amendments to Policy 24. The modification PM/3/025 (see Appendix 2) included the clarification of the use of materials in response to representations made to the Proposed Submission Consultation.
- i. Would there be any planning merit in amending the boundary of the OA so as to include Queen Anne Terrace car park and Kelsey Kerridge buildings?**
254. The boundary of the Opportunity Area has been drawn to have regard to the key transport corridor from the Cambridge Leisure Park via Cambridge Railway Station to the City Centre. Currently, streets and junctions along this route are heavily congested with vehicular traffic, cyclists and pedestrians.
255. The Council considers that there is no planning merit in including Queen Anne Terrace and Kelsey Kerridge buildings within the Opportunity Area as they are outside the scope of the main corridor addressed by the Hills Road Opportunity Area. In addition, extending the boundary would require the inclusion of properties that are located between Hills Road and Gresham Road and which are also not directly related to the Hills Road corridor.
256. Further improvements to Gonville Place, the street adjacent to Queen Anne Terrace Car Park and Kelsey Kerridge are addressed by Policy 5: Strategic transport infrastructure. This Policy links strategic priorities to the Transport Strategy for Cambridge and South Cambridgeshire<sup>153</sup> (TSCSC), in particular *Policy TSCSC 9*<sup>154</sup>: *Access to jobs and services* which proposes measures to improve transport movements by increasing benefits for bus users, pedestrians

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<sup>151</sup> RD/CC/360

<sup>152</sup> RD/Sub/C/050, page 11.

<sup>153</sup> RD/T/120

<sup>154</sup> RD/T/120, page 4-7

and cyclists. Gonville Place<sup>155</sup> is identified in Figure B.2 as a potential site for cycle improvements<sup>156</sup>.

**ii. Would there be any planning merit in amending the boundary of the OA so as to include 1 Regent Street and Furness Lodge?**

257. The Council considers that 1 Regent Street and Furness Lodge could be included within the Opportunity Area. The site lies at the intersection of Regent Street/St Andrew's Street with Park Terrace, and the Opportunity Area could be extended to include this site, thereby allowing any redevelopment of the site to contribute to improvements to the opportunity area. .

258. A minor modification to amend the boundary of the Opportunity Area has been proposed in Appendix 2 to reflect this.

**iii. Would criteria (d) and (h) encompass a review of the number, location and phasing arrangements of the existing pedestrian crossings in Hills Road?**

259. Criteria (d) and (h) are targeted at improving and simplifying pedestrian movement and crossings along Hills Road. Any future design for improving this corridor would in all likelihood include a review of the number, location, design and phasing arrangements of the existing pedestrian crossings on Hills Road.

260. The Council will work with Cambridgeshire County Council to assess the viability and effectiveness of such proposals when required. It should be noted that the Hills Road corridor is considered a project for the second tranche of Greater Cambridge City Deal projects. Hence Policy 24 is complementary, and supportive of, the wider transport strategy.

261. The objectives of both the City and County Councils to improve traffic movement and barriers to pedestrian movements on Hills Road is also supported by Policy 5: Strategic transport infrastructure. This policy links strategic transport priorities to the Transport Strategy for Cambridge and South Cambridgeshire (TSCSC). Improvements of the public realm along the Hills Road Corridor have been considered jointly in conjunction with Cambridgeshire County Council, including via a Government bid for a Tax Increment Finance (TIF) bid in 2009. A list of interventions have been identified in the TSCSC which include bus priority measures on Hills Road<sup>157</sup> and the identification of a project that will significantly improve the experience for pedestrians and cyclists travelling between the city centre and Cambridge Railway Station, including a much improved public realm<sup>158</sup>.

**iv. Would the proposed enhancements set out in criterion (k) include the improvement of the existing open space within the Cambridge Leisure site? In this regard, is any part of the open space designated as Protected Open Space?**

262. The proposed enhancements set out in criterion (k) do not expressly include the improvement of existing open space within the Cambridge Leisure site and it is unlikely that it would be

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<sup>155</sup> The road on which Kelsey Kerridge and Queen Anne Terrace Car Park sit.

<sup>156</sup> RD/T/120, page B-17

<sup>157</sup> RD/T/120, Figure 5.2, page 5-5.

<sup>158</sup> RD/T/120, page B-7

included given that the main objective of the Opportunity Area relates to those areas that are predominantly part of the public highway.

263. The open space within the Cambridge Leisure Development is designated as protected open space (CIV 04) as indicated in Figure 3.11 of Policy 24 and in Appendix C of the Local Plan. As such, the site would be protected by Policy 67: Protection of Open Spaces of the emerging plan and is currently protected by Policy 4/2 Protection of Open Space in the Cambridge Local Plan 2006<sup>159</sup>. In the cases of both policies, development proposals would not be permitted if they were to harm the character of, or lead to the loss of open space of environment and/or recreational importance.
264. Cambridge Leisure Park comprises convenience shopping, a bowling alley, restaurants, a gym, a popular music venue and a hotel amongst its uses. Due to the nature of the Cambridge Leisure site, footfall in the area is high. It is not only used by visitors to access Cambridge's Leisure facilities, but is also used extensively by students for recreational purposes and by local residents for their convenience shopping needs. As such, CIV 04 Cambridge Leisure Park is a valuable resource to Cambridge and the local community.
265. Policy 4/2 in the Cambridge Local Plan 2006 and Policy 67 of the emerging Local Plan do not preclude the intention to make improvements to open space CIV 04<sup>160</sup> if it were to enhance the recreational, environmental or amenity value of the open space. Such schemes would add to the recreational nature of the site, thus improving the open space and would therefore be considered acceptable. However, redevelopment of the open space to include the provision of additional permanent buildings would not be considered compliant with the Policy or the nature and usage of the site.
- v. Would the policy be consistent with the proposals for Hills Road as set out in the County Council's Transport Strategy for Cambridge and South Cambridgeshire, March 2014(RD/T/120)?**
266. The policy is consistent with the proposals for Hills Road as set out in the County Council's TSCSC.
267. The intention of both Councils is to improve traffic movement and barriers to pedestrian movements on Hills Road is established through Policy 5: Strategic transport infrastructure. This policy links strategic transport priorities to the Transport Strategy for Cambridge and South Cambridgeshire (TSCSC). As noted earlier, public realm improvements along the Hills Road corridor have been previously discussed and assessed in conjunction with Cambridgeshire County Council. A list of interventions have been identified in the TSCSC which include bus priority measures on Hills Road and the identification of a project that will significantly improve the experience for pedestrians and cyclists travelling between the city centre and Cambridge rail station, including a much improved public realm .
268. Any further progress towards transport and public realm improvements will be considered together with the County Council

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<sup>159</sup> RD/AD/300, page 34.

<sup>160</sup> Also identified in the Cambridge Open Space and Recreation Strategy (RD/NE/050), pages 41-42

**2G.2: Site E5**

**i. Would there be any planning merit in amending the allocation to include 1-4 Hills Road and Drosier House, Harvey Road; and to consider a mixed use approach with potential for retail and leisure uses providing more active frontages onto Hills Road?**

269. The Council considers that this question has been raised by the Inspectors in relation to representations made by Cambridge Assessment (representation 27445). The summary text of the representation does request the inclusion of 1 - 4 Hills Road and at 13 Harvey Road (Drosier House). After further investigation into the full text of the submitted representation, the Council considers that Cambridge Assessment have requested the inclusion of 1 - 4 Gonville Place and 13 Harvey Road within the Opportunity Area and within site Allocation E5.
270. 1 - 4 Gonville Place and 13 Harvey Road are owned by Cambridge Assessment who own the site allocated as E5.
271. 1 - 4 Gonville Place and 13 Harvey Road are currently in B1 (a) usage and as such would be protected under Policy 41: Protection of business space. If development for further employment use were to come forward on these sites, any application would be considered on its merits.
272. 1 - 4 Gonville Place and 13 Harvey Road lie outside the City Centre boundary at one of the city's busiest junctions. The sites also lie outside the Hills Road Local Centre. The Council does not consider that a mixed use approach for retail and leisure uses with more active frontages onto Hills Road would be appropriate in this location.
273. Furthermore, 1 - 4 Gonville Place and 13 Harvey Road are both referenced in the New Town and Glisson Road Area Conservation Area Appraisal as buildings important to the character of the area. This is also illustrated on the Newtown and Glisson Road Conservation Townscape analysis map for the area<sup>161</sup>.
274. If any development were to take place including 1- 4 Gonville Place and 13 Harvey Road, consideration would need to be given to the potential harm to the character of the area, with reference to conservation area appraisals as a material consideration in making and determining applications.
275. At this time, the Council does not consider that there is particular merit in amending the allocation to include 1 – 4 Gonville Place and 13 Harvey Road as the buildings are already in employment use and they are considered to be important to the character of the conservation area.

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<sup>161</sup> RD/NE/150, page 70.

**2G.3: Site M5**

- i. **The reference in Appendix B states that the area site is 0.5ha. The capacity of the site however indicates ‘20 dwellings residential over 0.5ha employment’. Is the site therefore capable of accommodating this level of development and, if so, is the quantum and mix of uses the most sustainable solution for the site?**
276. The Council considers that site M5 is capable of accommodating the proposed level of development and the associated housing mix is appropriate and justified in this location in compliance with paragraph 182 of the Framework<sup>162</sup>.
277. Cambridge City Council has undertaken a thorough Strategic Housing Land Availability Assessment (SHLAA)<sup>163</sup> that searched for and assessed land for residential development. Cambridge City Council’s Housing Land Supply Topic Paper<sup>164</sup> summarises the SHLAA’s approach to assessing sites.
278. Once the SHLAA had identified sites that were potentially developable, the Council undertook further work assessing sites in the Cambridge Local Plan Technical Background Document Part 2<sup>165</sup> and its supplement<sup>166</sup>, which fed into the development of the Local Plan. The Council’s Sustainability Appraisal of the Cambridge Local Plan – Volume 2<sup>167</sup> illustrates the process of assessing the site and its capacity.
279. The approach taken to calculating densities for site allocations in the Local Plan has previously been set out in Appendix 6: Approach to the Cambridge SHLAA and Technical Background Documents within the Councils’ Matter 8 Hearing Statement<sup>168</sup>. Whilst the initial approach to calculating densities was based on the use of density formulae taking into account the location, accessibility, size and shape of sites, this was followed by assessment using a design led approach to test the robustness of the initial estimates. Factors for consideration included access, car parking, landscaping and building heights. The context for this site, Hills Road, is changing as a result of new development and includes a range of mixed uses for employment, retail and residential use. A typical building along this corridor can reach four storeys and twenty dwelling units in a mixed-use building would not be out of context or impossible to deliver, subject to detailed design. The Council considers that this quantum and mix is entirely suitable, and sustainable in this location, especially given the site is located on a key transport corridor, close to the main railway station in Cambridge.
280. The Council considers that its approach to this site is in compliance with paragraph 58 of the Framework<sup>169</sup> which requires Local Plans to optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses.

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<sup>162</sup> RD/NP/010.

<sup>163</sup> RD/Strat/130 and RD/Strat/140.

<sup>164</sup> Paragraphs 2.1 to 2.7 RD/Top/070.

<sup>165</sup> RD/LP/260

<sup>166</sup> RD/LP/310

<sup>167</sup> RD/Sub/C/040, page 37.

<sup>168</sup> Housing Land Supply and Delivery (M8/CCC&SCDC).

<sup>169</sup> RD/NP/010, paragraph 58, bullet 3

## **Appendix 1: List of Reference Documents**

### **General Documents:**

- Letter to the Inspectors from Cambridge City Council dated 31 March 2016 regarding student accommodation (RD/GEN/270).

### **National Policy:**

- National Planning Policy Framework (RD/NP/010);
- National Planning Practice Guidance (RD/NP/020).

### **Government Regulation and Acts:**

- Town and Country Planning (Local Planning) (England) Regulations 2012 (RD/Gov/020);
- Planning (Listed Buildings and Conservation Areas) Act 1990 (RD/Gov/170).

### **Cambridge City Council Submission Documents:**

- Cambridge Local Plan 2014 - Proposed Submission (RD/Sub/C/010);
- Cambridge City Council Policies Map (RD/Sub/C/020);
- Cambridge City Council Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 2: History of Site Allocations (RD/Sub/C/040);
- Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission consultation (RD/Sub/C/050);
- Cambridge City Council Statement of Consultation and Audit Trails (RD/Sub/C/080).

### **Topic Papers:**

- Joint Retail Topic Paper (RD/Top/040);
- Cambridge City Council Housing Land Supply Topic Paper (RD/Top/070).

### **Committee Reports and Minutes:**

- 2015-20 Prioritised Infrastructure Investment Programme (Report, Appendices and Decision) Greater Cambridge City Deal Executive Board 28 January 2015 (RD/CR/144);
- Cambridge City Council Development Plan Scrutiny Sub Committee: 14 March 2016 (RD/CR/560).

### **Earlier Stages of Plan Making**

- Cambridge Local Plan Technical Background Document Part 2 (RD/LP/260);
- Cambridge City Council Issues and Options 2, Part 2: Site Options within Cambridge (RD/LP/270);

- Cambridge Local Plan – Towards 2031 Technical Background Document Part 2 – Supplement 2013 (RD/LP/310).

#### **Adopted Development Plan Documents**

- Cambridge Local Plan 2006 (RD/AD/300);
- Cambridge City Council Annual Monitoring Report 2014-15 (RD/AD/470).

#### **Supplementary Planning Documents**

- Eastern Gate Development Framework Supplementary Planning Document (RD/SPD/230);
- Mill Road Depot Supplementary Planning Document, draft for approval (RD/SPD/260).

#### **Development Strategy**

- Strategic Housing Land Availability Assessment 2012 (RD/Strat/130);
- Strategic Housing Land Availability Assessment - Update 2013 (RD/Strat/140).

#### **Strategic Sites**

- Mitcham's Corner Area Strategic Planning Brief 2002 (RD/SS/140)

#### **Climate Change**

- Project Cambridge: Connecting the Station to the City Centre (tax increment financing prospectus (RD/CC/360).

#### **Protecting and Enhancing the Natural and Historic Environment**

- Cambridge City Council Open Space and Recreation Strategy 2011 (RD/NE/050);
- Cambridge City Council Conservation Area Appraisals (RD/NE/150)

#### **Housing**

- Appeal decision for 315-349 Mill Road, Cambridge (RD/H/740).

#### **Economy and Tourism**

- Cambridge Sub-Regional Retail Study (RD/E/080);
- Shopping Survey (2011/2012) (RD/E/110);
- Cambridge City Centre Capacity Study (RD/E/120);
- Cambridge Retail and Leisure Study Update 2013 (RD/E/130).

#### **Transport and Infrastructure**

- Transport Strategy for Cambridge and South Cambridgeshire (RD/T/120).

#### **Statements of Common Ground**

- Statement of Common Ground as agreed between Cambridge City Council and M & G Real Estate (Retail and The Grafton) (RD/SCG/020);

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- Statement of Common Ground as agreed between Cambridge City Council and USS Investment Management Limited/ Universities Superannuation Scheme Limited (RD/SCG/160);
- Statement of Common Ground as agreed between Cambridge City Council and Telereal Trillium in relation to Site R4 Henry Giles House (RD/SCG/270);
- Statement of Common Ground as agreed between Cambridge City Council and Historic England (RD/SCG/410).

**Modifications Consultation**

- City Deal and the Cambridge and South Cambridgeshire Local Plans (March 2016) (RD/MC/110).

**Matter Statements**

- Cambridge City Council and South Cambridgeshire District Council, Matter 4 Hearing Statement: Employment and Retail (M4/CCC&SCDC);
- Cambridge City Council and South Cambridgeshire District Council, Matter 8 Hearing Statement: Housing Land Supply and Delivery (M8/CCC&SCDC);
- M&G Real Estate Matter 4 Hearing Statement: Employment and Retail (M2-5212).

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## Appendix 2 – Proposed Modifications

The modifications set out below relate to a number of policies and their supporting text in the Cambridge Local Plan 2014: Proposed Submission. The changes are expressed either in the conventional form of strikethrough for deletions and underlining for additions of text, or by specifying the modification in words in *italics*.

The page numbers and paragraph numbering below refer to the Cambridge Local Plan, and do not take account of the deletion or addition of text.

Page	Policy/Paragraph	Modification	Justification
44	Policy 10: Development in the City Centre Primary Shopping Area	<p><i>Amend title of table within Policy 10 to read:</i></p> <p><del>Uses suitable and not suitable at ground floor level in the primary shopping area</del></p> <p><u>Uses suitable on all floors in the primary shopping area and those not suitable at ground floor level in the primary shopping area</u></p> <p><i>Amend header row of table in Policy 10 to read:</i></p> <p>Centre uses (uses suitable <u>on all floors</u> <del>at ground floor level</del> in the PSA)</p>	<p>This is a minor modification in order to clarify that “centre uses” are appropriate in centres at both ground floor and upper floor levels.</p>

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Page	Policy/Paragraph	Modification	Justification
45	Paragraph 3.7	<p>The main secondary frontages are also shown on the policies map and fall within the PSA. In the secondary frontages there is more scope for different uses complementary to the retail function of the City Centre, such as cafés, restaurants, bars and pubs, banks and estate agents. In some parts of the secondary frontage there are existing concentrations of uses, for example food and drink uses along Bridge Street, and food and drink and estate agents/employment agents along Regent Street. The concentration of uses provides a distinct character, but the Council would generally like to maintain a diversity of uses along frontages to maintain footfall and vitality and viability, and avoid any amenity problems such as those that can be associated with concentrations of food and drink uses. <del>In the secondary frontages the Council wants retail to be the predominant use or where it is already below this level there should be no further losses of retail.</del></p>	<p>This is a minor modification in order to ensure that the level of flexibility intended in the policy is correctly followed through in the supporting text.</p>
46	Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change	<p>b) be sensitive to surrounding residential areas <u>and the character and setting of the historic core;</u></p>	<p>This minor modification addresses concerns raised by representation 27378 and clarifies the importance of considering the character and setting of the adjacent Historic Core when preparing proposals for this site.</p>

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<b>Page</b>	<b>Policy/Paragraph</b>	<b>Modification</b>	<b>Justification</b>
46	Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change	The Council will coordinate the production of a masterplan for the area, bringing together the scheme promoter, other landowners, Cambridgeshire County Council and other relevant stakeholders. <del>The scheme promoter will be expected to prepare the masterplan and a comprehensive transport assessment and travel plan in consultation with the council. It</del> <u>The masterplan will need to be consulted upon locally and adopted by the Council as a supplementary planning document (SPD) before the submission of any major planning application. A comprehensive transport assessment and travel plan will be required as a part of the masterplanning process.</u>	The minor modifications are proposed to provide clarification and ensure consistency with delivery of development on sites where SPDs are being developed
74	Policy 20: Station Areas West and Clifton Road Area of Major Change.	<b>Station Area West (1) – Site M14</b>	This is a minor modification to provide clarification and to reconcile the site names in the text of policy with the site numbers in Figure 3.7 of the policy on page 77.
74	Policy 20: Station Areas West and Clifton Road Area of Major Change.	<b>Station Area West (2) – Site M44</b>	This is a minor modification to provide clarification and to reflect the mixed use nature of the allocation and to reconcile the site names in the text of policy with the site numbers in Figure 3.7 of

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Page	Policy/Paragraph	Modification	Justification
			the policy on page 77.
74	Policy 20: Station Areas West and Clifton Road Area of Major Change.	<b>Clifton Road Area– <u>Site M2</u></b>	This is a minor modification to provide clarification and to reconcile the site names in the text of policy with the site numbers in Figure 3.7 of the policy on page 77.
74	Policy 20: Station Areas West and Clifton Road Area of Major Change.	Amend second paragraph of Policy 20 to read:  The AOMC known as the Clifton Road Area will be subject to the preparation and adoption of a supplementary planning document (including detailed traffic assessment) to guide the future development of the area, before any <u>major</u> planning application is submitted. The SPD will set out the vision for the area as a distinctive new mixed-use neighbourhood, well integrated with and responsive to the established context, including the residential areas adjacent to the site. This highly accessible and sustainable location will need to be linked to the station by new cycle and pedestrian infrastructure, and future vehicle movements will be expected to be no greater than current levels.	This minor modification is proposed to provide clarification and ensure consistency with delivery of development on sites where SPDs are being developed.
75	Criterion q of Policy 20. Station Areas West and	q. allow the potential for future improvements to the access for pedestrians and cyclists between Station Areas West and Clifton Road Area, <u>including investigation of a possible foot and cycle eastern</u>	This minor modification addresses suggestions raised by representation 27049 and may

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Page	Policy/Paragraph	Modification	Justification
	Clifton Road Area of Major Change	<u>entrance to the railway station</u> ; and	support effective access to the station. This modification was put forward as PM/3/016 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050)
78-79	Paragraph 3 of Policy 21: Mitcham's Corner Opportunity Area.	Development Proposals will deliver a series of coordinated streetscape and public realm improvements to streets and junctions within the Mitcham's Corner area. These will be set out in a <del>masterplan</del> <u>Development Framework Supplementary Planning Document</u> for the area, which must be approved before any <u>major planning</u> application is submitted and will:	This minor modification is proposed to clarify the status of the masterplan and the position in relation to planning applications.
78-79	Criterion e of Policy 21: Mitcham's Corner Opportunity Area	e. use a <del>simple</del> appropriate and durable palette of materials	This minor modification is proposed to be consistent with representations 26982 and 26930 about Policy 22 as identified in the 'Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed

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Page	Policy/Paragraph	Modification	Justification
			submission consultation' (RD/Sub/C/050) as Modification reference PM/3/017.
80	Figure 3.8. of Policy 21: Mitcham's Corner Opportunity Area.	<i>Amend Figure 3.8 to extend the southern boundary of the Mitcham's Corner Opportunity Area.</i>	This minor modification is proposed in response to the Inspectors questions and representations 25989
81	Paragraph 2 of Policy 22: Eastern Gate Opportunity Area,	The character of the area will be enhanced <u>by developing buildings of a scale and massing that responds to context and reflects the predominantly residential nature of the area</u> <del>of a creating a block structure and developing building forms which moderate the scale and massing of new development in a manner that is responsive to their context and reflecting the finer urban grain of the area</del> (building heights are indicated on Figure 3.9).	This minor modification is proposed in response to multiple representations from residents and to clarify the requirements of the policy.  This modification was put forward as PM/3/018 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050).

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Page	Policy/Paragraph	Modification	Justification
81	Criterion e of Policy 22: Eastern Gate Opportunity Area	e. use a <del>simple</del> an appropriate and durable palette of materials	<p>This minor modification is proposed in response to representations 26982 and 26930 and to clarify the requirements for materials</p> <p>This modification was put forward as PM/3/019 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050).</p>
82	Paragraph 3.91	The vision for the Eastern Gate area is to reconnect people and places and it is focused on regenerating and transforming this key approach to the city through high quality development coupled with a series of key projects. Opportunities for improving the area by successfully integrating new development and for rediscovering and realising the potential of underused spaces exist throughout Eastern Gate. The five key public realm and infrastructure projects identified in the policy and in Figure 3.9 will address the problems associated with the congested roads and junctions, and will help to integrate currently separated local communities. Appropriate storey heights are shown in Figure 3.9. For example, 3–4 + 1 means that developments of three to four storeys in height are likely to be appropriate, with the opportunity for an additional	This minor modification is proposed to clarify the building heights illustrated in Figure 3.9 of the Local Plan and how these building heights are tested to ensure continuity with the policy and the Eastern Gate SPD.

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Page	Policy/Paragraph	Modification	Justification
		top storey set back from the building frontage. <u>Any proposals that seek to exceed the storey heights set out in Figure 3.9 will need to be tested in a robust way, and applicants will need to demonstrate through accurate 3D computer modelling that their proposal will not unacceptably impact upon the surrounding context.</u>	
85	Criterion c of Policy 23: Mill Road Opportunity Area	c. create a series of <del>'events'</del> <u>public realm improvements based around junctions and crossings</u> in the road network, which respond to key spaces and buildings;	This minor modification is proposed in response to representations 26131, 27008, 28335, 25454, 27200, 26858, 28327, 27201, 26568 and to provide greater clarity on the type and nature of improvements to the road network that are planned for the Mill Road area.
85	Criterion e of Policy 23: Mill Road Opportunity Area	e. create a more comfortable and simplified pedestrian environment by providing <u>improved</u> <del>more generous</del> pavements and more direct crossings that respond to key desire lines; and	This modification was suggested in response to representation 27008 and reflects that there are limited opportunities for increasing the width of pavements, but recognises that improvements still need to be made. This minor modification was put forward as PM/3/020 within the Addendum to the Cambridge Local Plan 2014:

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Page	Policy/Paragraph	Modification	Justification
			Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050).
85	Criterion f of Policy 23: Mill Road Opportunity Area	f. use a <del>simple</del> <u>an appropriate</u> and durable palette of materials.	This modification was put forward as PM/3/021 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050). This modification was proposed to be consistent with the modifications PM/3/017 and PM/3/019 and to clarify the requirements for materials.
85	Paragraph 3.93	The Mill Road Opportunity Area sets out a new policy approach to Mill Road in order to maintain and enhance the distinctive <u>and historic</u> character of the area. It also sets out opportunities to improve the public realm along Mill Road. Mill Road has its own character with a diverse range of shops, high quality historic environment and sense of being a distinctive local community. Mill Road has two district centres, providing a range of shops and services either side of the railway bridge. <u>The majority of the Opportunity Area also falls within the Mill Road</u>	These minor modifications are proposed in response to representations 27008, 28051, 28154, 25775, 28327, 26237 and in order to clarify the importance and value of the Conservation Area when considering development proposals for this

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Page	Policy/Paragraph	Modification	Justification
		<u>Conservation Area.</u>	area.
86	Paragraph 3.96	<p>Mill Road is an extremely busy, narrow road and there are conflicts between cars, buses and cyclists. In places, the pavements are narrow and cluttered with signs, lampposts and parked bicycles, making it difficult to move along them, particularly with a pram <del>or wheelchair</del> <u>or for those who are disabled</u>. The policy seeks to encourage improvements to the public realm and ensure that any development proposals in the area contribute to them. <u>It could, for example, be a specific landscape treatment at a junction to aid traffic calming and improve the environment.</u></p>	<p>This minor modification is proposed in response to representation 28325 was put forward as PM/3/022 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050). It is proposed to clarify terminology in relation to disabled people.</p> <p>This minor modification was proposed in response to representations 26131, 27008, 28335, 25454, 27200, 26858, 28327, 27201, 26568 and to provide clarity on the nature and type of public realm improvements and transport mitigation measures required to reduce speed.</p>

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<b>Page</b>	<b>Policy/Paragraph</b>	<b>Modification</b>	<b>Justification</b>
86	Paragraph 3.97	There are a number of sites with potential for redevelopment for residential uses, these include 315–349 Mill Road and Brookfields ( <u>R21</u> ), Mill Road Depot ( <u>R10</u> ) and the Travis Perkins site on Devonshire Road ( <u>R9</u> ).	This minor modification is proposed to provide greater clarity between Policy 23 and the allocated sites in Appendix B: Proposals Schedule of the Plan.
87	Figure 3.10	<i>Within Figure 3.10, extend the marking for 'remnants of historic high street' to cover the terraced housing along the northern side of Mill Road between Ditchburn Place and Petersfield Mansions. See Page 48 of this Addendum for the amended Figure 3.10.</i>	This minor modification is proposed in response to representation 27008 and was put forward as PM/3/023 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050) to ensure that the historic importance of the Victorian terraced housing is recognised.
87	Figure 3.10	<i>Include all listed buildings, including at Bharat Bhavan (old library building), on the Figure 3.10. See Page 48 of this Addendum for the amended Figure 3.10.</i>	This minor modification is proposed in response to representation 28051 and was put forward as PM/3/024 within the Addendum to the Cambridge Local Plan 2014 Proposed

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			Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050) to ensure that all designated heritage assets are appropriately represented on Figure 3.10.
87	Figure 3.10	<i>Add the Conservation Area boundary to the map and key of Figure 3.10</i>	This minor modification is proposed in response to representations 27008, 28051, 28154, 25775, 28327, 26237 in order to clarify the importance and value of the Conservation Area when considering development proposals for this area.
87	Figure 3.10	<i>Add junction improvement to Mill Road Depot access on Figure 3.10.</i>	This minor modification is proposed to reflect the Council's intention to ensure that junction improvements will be made to the vehicular access to site R10, subject to detailed testing.

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Page	Policy/Paragraph	Modification	Justification
88	Criterion e of Policy 24: Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area.	e. use <del>a simple</del> <u>an appropriate</u> and durable palette of materials.	<p>This minor modification is proposed to be consistent with representations 26982 and 26930 about Policy 22.</p> <p>This modification was put forward as PM/3/025 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050)</p>
90	Figure 3.11.	<p><i>Extend the opportunity area to include:</i></p> <p><u>1 Regent Street and Furness Lodge</u></p>	This minor modification is proposed in response to representation 27445.
243	Appendix B: Proposals Schedule, Site R10: Mill Road Depot and adjoining properties, Mill	<ul style="list-style-type: none"> <li>o <del>Abuts</del> <u>Within</u> Mill Road Opportunity Area</li> <li>o Contamination requires remediation</li> <li>o Retain listed library building</li> <li>o Open space requirements to reflect location in an area of open space deficiency</li> <li>o Potential location for district energy centre</li> <li>o <del>Site will need careful review of highway access</del> <u> Vehicular access to be</u></li> </ul>	These minor modifications are proposed in response to multiple representations from local residents and was put forward as PM/B/004 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document

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Page	Policy/Paragraph	Modification	Justification
	Road	<p style="text-align: center;"><u>from Mill Road only, subject to detailed testing</u></p> <ul style="list-style-type: none"> <li>o Provide room for the Chisholm Trail</li> <li>o <u>Range of housing typologies to be provided across the site</u></li> <li>o <u>The site promoters will be expected to prepare a planning and development brief for the site demonstrating how development will successfully integrate with the existing residential area as well as addressing the constraints and opportunities of the site. Scale, massing and density considerations in the design and disposition of new and existing housing will be expected to have regard to the character of the existing area.</u></li> </ul>	(July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050) for consistency, and to ensure appropriate development on site.
247	Appendix B: Proposals Site Schedule, R44: Betjeman House	<i>Rename site to reflect its mixed use: R44 becomes M44</i>	This minor modification is proposed to reflect the mixed use nature of the scheme.
247	Appendix B: Proposals Site Schedule, R44: Betjeman House	<i>Insert in Capacity column:</i>  <u>B1 (a) and B1 (b) employment, 156 dwellings, and retail uses</u>	This minor modification is proposed to reflect the mixed use nature of the scheme and to ensure consistency with Policy 20
247	Appendix B: Proposals Site Schedule, R44: Betjeman House	<i>Insert in provisional issues identified column:</i>  <ul style="list-style-type: none"> <li>• <del>Not applicable</del> <u>Development adjacent to Grade II* historic park and</u></li> </ul>	This minor modification is proposed in response to representation 27401 to ensure

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Page	Policy/Paragraph	Modification	Justification
	R44: Betjeman House	<p><u>garden at Cambridge University Botanic Gardens needs careful consideration.</u></p> <ul style="list-style-type: none"> <li><u>Regard should be had to structures on site, which by virtue of their character, quality and location, make a positive contribution to the character and appearance of the conservation area.</u></li> </ul>	appropriate consideration of heritage assets.
249	Appendix B: Proposals Schedule, Site R21: 315-349 Mill Road and Brookfields	<p><i>Amend Area (ha) to read: <del>2.78</del> <u>2.9</u></i></p> <p><i>Amend Capacity to read: <del>128</del> <u>114</u> dwellings <del>46</del> <u>60</u> dph</i></p> <p>Up to 1 hectare employment floorspace <u>(including healthcare)</u></p>	<p>The minor modification is proposed as a result of the Council's reassessment of the site's overall capacity and site area.</p> <p>The minor modification in relation to the site's capacity, including the number of dwellings and the density is proposed as a result of the Council's reassessment of the site's overall capacity.</p> <p>The minor modification in relation to the healthcare was proposed in response to representations 27469 and 27099 and was put</p>

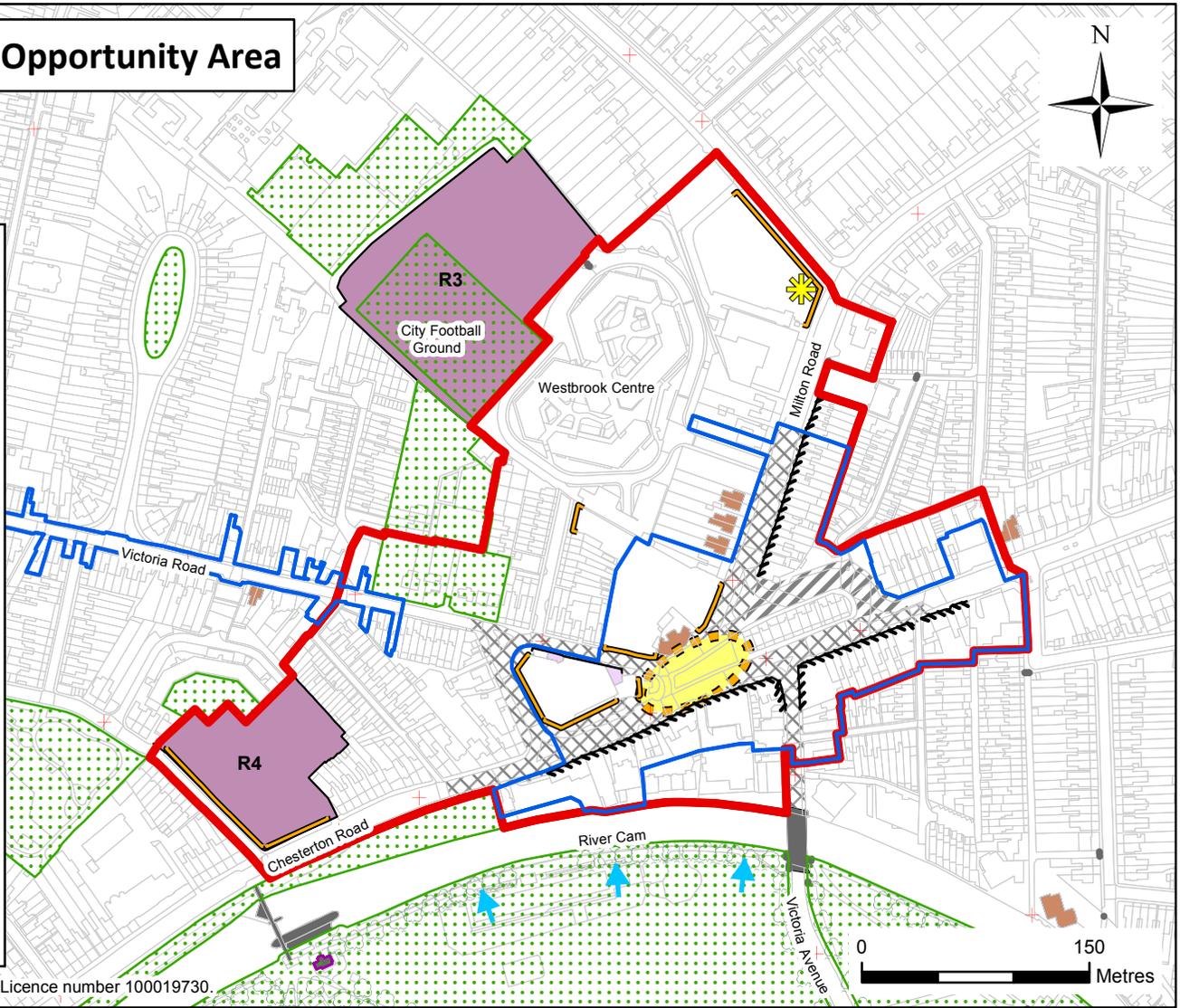
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Page	Policy/Paragraph	Modification	Justification
			forward as PM/B/007 within the Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission (RD/Sub/C/050) to reflect the current mix of uses on the site.
Policies Map	Policies Map: Opportunity Area	<i>Extend the opportunity area to include:</i>  <u>1 Regent Street and Furness Lodge</u>	This minor modification is proposed in response to representation 27445.
Policies Map	Policies Map, Mitcham's Corner Opportunity Area	<i>Amend the Opportunity Area to extend the southern boundary of Mitcham's Corner Opportunity Area.</i>	This minor modification is proposed in response to representation 25989.

**Figure 3.8: Mitcham's Corner Opportunity Area**



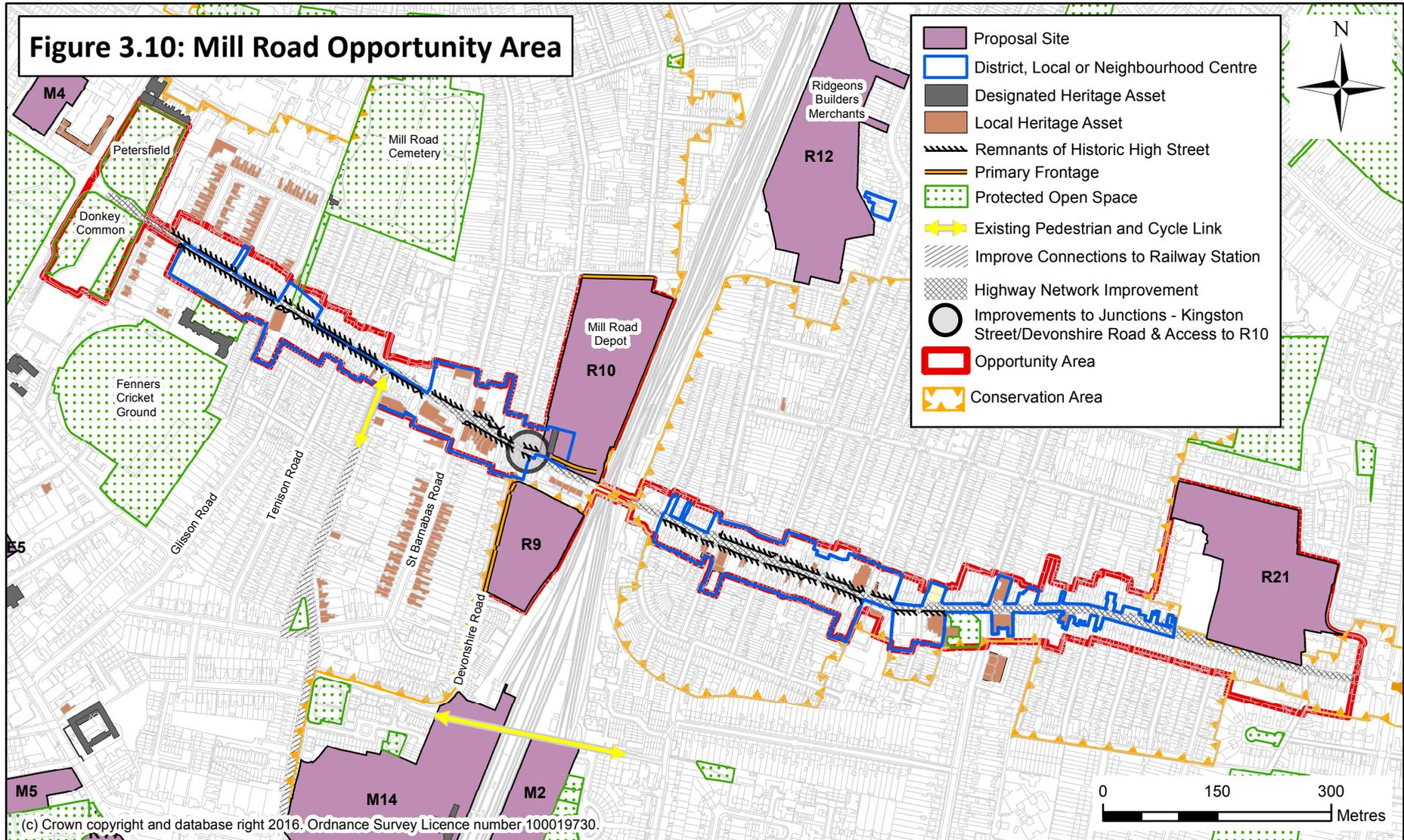
- Proposal Site
- District, Local or Neighbourhood Centre
- Designated Heritage Asset
- Local Heritage Asset
- Remnants of Historic High Street
- Primary Frontage
- Building Frontage
- Protected Open Space
- Opportunity to Repair Damaged Frontage
- Highway Network Improvement
- Opportunity for New Urban Space
- Important View
- Potential for Focal Building
- Opportunity Area



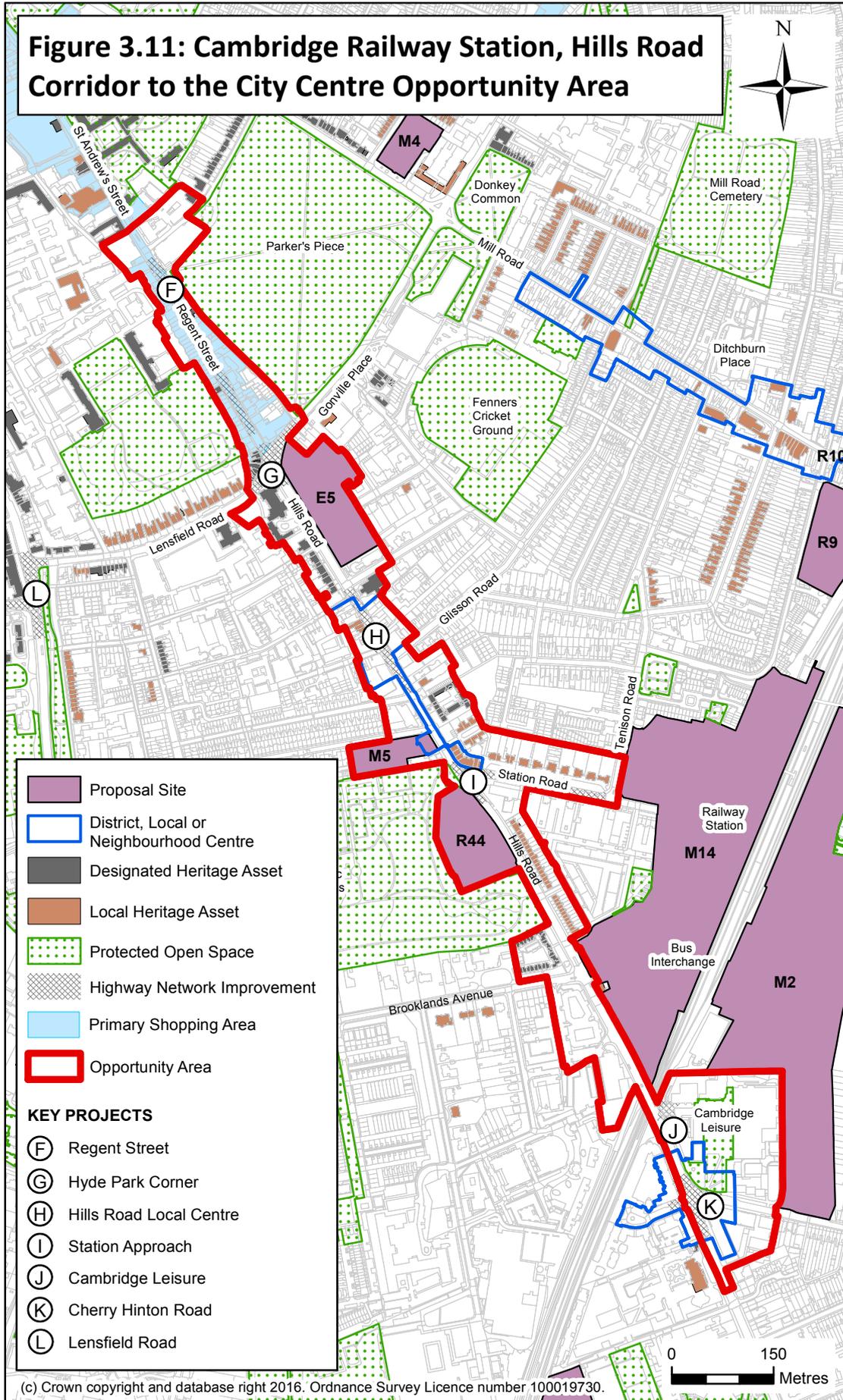
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**Figure 3.10: Mill Road Opportunity Area**



**Figure 3.11: Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area**



## Appendix 3: Extract from London Small Shops Study 2010

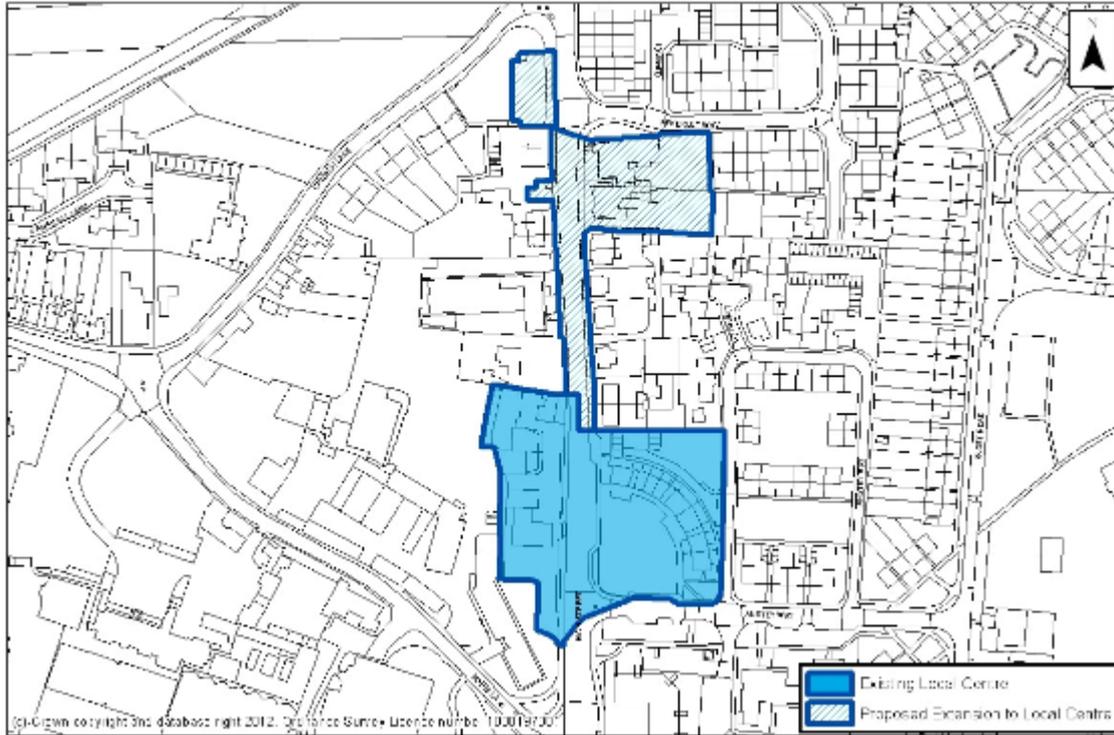
### The small shops issue

9. There is a range of definitions of “small shops”. However, we suggest that a “small shop” be defined as one with 80 sq m gross floorspace or less, occupied by an independent retail or service outlet – one with nine units or less as per the Goad definition.
10. Local shops tend to be small and located in district and local/neighbourhood centres, and they are often independent outlets. Local shops have a range of benefits for their areas, including allowing people to shop locally on foot and thereby reducing carbon emissions. They provide easy access to shops for low income groups, the elderly and those without cars. They also provide local employment and keep money in the local economy. In addition, small shops often add unique character to an area, and can have commercial value to a developer.

**Source:** Greater London Authority, London Small Shops Study 2010 (Roger Tym and Partners) Final Report, June 2010

## Appendix 4: Existing and Proposed Local Centre boundaries for Trumpington Local Centre

LC19 Trumpington

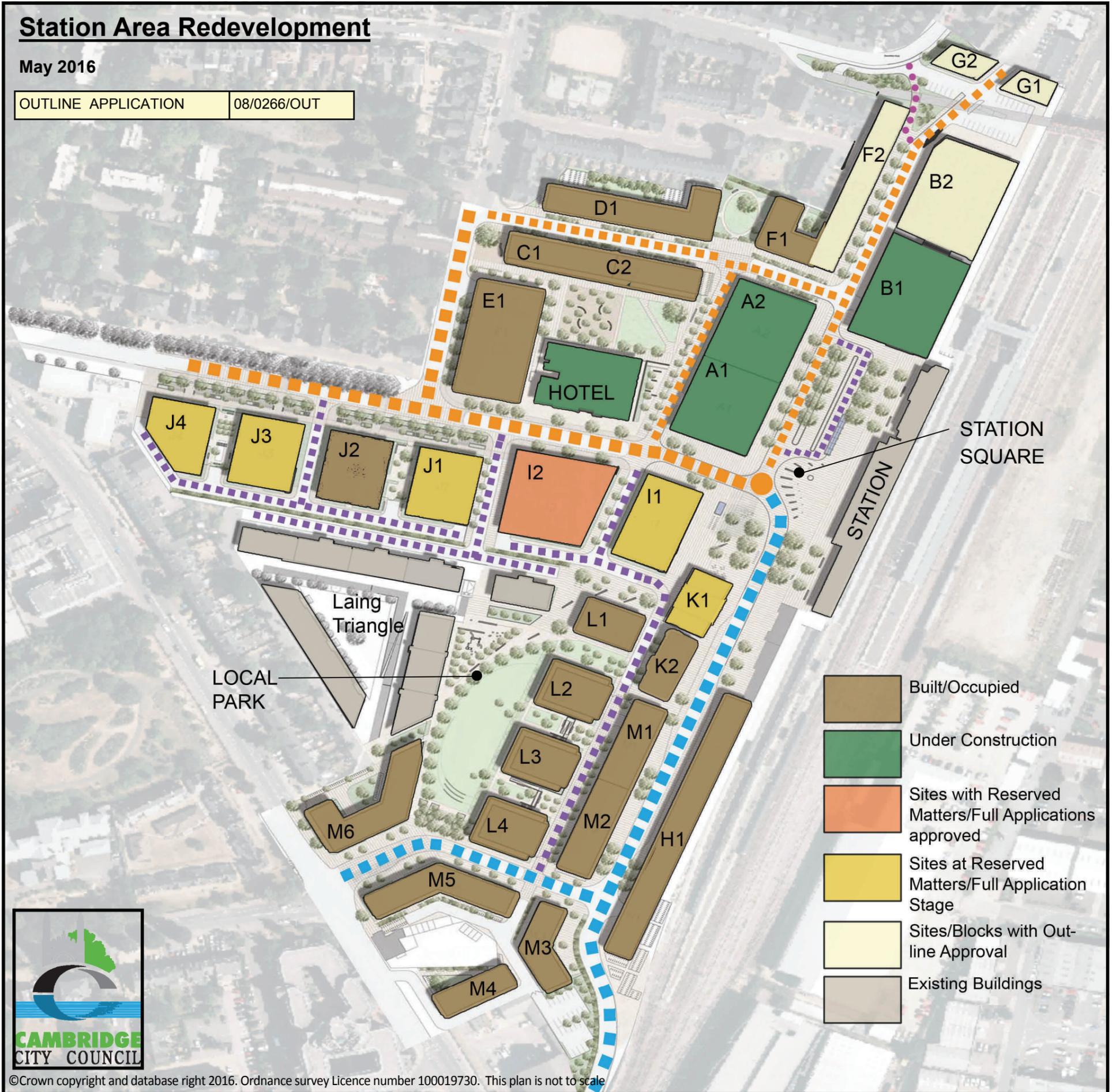


**Source:** Cambridge City Council Issues & Options 2: Part 2: Site Options within Cambridge consultation document (RD/LP/270, page 149).

# Station Area Redevelopment

May 2016

OUTLINE APPLICATION 08/0266/OUT



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STATION SQUARE	13/0860	
A1/A2	12/1608	One, The Square
B1	12/1622	Cycle Point and Ibis Hotel
B2	Unallocated	
C1/C2 D1/F1	13/1034	Vesta by Hill Residential
E1	10/0797	Microsoft
F2	Unallocated	
G1/G2	Unallocated	
H1	12/1445	The Railyard—The Stephenson Building
I1/K1	15/1759	Two, The Square
I2	15/0906	50-60 Station Road

HOTEL	13/1461	Red House 27-29 Station Road
J1	15/1522	30 Station Road (Daedalus House)
J2	12/1237	22 Station Road (Demeter House)
J3	15/0864 & 0865	20 Station Road (Leda House)
J4	15/2271	10 Station Road (Jupiter House)
L1/L2/L3/L4 K2/Mill	11/0633	Ceres by Hill Residential (Meade House/ Watson House/ Gilbert House/ Huxley House)
M1/M2, M5/M6	10/0810	Crick House/ Ashton House/ Bragg House
M3/M4	11/1537	The Railyard—The Brunel Building/ The Telford Building
LOCAL PARK	13/0058	

## Appendix 5: Progress towards the development of Site M14.

### Description of development approved under Outline Planning Consent (08/0266/OUT)

The comprehensive redevelopment of the Station Road area, comprising up to 331 residential units (inclusive of 40% affordable homes), 1,250 student units; 53,294 sqm of Class B1a (Office) floorspace; 5,255 sqm of Classes A1 /A3/A4 and/or A5 (retail) floorspace; a 7,645 sqm polyclinic; 86 sqm of D1 (art workshop) floorspace; 46 sqm D1 (community room); 1,753 sqm of D1 and/or D2 (gym, nursery, student/community facilities) floorspace; use of block G2 (854 sqm) as either residential student or doctors surgery, and a 6,479 sqm hotel; along with a new transport interchange and station square, including 28 taxi bays and 9 bus stops (2 of which are double stops providing 11 bays in total), a new multi storey cycle and car park including accommodation for c. 2,812 cycle spaces, 52 motorcycle spaces and 632 car parking spaces; highway works including improvements to the existing Hills Road / Brooklands Avenue junction and the Hills Road / Station Road junction and other highway improvements, along with an improved pedestrian / cyclist connection with the Carter Bridge; and works to create new and improved private and public spaces.

<b>Block</b>	<b>Development Name</b>	<b>Principal Use</b>	<b>Floorspace of principal use/Unit numbers</b>	<b>Planning ref.</b>	<b>Progress</b>
A1/A2	One the Square	Office	14,326 sqm	12/1608	Under construction
B1	Cycle Point and Ibis Hotel	Cycle Park/Hotel	2850 cycle spaces/6565 sqm	12/1622	Part complete/under construction
C1/C2/D1/F1	Vesta by Hill Residential	Residential	137 flats	13/1034	Built
E1	Microsoft	Office	9808 sqm	10/0797	Occupied
F2 (and B2)		Residential			Outline approval and pre-app

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<b>Block</b>	<b>Development Name</b>	<b>Principal Use</b>	<b>Floorspace of principal use/Unit numbers</b>	<b>Planning ref.</b>	<b>Progress</b>
					advice
G1		Office			Outline approval, no progress
G2		Residential			Outline approval, no progress
H1	The Railyard – The Stephenson Building	Student accommodation	342 units	12/1445	Occupied
I1/K1	Two, The Square	Residential/Office	89 flats/767 sqm office	15/1759	Current application
I2	50/60 Station Road	Office	17,245 sqm	15/0906	Current application for minor material amendments (16/0286/s73) and conditions discharge
J1	30 Station Road (Daedalus House)	Office	9026 sqm	15/1522	Resolution to approve subject to s106
J2	22 Station Road	Office	7453 sqm	12/1237	Occupied
J3	20 Station Road	Office	7421 sqm	15/0864 & 0865	Resolution to approve subject to S106
J4	10 Station Road	Office	5654 sqm	15/2271	Current application

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<b>Block</b>	<b>Development Name</b>	<b>Principal Use</b>	<b>Floorspace of principal use/Unit numbers</b>	<b>Planning ref.</b>	<b>Progress</b>
K2/Mill/L1/L2/L3/L4	Ceres by Hill Residential  (Meade House/Watson House/Gilbert House/Huxley House)	Residential	169 units	11/0633	Occupied/Mill conversion nearly complete
M1/M2/M5/M6	Crick House/Ashton House/Bragg House	Student Accommodation	511 units	10/0810	Occupied
M3/M4	The Railyard - The Brunel Building/The Telford Building	Student Accommodation	232 units	11/1537	Occupied
<b>Total office floorspace approved/current applications</b>					71,700 sqm
<b>Total residential units approved/current application</b>					395 flats
<b>Total student accommodation (occupied)</b>					1085 student units



Sara Saunders  
Planning Policy Manager  
Cambridge City Council  
The Guildhall  
Market Hill  
CAMBRIDGE CB2 3QJ

Our Ref: AP65  
Date: 13 May 2016

Dear Ms Saunders

**CLIFTON ROAD, CAMBRIDGE**

I write in relation to the proposed site allocation at Clifton Road and to support the Council's statement to Inspectors.

USS has significant development capability and experience in delivering major long term development sites, working with partners both in Cambridge and elsewhere around the country; Trumpington Meadows and the Grand Arcade Shopping Centre are prime examples in Cambridge. USS is committed to working jointly with the Council to progress the sustainable redevelopment of the site including preparation of an SPD. This commitment is exemplified by the signed Statement of Common Ground between USS and the Council. As part of early preparation for the SPD and planning of the site, USS has commissioned various workstreams which include existing lease arrangements, masterplanning, viability, transport and access, infrastructure capacity and delivery, ecology, flood risk and ground contamination. USS consider that there are no overriding constraints to the delivery of the site within the plan period and will continue to work proactively with the Council, other leaseholders and local residents.

ANDREW PETTITT

**Fund Manager – Industrial**

**USS Investment Management Limited as agent for and on behalf of Universities Superannuation Scheme Limited (acting as sole corporate trustee of the Universities Superannuation Scheme)**

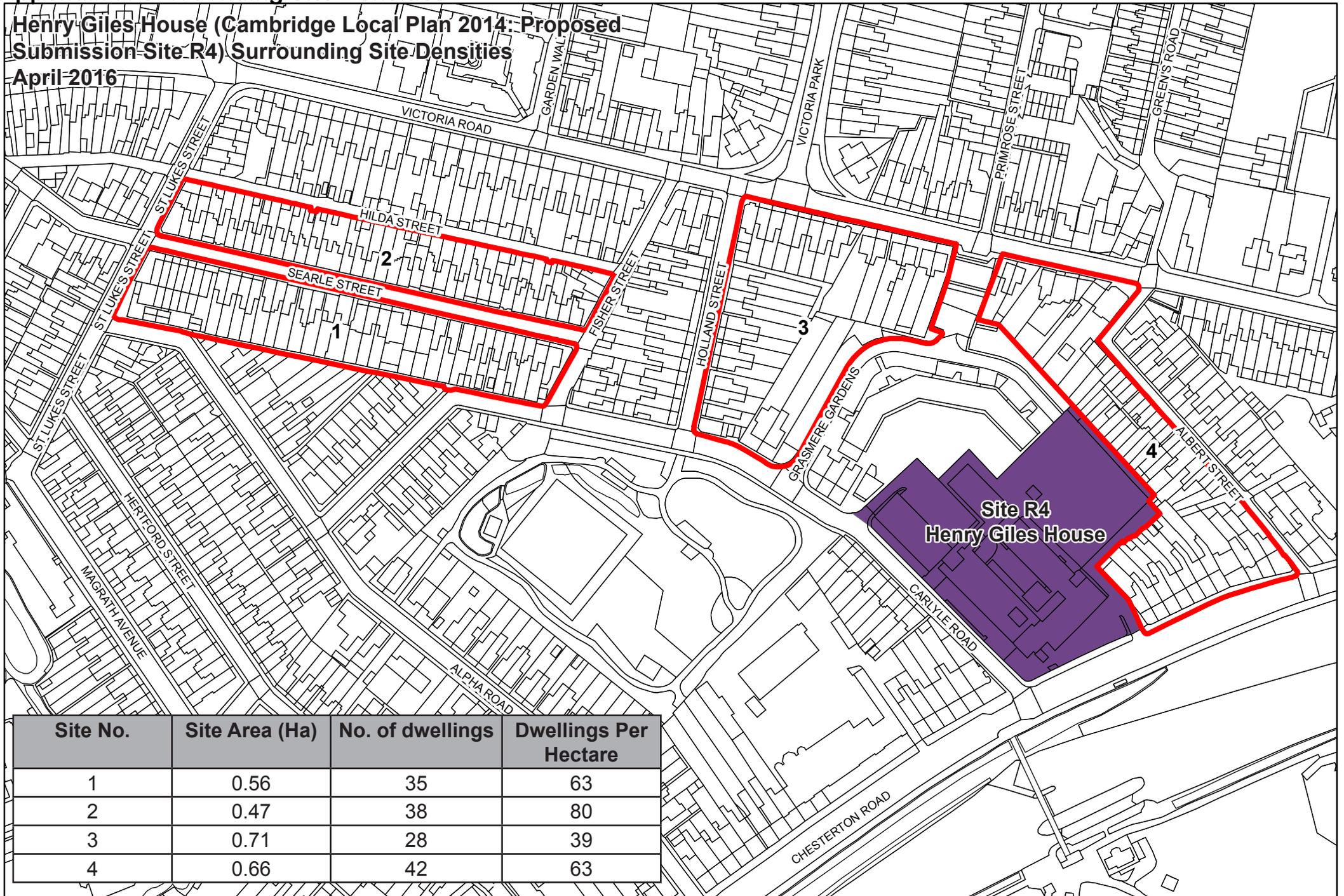
Tel:  
Mob:  
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TEL: +44 (0)20 7972 0300 FAX: +44 (0)20 7628 0662 WEBSITE: [www.uss.co.uk](http://www.uss.co.uk)

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# Appendix 7: Surrounding Site Densities

Henry Giles House (Cambridge Local Plan 2014: Proposed Submission-Site R4) Surrounding Site Densities  
 April 2016



Site No.	Site Area (Ha)	No. of dwellings	Dwellings Per Hectare
1	0.56	35	63
2	0.47	38	80
3	0.71	28	39
4	0.66	42	63

## **Appendix 8: Planning Applications for Student Accommodation in the Eastern Gate Opportunity Area**

<b>Address</b>	<b>Planning Application Number</b>	<b>Proposal</b>	<b>Status as at 1 April 2015</b>	<b>Number of Student Units</b>
7-9 Abbey Street	11/1430/FUL	Proposed erection of 24 studio apartments for student occupation, car and cycle parking and hard and soft landscaping.	Completed	24
91-93 East Road	14/0764/FUL	Student accommodation (33 studios) with associated ancillary accommodation comprising laundry room, plant room, bin store and bicycle store, including access and associated works following demolition of existing buildings.	Under construction	33
Former Simpson Site, New Street Not Allocation	07/1314	Erection of 9 student units.	Completed	9
Wests Garage Site	14/1154/FUL	The erection of new student housing (202 study bedrooms) and associated communal facilities, cycle parking, and external landscaping following demolition of the existing buildings.	Approved at appeal on 18 March 2016.	206

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## Appeal Decision

Site visit made on 26 January 2016

**by Kevin Gleeson BA MCD MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 18 March 2016**

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**Appeal Ref: APP/Q0505/W/15/3137454**

**West's Garage Ltd, 217 Newmarket Road, Cambridge CB5 8HD**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - The appeal is made by HUB Cambridge LLP against the decision of Cambridge City Council.
  - The application Ref 14/1154/FUL dated 15 July 2014, was refused by notice dated 1 May 2015.
  - The development proposed is described as the erection of new student housing (222 study bedrooms) and associated communal facilities, cycle parking, and external landscaping following demolition of the existing buildings.
- 

### Decision

1. The appeal is allowed and planning permission is granted for the erection of new student housing (202 study bedrooms) and associated communal facilities, cycle parking, and external landscaping following the demolition of the existing buildings at West's Garage Ltd, 217 Newmarket Road, Cambridge CB5 8HD in accordance with the terms of the application, Ref 14/1154/FUL, dated 15 July 2014, subject to the conditions in the schedule at the end of the decision.

### Procedural Matter

2. As submitted the application was for 222 study bedrooms. Changes to the scheme during the consideration of the application resulted in the number of study bedrooms being reduced to 202. I have determined the appeal on this basis and referred to the revised number in my formal decision.
3. The main parties have submitted a signed and dated Agreement in accordance with Section 106 of the Town and Country Planning Act 1990, containing a range of obligations including restrictions on the occupation of the accommodation, the keeping of cars by residents, the preparation of a servicing management plan and travel plan and contributions to infrastructure.

### Main Issues

4. The main issues are:
    - a) the effect of the proposed development on the character and appearance of the surrounding area including the setting of the adjacent City of Cambridge Conservation Area No. 1 (Central);
-

- b) whether future occupiers would be likely to experience acceptable living conditions particularly in respect of the proposed communal space;
- c) whether it has been demonstrated that there is a need for student accommodation in this location having regard to the principles of sustainable development; and
- d) whether the proposal makes adequate provision for infrastructure comprising open space and sports facilities, waste facilities and public art.

## **Reasons**

### *Character and Appearance*

- 5. The appeal site adjoins the City of Cambridge Conservation Area No. 1 (Central) which is characterised by the ancient Colleges, open spaces, the commercial heart of the city and a variety of residential buildings. The conservation area boundaries run along the northern and western boundaries of the appeal site. The Riverside section of the conservation area is primarily characterised by two storey Victorian terraced houses, with pitched roofs and projecting chimneys being particularly prominent. The appeal property was previously used as a motor vehicle business and the buildings, which include a number being of lightweight functional construction, are now vacant.
- 6. The development plan comprises the Cambridge Local Plan, 2006 with the Eastern Gate Development Framework Supplementary Planning Document (SPD), 2011, setting out further guidance about the development of the site and the local area.
- 7. With regard to building heights, the SPD sets parameters to achieve a varied skyline and roofscape. It seeks to avoid long unvaried rooflines which would detract from the adjoining conservation area and the wider city skyline. Additionally the SPD advises that on development sites with long frontages building heights should vary across individual buildings.
- 8. The proposed development would incorporate a variety of building heights on the Newmarket Road and River Lane frontages including upper storeys set back from the frontages. On the River Lane frontage the development would step up from two storeys adjacent to the terraced housing to the north of Rowlinson Way to four storeys on the corner with Newmarket Road. On the Newmarket Road frontage a step down from four storeys on the corner to three storeys on the western boundary is proposed. On the Godesdone Road and Rowlinson Way elevations variety in height would be achieved through a series of pitched roofs. Consequently I find that the proposals would achieve the objective within the SPD to generate a variety of building heights.
- 9. The SDP sets out a range of recommended storey heights as a starting point for the consideration of scale. It addresses building heights in terms of indicative storey heights. Whilst the SPD describes maximum storey heights it also provides for proposals to exceed the guidance should it be demonstrated, following robust testing, that the proposal will not unduly impact upon the surrounding context.
- 10. Properties on the north side of Newmarket Road between the appeal site and Godesdone Road are either single storey or two storeys and reflect the low rise character of the Riverside part of the conservation area. In contrast, recent

developments on the south side of Newmarket Road comprising hotel developments on either side of Coldham's Lane are considerably higher. The scale and form of the proposed development would be lower than that on the south side of Newmarket Road, reflecting this different local character.

11. The SPD indicates that on the Newmarket Road frontage, within the appeal site development of three storeys with a fourth storey set back would be appropriate. It also envisages an increase in height on the adjoining frontage to the west should it be redeveloped. The proposed development would comprise a three storey element with a fourth storey set back two bays from the western end of the block. Given the distance of the fourth floor from the houses on the eastern side of Godesdone Road I find that the proposal would not have an unacceptable sense of visual domination on occupiers of those properties. Consequently I find that three storey development on the Newmarket Road frontage with the additional set back storey would be appropriate in terms of the SPD's massing strategy.
12. The four storey section of the development on the corner of Newmarket Road and River Lane would not correspond with the SPD in terms of recommended height. However, the proposals have been robustly tested through verified images and I find that the proposed form is appropriate as it would contribute to the variety of building heights and provide visual presence. The set back of the River Lane frontage would reduce the dominance and provide an appropriate response to the height of the public house opposite.
13. The height of the Rowlinson Way and Godesdone Road elevations would reflect the existing scale of development and overall bulk on this part of the appeal site. Whilst floor to ceiling heights would be greater than those in nearby properties, the creation of two storey buildings with pitched roofs on each elevation would not be out of character with the two storey houses in Godesdone Road, River Lane and Beche Road. The articulation of the elevations through devices such as the introduction of blank windows to the brick bays of the Godesdone Road elevation and a different expression of form for the central bay, and a step back to allow trees to be planted in place of existing trees on the Rowlinson Way elevation, would help reduce the perceived bulk of these buildings. Such design measures would also address concerns about an overly horizontal form of development.
14. The distance from the houses in Godesdone Road, and Beche Road in particular is such that I do not consider the proposal would result in visual domination in the context of the existing outlook. With regard to the properties on the western side of River Lane, the set back of the block at the corner of River Lane and Rowlinson Way would also avoid visual dominance. Consequently, in respect of the Rowlinson Way and Godesdone Road elevations I find that the proposal would respond appropriately to the local context and to the character of the adjacent conservation area replacing existing buildings which detract from the character of the area with development which is sensitive to the location.
15. The River Lane frontage would be set back some distance from the existing site boundary. There would be a step up from two storeys adjacent to the conservation area boundary through a three storey section to three storeys plus an additional setback storey to four storeys on the corner with Newmarket Road. Whilst River Lane narrows toward Newmarket Road, because of the set

back from the site boundary the impact would not be overbearing or dominant in respect of the two storey residential properties opposite, even taking account of the fact that the fourth floor would not be set back in line with the guidance in the SPD.

16. The articulation of River Lane frontage, presented as a series of separate bays would include visual breaks in the elevation which would also ensure that the block would not overwhelm the properties opposite. Additionally, the introduction of trees and landscaping on this frontage would enhance the public realm, reduce the visual impact of the development and would highlight the point of entry into the residential area in line with the SPD guidance.
17. Consequently I find that the stepped form of development along River Lane would provide an appropriate response to the character of the adjoining properties within the conservation area and the buildings opposite. The proposed distance between the frontages would not result in the houses opposite being dominated visually or result in an unacceptable sense of enclosure.
18. The articulation of individual bays with a vertical emphasis on the River Lane and Newmarket Road elevations reflecting the proportions of nearby houses together with the roof form on the Godesdone Road and Rowlinson Way elevations would respect the local character and context including those of the adjoining conservation area.
19. Consequently I find that the proposal is in accordance with Policy 3/4 of the Cambridge City Council Local Plan 2006 which requires developments to demonstrate that they have responded to their context. The proposal also accords with Policy 3/12 which requires new buildings to demonstrate that they have a positive impact on their setting in terms of location on the site, height, scale, form and wider townscape. It is in line with the guidance in the Eastern Gate SPD and addresses the requirements of the National Planning Policy Framework (the Framework) in respect of good design.
20. The proposed development would also comply with Policies 3/1 and 4/11 of the Cambridge Local Plan, the former requiring development to meet the principles of sustainability, safeguarding and enhancing the historic built environment and the latter by enhancing the appearance of the adjoining conservation area. It would also meet the requirements of the Framework in respect of conserving and enhancing the historic environment.

#### *Living Conditions*

21. The proposed courtyard would be at lower ground level resulting in the surrounding buildings extending to three storeys above it. Proposals for a double height communal space within the Newmarket Road block would provide a visual connection from the courtyard through the block to the street which would emphasise access to it, relate well to the surrounding buildings and enhance the quality of the space. In addition, proposals for a high quality landscaped space to be secured through a planning condition would ensure that the courtyard provided attractive and stimulating living conditions for occupiers of the development. In spite of the height of the surrounding blocks and the size of the space I do not find that the courtyard would be a poor environment for its users.

22. Consequently I find that the proposals would meet the requirements of Policy 3/7 of the Local Plan which seeks to ensure that new development provides attractive, high quality, accessible, stimulating and socially inclusive living environments. It would appropriately address the requirements of Policy 3/11 of the Local Plan which require the design of external spaces and boundary treatments to relate to the character and function of the spaces and surrounding buildings. It would also accord with government guidance on good design as set out in the Framework.
23. A number of representations suggested that the courtyard would be overshadowed by the surrounding blocks and that the proposed development would have an adverse effect in respect of daylight and sunlight on properties on the eastern side of River Lane. Having reviewed the appellant's submission and the Council's review I consider that the daylight and sunlight analysis for central courtyard demonstrates that the light levels would be acceptable and that there would be no adverse impacts on the living conditions of neighbouring occupiers in respect of daylight and sunlight.
24. Concerns about the possibility of overlooking from windows in the western end of the Newmarket Road building affecting the privacy of residents in Godesdone Road can be adequately addressed through the provision of extended mullions on windows in the rear of the block. With respect to properties in River Lane and Beche Road I consider that in the case of properties closest to the proposed development detailed design elements would address any concerns about loss of privacy or overlooking and in general the distance between properties would be sufficient to ensure that there would be no harmful effect from overlooking.
25. The effects of noise arising from the proposed development can be appropriately addressed through a condition.

#### *Student Accommodation*

26. One of the Council's reasons for refusal was that occupancy of the student accommodation was not limited to full time students of the University of Cambridge or Anglia Ruskin University (ARU), nor did management arrangements exist to ensure occupiers do not keep cars in the city, nor could it be guaranteed that the location was suitably close to the educational institution involved.
27. Since the determination of the application the appellant has provided a letter of intent from ARU in support of the proposal. There is also a clause in the Section 106 Agreement restricting the occupancy of the accommodation to students of the University of Cambridge or ARU and with other restrictions during the summer recess. The Council stated that it did not intend to defend reason for refusal number 5, subject to the completion of the legal agreement. Having reviewed the agreement I am content that in respect of student accommodation it complies with the requirements of Policy 7/10 of the Local Plan relating to the development of speculative purpose-built student accommodation. I am also content that the provisions relating to student accommodation meet the tests set out in paragraph 204 of the Framework.

*Open Space and Sports Facilities, Waste Facilities and Public Art*

28. Another reason for refusal was that the proposed development did not make adequate provision for open space and sports facilities, waste facilities or public art.
29. The Section 106 Agreement makes provision for contributions towards outdoor and indoor sports facilities to reflect the additional demand arising from the provision of student accommodation. In addition the Council is no longer seeking commuted payments for waste facilities.
30. The Council has confirmed that it is no longer seeking financial contributions in respect of public art and is instead seeking on-site provision of public art projects. This is a matter which can be addressed by condition.
31. The Council confirmed that, subject to the completion of the legal agreement, it was not intending to defend reason for refusal number 6. I am content that in respect of open space and sports facilities the legal agreement complies with Policy 3/8 of the Local Plan which provides for commuted payments to the City Council in respect of open space and recreation provision, Policy 10/1 regarding infrastructure improvements and the Council's Open Space Standards Guidance for Interpretation and Implementation, 2010. It also meets the tests in Regulation 122 of the Community Infrastructure Regulations, 2010.

**Other Matters**

32. The Section 106 agreement provides for a car-free development, a servicing management plan, highways improvements and a travel plan. Together with specific elements of the scheme design, these provisions would ensure that the development would have no materially harmful impact on traffic, servicing, parking or highway safety. I am satisfied that these elements of the Section 106 agreement would meet the requirements of policies 8/6, 8/9 and 8/10 of the Local Plan, the tests in Regulation 122 of the Community Infrastructure Regulations, 2010 and paragraph 204 of the Framework.
33. The impact of the proposed development on archaeology which was raised in representations can be addressed through an appropriate planning condition. No other matters raised would provide sufficient grounds for dismissing the appeal.

*Conditions and Obligations*

34. I have had regard to the conditions which the Council has suggested in the light of Planning Practice Guidance. I note that the appellant has confirmed their agreement to these conditions.
35. In addition to the standard implementation condition I have imposed a condition specifying the relevant drawings as this provides certainty (Condition 2). Conditions are necessary for the benefit of the appearance of the development and its surroundings, including the adjoining conservation area (17, 18, 19, 20, 21, 22, 23, 26 and 27). Conditions are required in order to minimise the effects of the proposed development on the living conditions of occupiers of the proposed development and neighbouring residents and to address matters of highway safety during the construction phase (8 and 25).

36. It is necessary to impose conditions to address any ground contamination associated with the previous use and require its remediation before residential occupation (3, 4, 5, 6 and 7). Measures are also necessary to ensure a satisfactory acoustic environment for residential occupiers and neighbouring residents (9, 10 and 11). Conditions are also required to ensure appropriate arrangements for waste storage and collection from the site (24). Conditions to protect the quality of controlled waters in the local area, provide a satisfactory method of surface water drainage and prevent an increased risk of flooding are necessary (12, 13, 14 and 15) as is a condition to ensure that appropriate archaeological investigations are undertaken (16).
37. The measures provided for through the Section 106 Agreement are described above. They comply with the relevant development plan policies and supplementary planning guidance and meet the tests in Regulation 122 of the Community Infrastructure Regulations, 2010. In terms of Regulation 123 which requires obligations to relate to projects where fewer than five contributions have already been provided, I have no reason to believe that this test has not been met.

### **Conclusion**

38. For the reasons set out above, the appeal is allowed.

*Kevin Gleeson*

INSPECTOR

## CONDITIONS

1. The development hereby permitted shall begin not later than three years from the date of this decision.
2. The development hereby permitted shall be carried out in accordance with the following approved plans: 2003-A-L-P-100 Rev 02, 2003-A-L-P-101 Rev 02, 2003-A-L-P-102 Rev 01, 2003-A-L-P-103 Rev 01, 2003-A-L-P-104 Rev 02, 2003-A-L-P-105 Rev 02, 2003-A-L-E-210 Rev 04, 2003-A-L-E-211 Rev 05, 2003-A-L-E-212 Rev 03, 2003-A-L-E-213 Rev 01, 2003-A-L-E-214 Rev 01, 2003-A-L-E-215 Rev 01, 2003-A-L-E-216 Rev 01, 2003-A-L-S-300 Rev 03, 2003-A-L-P-400, 2003-A-L-P-401 and 2003-A-L-P-402.
3. *Contaminated Ground: Submission of Preliminary Contamination Assessment.* Prior to the commencement of the development including investigations required to assess the contamination of the site, the following information shall be submitted to and approved in writing by the local planning authority: (a) desk study to include a detailed history of the site uses and surrounding area (including any use of radioactive materials); general environmental setting; site investigation strategy based on the information identified in the desk study, and (b) report setting out what works/clearance of the site (if any) is required in order to effectively carry out site investigations.
4. *Contaminated Ground: Submission of Site Investigation Report and Remediation Strategy.* Prior to the commencement of the development with the exception of works agreed under condition 3 and in accordance with the approved investigation strategy agreed under clause (b) of condition 3, the following shall be submitted to and approved in writing by the local planning authority: (a) a site investigation report detailing all works that have been undertaken to determine the nature and extent of any contamination, including the results of the soil, gas and/or water analysis and subsequent risk assessment to any receptors, and (b) a proposed remediation strategy detailing the works required in order to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. The strategy shall include a schedule of the proposed remedial works setting out a timetable for all remedial measures that will be implemented.
5. *Contaminated Ground: Implementation of Remediation.* Prior to the first occupation of the development the remediation strategy approved under clause (b) to condition 4 shall be fully implemented on site following the approved schedule of works.
6. *Contaminated Ground: Materials Management Plan.* Prior to importation or re-use of ground fill material for the development a Materials Management Plan (MMP) shall be submitted to and approved in writing by the local planning authority. The MMP shall include: details of the volumes and types of material proposed to be imported or reused on site; details of the proposed source(s) of the imported or reused material; details of the chemical testing for all ground fill material to be undertaken before placement onto the site; the results of the chemical testing which must show the material is suitable for use on the development; confirmation of the chain of evidence to be kept during the materials movement, including

material importation, reuse placement and removal from and to the development. All works shall be undertaken in accordance with the approved document.

7. *Contaminated Ground: Unexpected Contamination.* If unexpected contamination which has not previously been identified is encountered whilst undertaking the development, works shall immediately cease on site until the local planning authority has been notified and/or the additional contamination has been fully assessed and remediation approved following steps (a) and (b) of condition 4 above. The approved remediation shall then be fully implemented in accordance with condition 5.
8. 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. The DCEMP shall include the consideration of the following aspects of demolition and construction:
  - (a) Demolition, construction and phasing programme;
  - (b) Contractors' access arrangements for vehicles, plant and personnel including the location of construction traffic routes to, from and within the site, details of their signing, monitoring and enforcement measures;
  - (c) No construction/demolition work shall be carried out or construction plant operated other than between the following hours: 0800 hours to 1800 hours Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.
  - (d) There shall be no collection from or deliveries to the site during the construction period outside the hours of 0730 hours to 1800 hours Monday to Friday, 0800 hours to 1300 hours on Saturdays and at no times on Sundays, Bank or Public Holidays, unless agreed in writing by the local planning authority in advance;
  - (e) Soil Management Strategy;
  - (f) Noise method, monitoring and recording statements in accordance with the provisions of BS 5228-1: 2009;
  - (g) Maximum noise mitigation levels for construction equipment, plant and vehicles;
  - (h) Vibration method, monitoring and recording statements in accordance with the provisions of BS5228-2: 2009;
  - (i) Maximum vibration levels;
  - (j) Dust management and wheel washing measures in accordance with the provisions of London Best Practice Guidance: The Control of Dust and Emissions from Construction and Demolition;
  - (k) Use of concrete crushers;
  - (l) Prohibition of the burning of waste on site during demolition/construction;
  - (m) Site lighting;
  - (n) Drainage control measures including the use of settling tanks, oil interceptors and bunds;
  - (o) Screening and hoarding details;
  - (p) Access and protection arrangements around the site for pedestrians, cyclists and other road users;
  - (q) Procedures for interference with public highways, including permanent and temporary re-alignment, diversions and road closures;
  - (r) External safety and information signing and notices;
  - (s) Consideration of sensitive receptors;
  - (t) Prior notice and agreement procedures for works outside agreed limits;
  - (u) Complaints procedures, including complaints response procedures;
  - (v) Membership of the Considerate Contractors Scheme.
9. Prior to the commencement of development/construction, a noise insulation scheme detailing the acoustic noise insulation performance specification of the external building envelope of the residential units (having regard to building fabric, glazing and ventilation) to reduce the level of noise experienced in the residential units as a result of the proximity of the habitable rooms to the high ambient noise levels in the area shall be

submitted to and approved in writing by the local planning authority. The scheme shall achieve the internal noise levels recommended in British Standard 8233:1999 'Sound Insulation and Noise Reduction for Buildings – Code of Practice'. The approved scheme shall be fully implemented and a completion report submitted to the local planning authority prior to the occupation of the residential development. The approved scheme shall remain unaltered in accordance with the approved details.

10. Prior to the commencement of development, a noise report shall be submitted to and approved in writing by the local planning authority that considers the impact of noise from the neighbouring public house on the bedrooms/living rooms of the development. Following the submission of the noise report and prior to the commencement of development works, a noise insulation scheme detailing the acoustic noise insulation performance specification of the external building envelope of the residential units (having regard to the building fabric, glazing and ventilation) for protecting the residential units from noise shall be submitted to and approved in writing by the local planning authority. The scheme as approved shall be fully implemented before the use hereby permitted is commenced and prior to the occupation of the residential units and shall not be altered without the prior approval of the local planning authority.
11. Before the development hereby permitted is occupied, a scheme for the insulation of the plant in order to minimise the level of noise emanating from the plant shall be submitted to and approved in writing by the local planning authority and the scheme as approved shall be fully implemented before the use hereby committed is commenced.
12. No infiltration of surface water drainage into the ground is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approved details.
13. Piling or other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.
14. No development shall take place until such time as a scheme to provide surface water drainage has been submitted to and approved in writing by the local planning authority. The scheme shall be fully implemented and subsequently maintained in accordance with the timing/phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed in writing by the local planning authority.
15. Prior to the commencement of development a scheme for the provision and implementation of pollution control of the water environment shall be submitted to and approved in writing by the local planning authority.
16. No demolition/development shall take place until a Written Scheme of Archaeological Investigation has been submitted to and approved in writing by the local planning authority. No demolition/development shall take place

other than in accordance with the Written Scheme of Archaeological Investigation.

17. No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.
18. No development shall take place until full details of all non-masonry walling systems, cladding panels or other external screens including structural members, infill panels, edge, junction and coping details, colours, surface finishes/textures and relationships to glazing and roofing have been submitted to and approved in writing by the local planning authority. This may consist of large scale drawings and/or samples. Thereafter the development shall be undertaken in accordance with the agreed details unless the local planning authority agrees to any variation in writing.
19. No development shall take place until full details of all windows and doors, as identified on the approved drawings, including materials, colours and surface finishes/textures have been submitted to and approved in writing by the local planning authority. This may consist of large scale drawings and/or samples. Thereafter the development shall be undertaken in accordance with the agreed details unless the local planning authority agrees to any variation in writing.
20. No development of a building shall take place until a sample panel of the materials to be used in the construction of the external surfaces has been prepared on site for inspection and approved in writing by the local planning authority. The sample panel shall be at least 1 metre x 1 metre and show the proposed material, bond, pointing technique, coursing and colour and type of jointing and palette of materials to be used in the development. The development shall be constructed in accordance with the approved sample, which shall not be removed from the site until completion of the development.
21. No development shall take place until full details of both hard and soft landscaping works have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; hard surfacing materials; minor artefacts and structures; proposed and existing functional services above and below ground. Soft landscaping works shall include planting plans; written specifications; schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme.
22. The development shall not be occupied until a plan for the future management of the proposed street trees has been submitted to and approved in writing by the local planning authority. The approved plan shall be adhered to thereafter.
23. The development shall not be occupied until a programme for the planting of the proposed street trees in River Lane and Rowlinson Way has been agreed with the local planning authority. Tree planting shall be implemented in accordance with the agreed plan.

24. Prior to the commencement of development full details and plans of the on-site storage facilities for waste and recycling shall be submitted to and approved in writing by the local planning authority. Such details shall identify the specific positions of where wheeled bins, or any other means of storage will be stationed to enable collection from within 10m of the kerbside of the adopted highway/refuse collection vehicle access point. Details shall include the on-site storage facilities for waste, including waste for recycling, the storage facilities for the separation of waste for recycling and composting within the individual student flats/clusters, and the arrangements for the disposal of waste. These arrangements shall subsequently be provided and shall include provision for a minimum of 50% recycling/organic capacity. The approved arrangements shall be retained thereafter unless alternative arrangements are agreed in writing by the local planning authority.
25. The development hereby approved shall not be occupied until an operational management plan for the site, which provides details of site management, security, delivery handling, waste collection management, litter control and term end pick-up and drop-off arrangements has been submitted to and approved in writing by the local planning authority. Occupation of the site shall take place only in accordance with the approved management plan.
26. Within six months of the commencement of development a Public Art Delivery Plan shall be submitted to and subsequently approved in writing by the local planning authority and shall include the following: details of the Public Art and artist commissioned; details of how the Public Art will be provided including a timetable for its provision; details of the location of the proposed Public Art on the application site; the proposed consultation to be undertaken with the local community. The approved Public Art Delivery Plan shall be fully implemented in accordance with the approved details and timetable.
27. Prior to the occupation of the development, a Public Art Maintenance Plan shall be submitted to and approved in writing by the local planning authority and shall include the following: details of how the Public Art will be maintained; how the Public Art would be decommissioned if not permanent; how repairs would be carried out; how the Public Art would be replaced in the event that it is destroyed. The approved Public Art Maintenance Plan shall be fully implemented in accordance with the approved details. Once in place, the Public Art shall not be moved or removed otherwise than in accordance with the Public Art Maintenance Plan.

## Appendix 10: Decision notice for planning application 11/1294/FUL

**CAMBRIDGE CITY COUNCIL**  
The Guildhall, Cambridge, CB2 3QJ

TOWN AND COUNTRY PLANNING ACTS 1990

### FULL PLANNING PERMISSION

SUBJECT TO CONDITIONS

Ref: 11/1294/FUL



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Mr M Mann  
Savills L & P Ltd.  
Unex House  
132-134 Hills Road  
Cambridge  
CB2 8PA

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The Council hereby grant full planning permission for

**Demolition of existing depot building and redevelopment of site to provide: 43 residential units (comprising 18 2-3 bed houses, 6 2-3 bed coach houses and 19 1-2 bed flats), public open space including a play area, and associated works including landscaping, new access and parking.**

at

**Travis Perkins Trading Co Ltd Devonshire Road Cambridge CB1 2BJ**

in accordance with your application received 31st October 2011 and the plans, drawings and documents which form part of the application, subject to the conditions set out below:

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 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 first occupation of the approved apartment building, full details of the means by which members of the public can contact the management company responsible for on site management and maintenance of the apartment building, including the location of a sign to include such details on the building, shall be submitted to and approved by the local planning authority in writing. The approved provisions for contact details shall be provided prior to the first occupation or in accordance with such timetable as may be agreed by the local planning authority and shall be retained thereafter unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of the community safety (Cambridge Local Plan policy 3/7)

4. No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the appearance of the external surfaces is appropriate. (Cambridge Local Plan 2006 policies 3/4 and 3/12)

5. Prior to the construction of any brick or stone work, a sample panel of the facing materials to be used shall be erected on site to establish the detail of bonding, coursing and colour and type of jointing and shall be agreed in writing with the local planning authority. Development shall be carried out in accordance with the approved details. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: In the interests of visual amenity and to ensure that the quality and colour of the detailing of the brickwork/stonework and jointing is acceptable and maintained throughout the development. (Cambridge Local Plan 2006 policies 3/4 and 3/12)

6. All new joinery to be provided in connection with window frames and doors shall be recessed at least 75mm back from the face of the wall / façade. The development shall be carried out in accordance with the specified recess.

Reason: To avoid harm to the Conservation Area. (Cambridge Local Plan 2006, policy 4/11)

7. Prior to the commencement of development and notwithstanding the approved plans, amended drawings shall be submitted of the side elevations of house type F1 (plots 7 & 8 only) which face the approved access road and provide a window to each elevation which serves the kitchen. The development shall be carried out in accordance with the approved details.

Reason: To improve visibility and surveillance of the approved vehicle and pedestrian entrance into the approved development. (Cambridge Local Plan 2006 policy 3/4,3/7 and 3/12).

8. Prior to the first occupation of the approved development, full details of both hard and soft landscape works shall be submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); proposed and existing functional services above and below ground (eg drainage, power, communications cables, pipelines indicating lines, manholes, supports); retained historic landscape features and proposals for restoration, where relevant. Full details of the means of providing the full quantum (255 sq m) of children's play within the public open space shall be included within the submission of information. Soft Landscape works shall include planting plans including the native hedge along the part of the north boundary; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme. Development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

9. Prior to the first occupation of the approved development a schedule of landscape maintenance for a minimum period of five years shall be submitted to and approved in writing by the local planning authority. The schedule shall include details of the arrangements for its implementation. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the landscaped areas are maintained in a healthy condition in the interests of visual amenity. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

10. Prior to the first occupation of the approved development, a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, other than small privately owned, domestic gardens, shall be submitted to and approved by the local planning authority in writing, for its permitted use. The landscape plan shall be carried out as approved.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

11. All hard and soft landscape works shall be carried out in accordance with the approved details, and to a reasonable standard in accordance with the relevant recommendation of the appropriate British Standard or other recognised code of good practice. The works shall be carried out prior to the occupation of any part of the development or in accordance with the programme agreed by the local planning authority in writing. The maintenance shall be carried out in accordance with the approved schedule. Any trees or plants that, within a period of five years after planting, are removed, die or become in the opinion of the local planning authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless the local planning authority gives its written consent to any variation.

Reason: To ensure provision, establishment and maintenance of a reasonable standard of landscaping in accordance with the approved design. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

12. Prior to the first occupation of the approved development a plan indicating the positions, design, materials and type of boundary treatment to be erected both around the perimeter of the site and individual plot boundaries shall be submitted to and approved in writing by the local planning authority. The boundary treatment shall be completed before the buildings are occupied and retained thereafter unless any variation is agreed in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure an appropriate boundary treatment is implemented. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

13. Prior to the removal of the existing Japanese Knotweed in two locations along the eastern boundary of the site, details shall be submitted to and approved in writing by the local planning authority regarding how this invasive species will be removed and the remaining area treated. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the species is successfully removed (Cambridge Local Plan policy 3/8)

14. Prior to the first occupation of the approved development, details shall be provided for the screening to the planting areas associated with the Coach Houses at first floor level. These details shall be submitted and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of neighbouring residents (Cambridge Local Plan policy 3/4 and 3/12).

15. No demolition or construction of the approved development shall take place until a full photographic record and survey by measured drawing has been made depicting the existing water tower on the north east corner of the site and the existing railway building that is embedded within the existing depot building. A copy shall be deposited with each of the following organisations: the Cambridgeshire Collection of the Central Library, Lion Yard, Cambridge; the County Archive, Shire Hall, Castle Hill, Cambridge, and the local planning authority. The precise number and nature of the photographs, drawings and samples to be taken is to be agreed in advance with the local planning authority and the format in which they are to be displayed and titled is to be agreed with the local planning authority before the deposit is made.

Reason: to foster understanding of the building's importance in the national and Cambridge context, and to ensure proper recording of any aspects of the building's special interest which are to be lost or altered. (Cambridge Local Plan 2006, policy 4/11)

16. Prior to the occupation of the approved development, details shall be submitted to and approved in writing by the local planning authority in consultation with the Nature and Conservation Projects Officer demonstrating where ecological enhancements shall be situated, that may include but are not exhaustive of bird boxes, bat boxes or tubes. Development shall be carried out in accordance with the approved details.

Reason: To ensure that any wildlife are protected and provided for through the approved development (Cambridge Local Plan 2006 policy 4/3).

17. Prior to the commencement of development an interim certificate following a design stage review, based on design drawings, specifications and commitments, has been issued by a Code for Sustainable Homes Licensed Assessor to the Local Planning Authority, indicating the following:

- a) that all proposed dwellings are capable of achieving a minimum of level 3 of the Code for Sustainable Homes.

All residential buildings shall be constructed to meet the applicable Code for Sustainable Homes specified minimum level as above. Prior to the occupation of any dwelling, a Post-Construction Stage assessment shall be undertaken for that dwelling. Should that assessment indicate that the specified minimum code level as above has not been met, appropriate mitigation to ensure the code level can be met shall be undertaken. Prior to occupation, or in accordance with an alternative timetable to be agreed with the Local Planning Authority, the developer shall take all reasonable measures to submit to the Local Planning Authority a certificate from the Building Research Establishment (BRE) or another certificated third party, indicating that the relevant code level has been met. In the event that such a rating is replaced by a comparable national measure of sustainability for building design, the equivalent level of measure shall be applicable to the proposed development.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan 2006 policy 8/16 and Supplementary Planning Document 'Sustainable Design & Construction' 2007).

18. No development of the approved development shall commence until such time as full details of all solar panels and/or photovoltaic cells, including type, dimensions, materials, location and fixing have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details for that phase.

Reason: To ensure that the details of development are acceptable. (Cambridge Local Plan 2006 policies 3/1, 3/4, 3/12 and 4/11)

19. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that order with or without modification), no windows or dormer windows other than those expressly authorised by this permission shall be constructed.

Reason: To protect the amenity of adjoining properties. (Cambridge Local Plan 2006 policies 3/4 and 3/12)

20. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no extensions, or additions or garages shall be erected other than those expressly authorised by this permission.

Reason: To protect the amenity of adjoining properties, and to prevent overdevelopment of the site. (Cambridge Local Plan 2006 policies 3/4 and 3/12)

21. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), each undercroft or garage shall be used for the purposes of parking a motor vehicle and shall not be enclosed or developed to provide ancillary or additional living accommodation to the affiliated dwelling.

Reason: To protect the amenity of adjoining properties, and to prevent overdevelopment of the site. (Cambridge Local Plan 2006 policies 3/4 and 3/12)

22. No development shall commence until full details of the circulation route for refuse vehicles has been submitted to the local planning authority and approved in writing. The required details shall include a full construction specification for the route, and a plan defining the extent of the area to which that specification shall be applied. No dwelling forming part of the development shall be occupied until the refuse circulation route has been laid out and constructed in accordance with the approved details, and thereafter the route shall be maintained in accordance with those details.

Reason: To ensure appropriate arrangements for the collection of waste and recycling (Cambridge Local Plan 2006 policy 3/12)

23. Prior to commencement of the development, full details of the specific type, quantity and positions of bins, boxes or any other means of on-site storage facilities for waste shall be submitted to and approved in writing by the local planning authority. The approved facilities, the full written management plan for moving bins and boxes to the collection point and returning them, and contact details for the management organisation shall be provided prior to occupation of the buildings hereby approved and shall be retained thereafter, unless alternative arrangements are agreed in writing by the local planning authority.

Reason: To ensure appropriate waste storage and collection facilities. (Cambridge Local Plan 2006 policy 3/12)

24. No development shall take place within the site until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2006 policy 4/9)

25. Details of any floodlighting or external lighting shall be submitted to and approved in writing by the local planning authority before the buildings hereby permitted are occupied. Development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of adjoining properties and the biodiversity of the area. (Cambridge Local Plan 2006 policies 3/4 and 4/15)

26. No development shall commence until a detailed scheme for the provision and implementation of surface water drainage in accordance with the submitted Flood Risk Assessment & Surface Water Drainage Strategy Foul Sewage and Utilities Assessment by Structa dated October 2011, referenced 2037-R002 Rev B has been submitted to and approved in writing by the local planning authority. The detailed scheme shall also include details of its adoption and maintenance. The drainage works shall be constructed in accordance with the approved details prior to the occupation of any part of the residential accommodation hereby approved.

Reason: In order to ensure adequate means of surface water drainage (Cambridge Local Plan 2006 policy 8/18).

27. No development shall commence until details of the foul water drainage has been submitted to and approved in writing by the local planning authority. These details shall also include details of its adoption and maintenance. The drainage works shall be constructed in accordance with the approved details prior to the occupation of any part of the residential accommodation hereby approved.

Reason: In order to ensure adequate means of foul water drainage (Cambridge Local Plan 2006 policy 8/18)

28. Prior to the commencement of development, a site wide Demolition and Construction Environmental Management Plan (DCEMP) shall be submitted to and approved in writing by the local planning authority. The DCEMP shall include the consideration of the following aspects of demolition and construction:

- a) Site wide demolition, construction and phasing programme.

- b) Contractors access arrangements for vehicles, plant and personnel including the location of construction traffic routes to, from and within the site, details of their signing, monitoring and enforcement measures.
- c) Construction hours.
- d) Delivery times for construction purposes.
- e) Soil Management Strategy.
- f) Noise method, monitoring and recording statements in accordance with the provisions of BS 5228-1: 2009.
- g) Maximum noise levels for construction equipment, plant and vehicles.
- h) Vibration method, monitoring and recording statements in accordance with the provisions of BS 5228-2: 2009.
- i) Maximum vibration levels for construction equipment, plant and vehicles.
- j) Dust management and wheel washing measures in accordance with the provisions of London Best Practice Guidance: The control of dust and emissions from construction and demolition.
- k) Use of concrete crushers
- l) Prohibition of the burning of waste on site during demolition/construction.
- m) Site lighting.
- n) Drainage control measures including the use of settling tanks, oil interceptors and bunds.
- o) Screening and hoarding details.
- p) Access and protection arrangements around the site for pedestrians, cyclists and other road users.
- q) Procedures for interference with public highways, including permanent and temporary realignment, diversions and road closures.
- r) External safety and information signing and notices.
- s) Liaison, consultation and publicity arrangements including dedicated points of contact.
- t) Consideration of sensitive receptors.
- u) Prior notice and agreement procedures for works outside agreed limits.
- v) Complaints procedures, including complaints response procedures.
- w) Membership of the Considerate Contractors Scheme.

Reason: To protect the amenity of local residents and highway users. (Cambridge Local Plan policy 3/4 and 8/2)

29. Prior to the occupation of the approved development details of the acoustic performance and integrity of the proposed acoustic boundary on the northern boundary with the neighbouring commercial site shall be submitted to and approved in writing by the local planning authority. The approved boundary treatment shall be provided prior to the first occupation of development and shall be retained thereafter unless alternative arrangements are agreed in writing by the local planning authority.

Reason: To protect the amenity of local residents. (Cambridge Local Plan policy 3/4 and 4/13)

30. No development approved by this permission shall be commenced prior to a contaminated land assessment and associated remedial strategy, being submitted to the LPA and receipt of approval of the document/documents from the LPA. This applies to paragraphs a), b) and c). This is an iterative process and the results of each stage will help decide if the following stage is necessary.
- (a) The contaminated land assessment shall include a desk study to be submitted to the LPA for approval. The desk study shall detail the history of the site uses and propose a site investigation strategy based on the relevant information discovered by the desk study. The strategy shall be approved by the LPA prior to investigations commencing on site.
  - (b) The site investigation, including relevant soil, soil gas, surface and groundwater sampling, shall be carried out by a suitable qualified and accredited consultant/contractor in accordance with a quality assured sampling and analysis methodology.
  - (c) A site investigation report detailing all investigative works and sampling on site, together with the results of the analysis, risk assessment to any receptors and a proposed remediation strategy shall be submitted to the LPA. The LPA shall approve such remedial works as required prior to any remediation commencing on site. The works shall be of such a nature as to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. No development approved by this permission shall be occupied prior to the completion of any remedial works and a validation report/s being submitted to the LPA and receipt of approval of the document/documents from the LPA. This applies to paragraphs d), e) and f).
  - (d) Approved remediation works shall be carried out in full on site under a quality assurance scheme to demonstrate compliance with the proposed methodology and best practice guidance.
  - (e) If, during the works contamination is encountered which has not previously been identified then the additional contamination shall be fully assessed and an appropriate remediation scheme agreed with the LPA.
  - (f) Upon completion of the works, this condition shall not be discharged until a closure report has been submitted to and approved by the LPA. The closure report shall include details of the proposed remediation works and quality assurance certificates to show that the works have been carried out in full in accordance with the approved methodology. Details of any post-remedial sampling and analysis to show the site has reached the required clean-up criteria shall be included in the closure report together with the necessary documentation detailing what waste materials have been removed from site.

Reason: To protect future occupiers from pollution. (Cambridge Local Plan policy 4/13)

31. Prior to the commencement of development and notwithstanding the approved plans, amended drawings shall be submitted of the rear elevation of Coach House A to provide non obscured windows to bedroom 2 and that the height of these windows is such that it mitigates overlooking into neighbouring properties. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of both future and neighbouring occupants (Cambridge Local Plan 2006 policy 3/4 and 3/12).

32. Prior to the commencement of development, a plan shall be submitted to and approved in writing by the local planning authority, which details the allocation of car parking spaces to each dwelling upon the site. This allocation shall be retained upon the site unless otherwise agreed in writing with the local planning authority.

Reason: To protect existing residents on nearby streets from un-necessary competition for car parking spaces as a result of the approved development (Cambridge Local Plan 2006 policy 8/10)

33. Prior to the first occupation of the approved development, details of facilities for the storage and secure parking of bicycles within the development shall be submitted to and approved in writing by the local planning authority. These details shall provide details in relation to;

- a) The external secure cycle parking situated to the front of the approved Devonshire Road properties;
- b) The covered and secure storage of cycles within the rear gardens of the houses;
- c) The secure storage of cycles at ground floor level of the approved apartment block;
- d) Any ancillary cycle parking.

The approved facilities shall be provided in accordance with the approved details before use of the development commences.

Reason: To ensure appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2006 policy 8/6)

34. Prior to the construction of the undercroft car parking beneath the approved apartment building, details and drawings shall be submitted to and approved in writing by the local planning authority demonstrating how the footpaths to the waste and cycle stores will be protected from drivers parking over it and obstructing access by residents and the refuse team. The development shall be carried out in accordance with the approved details.

Reason: To ensure that drivers are unable to obstruct the access to the cycle and waste storage, thereby hindering use of the facilities (Cambridge Local Plan 2006 policies 3/12 and 8/6)

35. Prior to commencement of the approved development the following components of a scheme to deal with the risks associated with the risks associated with contamination of the site shall each be submitted to and approved in writing by the local planning authority;

- 1) A preliminary risk assessment which has identified all previous uses; potential contaminants associated with those uses; a conceptual model of the site indicating sources, pathways and receptors; and potentially unacceptable risks arising from contamination at this site.

- 2) A site investigation scheme, based upon (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
- 3) The site investigation results and the detailed risk assessment (2) and based on these an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
- 4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the express consent of the local planning authority. The scheme shall be implemented as approved.

Reason: The site overlies a principle chalk formation aquifer and to prevent the development from creating pollution to controlled waters (Cambridge Local Plan 2006 policy 8/18).

36. Prior to the commencement of development, a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved in writing, by the local planning authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria has been met. It shall also include any plan (a long-term monitoring and maintenance plan) for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan and for the reporting of this to the local planning authority.

Reason: To ensure that the completed development complies with approved details in the interests of protection of the environment and harm to human health. (Cambridge Local Plan 2006 policies 4/13 and 8/18).

37. If, during development, contamination not previously identified is found to be present at the site than no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted, and obtained written approval from the local planning authority for, an amendment to the remediation strategy now detailing how this unsuspected contamination shall be dealt with.

Reason: To ensure that the completed development complies with approved details in the interests of protection of the environment and harm to human health. (Cambridge Local Plan 2006 policies 4/13 and 8/18).

38. No infiltration of surface water drainage into the ground is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters.

Reason: To prevent pollution to controlled waters (Cambridge Local Plan 2006 policy 8/18).

39. Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. Where there is no alternative to piling, a method should be selected that minimises the risks of groundwater pollution or gas migration. Mitigation measures and-or environmental monitoring may need to be incorporated into the design. The method selected should be presented in a 'Foundation Works Risk Assessment Report' which should be submitted to an approved in writing by the local planning authority before development commences.

Reason: To prevent pollution to controlled waters (Cambridge Local Plan 2006 policy 8/18).

40. Prior to the first completion of a property on the approved development, a Travel Plan shall be submitted to and approved in writing by the local planning authority, which will include how the approved Plan shall be distributed to future residents of the approved development. The Travel Plan shall be implemented and monitored according to the provisions approved by the local planning authority.

Reason: To avoid an unacceptable transport impact, and to increase sustainability, limit pollution, and mitigate any air quality impact of the development. (Cambridge Local Plan (2006) policies 3/1, 4/13, 4/14 and 8/2)

41. The access road to the site shall be hard surfaced, without loose material, for a distance of at least 6m from its junction with the public highway.

Reason: To ensure debris is not spread on to the public highway. (Cambridge Local Plan 2006, policy 8/2)

42. Access and manoeuvring space shall be retained as shown on the approved drawings and shall be kept free of obstruction at all times.

Reason: In the interests of highway safety (Cambridge Local Plan 2006 policy 8/2)

43. Notwithstanding the provision of Class A of Schedule 2, Part 2 of the Town and Country Planning (General Permitted Development) Order 1995, (or any order revoking, amending or re-enacting that order) no gates shall be erected across the approved access unless details have first been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety (Cambridge Local Plan 2006, policy 8/2)

44. Prior to the commencement of the first use all vehicular access where it crosses the public highway shall be laid out and constructed in accordance with the Cambridgeshire County Council construction specification.

Reason: In the interests of highway safety and to ensure satisfactory access into the site. (Cambridge Local Plan 2006, policy 8/2)

45. The accesses shall be constructed with adequate drainage measures to prevent surface water run-off onto the adjacent public highway or future public highway, in accordance with a scheme submitted to and approved in writing by the Local Planning Authority, in consultation with the Highway Authority.

Reason: To prevent surface water discharging to the highway. (Cambridge Local Plan 2006, policy 8/2)

46. Visibility splays shall be provided as shown on the drawings. The pedestrian splays are to be included within the curtilages of the new dwellings. These areas shall be kept clear of all planting, fencing, walls and the like exceeding 600mm high.

Reason: In the interests of highway safety. (Cambridge Local Plan 2006, policy 8/2)

47. No demolition or construction works shall commence on site until a traffic management plan has been agreed with the Planning Authority in consultation with the Highway Authority. The principle areas of concern that should be addressed are:
- i. Movements and control of muck away lorries (all loading and unloading should be undertaken off the adopted public highway)
  - ii. Contractor parking, for both phases all such parking should be within the curtilage of the site and not on street.
  - iii. Movements and control of all deliveries (all loading and unloading should be undertaken off the adopted public highway)
  - 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.

Development shall be carried out in accordance with the approved plan.

Reason: in the interests of highway safety (Cambridge Local Plan 2006, policy 8/2).

**Informative:** Principle aquifers are geological strata that exhibit high permeability and provide a high level of water storage. They may support water supply and/or river base flow on a strategic scale. The site is therefore vulnerable to pollution. The regional use of groundwater in the area also makes the site vulnerable to pollution. The previous uses of the land have contaminated the land and groundwater and remediation is necessary prior to development.

**Informative:** In connection with condition 37, the Environment Agency Groundwater Protection Policy, directs that discharge into groundwater of surface water run-off are not acceptable and only clean uncontaminated water should be discharged into any infiltration structures. The maximum acceptable depth for infiltration structures is two metres below existing ground level with the base of these infiltration structures at least 1.2 metres above the highest seasonal water-table. Given the groundwater levels at this site (2.5m bgl) soakaways are likely to be unacceptable from a pollution prevention point of view. Other drainage options should be considered. Additionally, the construction of infiltration structure in potentially contaminated land is not allowed. All surface water drainage from areas susceptible to oil contamination must be passed through an oil separator designed and constructed to have a capacity and details compatible with the site being drained.

**Informative:** It is recommended in connection with condition 38 that piling on sites underlain by aquifers is avoided where possible and that non-invasive methods such as rafts should be used instead.

**Informative:** Following implementation of any Permission issued by the Planning Authority in regard to this proposal the residents of the new dwelling will not qualify for permits of any kind within the existing Residents' Parking Schemes operating on surrounding streets.

**Informative:** This development involves work to the public highway that will require the approval of the County Council as Highway Authority. It is an OFFENCE to carry out any works within the public highway, which includes a public right of way, without the permission of the Highway Authority. Please note that it is the applicant's responsibility to ensure that, in addition to planning permission, any necessary consents or approvals under the Highways Act 1980 and the New Roads and Street Works Act 1991 are also obtained from the County Council.

**Informative:** No part of any structure may overhang or encroach under or upon the public highway unless licensed by the Highway Authority and no gate / door / ground floor window shall open outwards over the public highway.

**Informative:** Public Utility apparatus may be affected by this proposal. Contact the appropriate utility service to reach agreement on any necessary alterations, the cost of which must be borne by the applicant.

**Informative:** The Council's document 'Developers Guide to Contaminated Land in Cambridge' provides further details on the responsibilities of the developers and the information required to assess potentially contaminated sites. It can be found upon the City Council's website. Hard copies can be provided upon request.

**Informative:** The Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Draft Supplementary Planning Document provides further details on the responsibilities of the developers and the information required for adequate Waste and Recycling requirements. It can be found on the City Council's website.

**Informative:** This planning permission should be read in conjunction with the associated deed of planning obligation prepared under s.106 of the Town and Country Planning Act 1990 (as amended). The applicant is reminded that under the terms of the s106 Agreement you are required to notify the City Council of the date of commencement of development.

### **Reasons for Approval**

1. This development has been approved subject to conditions and the prior completion of a section 106 planning obligation (/a unilateral undertaking), because subject to those requirements it is considered to conform to the Development Plan as a whole, particularly the following policies:

Cambridgeshire and Peterborough Structure Plan 2003: P6/1, P9/8

Cambridge Local Plan (2006): 3/1,3/4,3/6,3/7,3/8,3/11,3/12,3/13,4/4,4/11,4/13,5/1,5/5,

2. The decision has been made having had regard to all other material planning considerations, none of which was considered to have been of such significance as to justify doing other than grant planning permission.
3. In reaching this decision the local planning authority has acted on guidance provided by the National Planning Policy Framework, specifically paragraphs 186 and 187. The local planning authority has worked proactively with the applicant to bring forward a high quality development that will improve the economic, social and environmental conditions of the area.

These reasons for approval can be a summary of the reasons for grant of planning permission only. For further details on the decision please see the officer report online at [www.cambridge.gov.uk/planningpublicaccess](http://www.cambridge.gov.uk/planningpublicaccess) or visit our Customer Service Centre, Mandela House, 4 Regent Street, Cambridge, CB2 1BY between Mon 8am - 5:15pm, Tues, Thurs & Fri 9am - 5:15pm, Weds 9am - 6pm.

This decision notice relates to the following drawings: **2037-SK004 P1, MCA2010/02 , 2037-SK004 P3, 2037-SK006 P2, 09-1716-027 B, 09-1716-004 D, 09-1716-006 D, 09-1716-003 D, 09-1716-007 D, 09-1716-002 N, MCA2010/03 , 09-1716-011 B, 09-1716-001 , 09-1716-005 , 09-1716-010 , 09-1716-011 , 09-1716-012 A, 09-1716-013.1 A, 09-1716-013.2 , 09-1716-014 , 09-1716-015 , 09-1716-016 , 09-1716-017 , 09-1716-018 A, 09-1716-018.1 , 09-1716-019 A, 09-1716-020 A, 09-1716-020.1 , 09-1716-021 , 09-1716-022 A, 09-1716-023 , 09-1716-024 , 09-1716-025 , 09-1716-025.1 , 09-1716-028 A, 09-1716-029 A**

It is important the development is carried out fully in accordance with these plans. If you are an agent, please ensure that your client has a copy of them and that they are also passed to the contractor carrying out the development. A copy of the approved plan(s) is/are kept on the planning application file.

It is important that all conditions particularly pre-commencement conditions are fully complied with, and where appropriate, discharged prior to the implementation of the development. Failure to discharge such conditions may invalidate the planning permission granted. The development must be carried out fully in accordance with the requirements of any details approved by condition.

This decision notice does not convey any approval or consent which may be required under any enactment, bye-law, order or regulation other than Section 57 of the Town and Country Planning Act 1990.

Your attention is specifically drawn to the requirements of the Chronically Sick and Disabled Persons Act 1970, the Disabled Persons Act 1981, to the British Standards Institution Code of Practice for Access for the Disabled to Buildings (BS 5810 1979), to Part M of the Building Regulations 1991, and to BS 5588 Part 8 1988 (Code of Practice for means of escape for disabled persons). The development should comply with these requirements.

Please note: On-street parking controls, including residents' parking schemes, are in operation in several parts of the City of Cambridge. There are restrictions on eligibility for residents' parking permits, even for residents within the areas covered by schemes. Implementing a planning consent can remove eligibility for a permit. The County Council can advise whether or not properties qualify for a Residents' Parking Permit. If in doubt, please contact Cambridgeshire County Council, Cambridgeshire Parking Services by telephoning (01223) 727920 or by e-mailing [parkingpermits@cambridgeshire.gov.uk](mailto:parkingpermits@cambridgeshire.gov.uk), mentioning this planning consent. Please also be aware that the criteria for granting parking permits may change from time to time.

For further information please go to [www.cambridge.gov.uk/planning](http://www.cambridge.gov.uk/planning).

Dated: 8 April 2014



Guildhall, Cambridge, CB2 3QJ

Head of Planning Services 

SEE NOTES ATTACHED

## **PLANNING PERMISSION**

### **1. Appeals to the Secretary of State**

If you are aggrieved by the decision of your local planning authority to refuse permission for the proposed development' or to grant permission subject to conditions, then you can appeal to the First Secretary of State under section 78 of the Town & Country Planning Act 1990.

If you want to appeal then you must do so within 6 months of the date of this notice or within 12 weeks of the date of the decision notice against a refusal of any householder or minor commercial planning application, using a form which you can get from the Planning Inspectorate at Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6PN (Tel: 0303 444 5000) or from [www.planningportal.gov.uk/pcs](http://www.planningportal.gov.uk/pcs)

The Secretary of State can allow for a longer period for giving notice of an appeal, but he will not normally be prepared to use this power unless there are special circumstances which excuse the delay in giving notice of appeal.

The Secretary of State need not consider an appeal if it seems to him that the local planning authority could not have granted planning permission for the proposed development or could not have granted it without the conditions they imposed, having regard to the statutory requirements, to the provisions of any development order and to any directions given under a development order.

In practice, he does not refuse to consider appeals solely because the local planning authority based their decision on a direction given by him.

### **2. Purchase Notices**

If either the local planning authority or the Secretary of State for the Environment refuses permission to develop land or grants it subject to conditions, the owner may claim that he can neither put the land to a reasonably beneficial use in its existing state nor render the land capable of a reasonably beneficial use by the carrying out of any development which has been, or would be permitted. In these circumstances, the owner may serve a purchase notice on the council (District Council, London Borough Council or Common Council of the City of London) in whose area the land is situated. This notice will require the Council to purchase his interest in the land in accordance with the provisions of Part VI of the Town & Country Planning Act 1990.

## **LISTED BUILDING CONSENT, CONSERVATION AREA CONSENT**

### **3. Notification of Demolition**

If listed building consent has been granted and any demolition is to take place, you must in accordance with Section 8(2)(b) of the Planning (Listed Building and Conservation Areas) Act 1990 complete a Final Notice of Demolition Form and send it to English Heritage at least one month before demolition occurs.

### **4. Appeals to the Secretary of State**

If you are aggrieved by the decision of your local planning authority to refuse listed building or conservation area consent, or to grant either subject to conditions then you may appeal to the Secretary of State for the Environment in accordance with sections 20 and 21 of the Planning (Listed Building and Conservation Areas) Act 1990. Appeals must be made within 6 months of the date of the decision (see notes under 1 above).

### **5. Purchase Notice**

If listed building or conservation area consent is refused, or if either is granted subject to conditions, and the owner of the land claims that the land has become incapable of reasonably beneficial use in its existing state and cannot be rendered capable of reasonably beneficial use by the carrying out of any development which has been or would be permitted, he may serve on the District Council in which the land is situated a purchase notice requiring the council to purchase his interest in the land in accordance with section 32 of the Planning (Listed Building and Conservation Areas) Act 1990.

### **6. Compensation**

In certain circumstances a claim may be made against the local planning authority for compensation as provided for under Section 27 of the Planning (Listed Building and Conservation Areas) Act 1990.

## **CONSENT TO DISPLAY AN ADVERTISEMENT**

### **7. Appeals to the Secretary of State**

If you are aggrieved by the decision of the local planning authority to refuse consent to display an advertisement, or to grant consent subject to conditions then you may appeal to the Secretary of State for the Environment under Regulation 15 of the Town and Country Planning (Control of Advertisements) Regulations 1992. Appeals must be made within 8 weeks of the date of the decision (see notes under 1 above)

## **Appendix 11:** **Letter about Mill Road Depot**

**Enquiries to:**  
Ms Nicola Hillier  
Housing Development Agency  
**T:** 01223 457923  
**E:** Nicola.hillier@cambridge.gov.uk



Mrs S Saunders  
Planning Policy Manager  
Planning Services  
Cambridge City Council  
Guildhall  
Market Square  
Cambridge  
CB2 3QJ

16 May 2016

Dear Mrs Saunders,

**Mill Road Depot Site Allocation (R10) : Letter of Support**

I am writing with regard to the above named site allocation to express support for its inclusion in the Local Plan.

With reference to the previously submitted Statement of Common Ground (RD/SCG/150) dated March 2015, I can confirm and reiterate the intention of Cambridge City Council to redevelop the depot site for the delivery of 167 dwellings and associated open space as well as the inclusion of provision for the Chisholm Trail cycle route.

The redevelopment of the site is currently being taken forward by the Council as a landowner, through the in-house Housing Development Agency (HDA) to deliver a residential scheme in line with the allocation. In 2015, Allies and Morrison Architects were appointed by the Council to work with the Planning Service in preparing a planning and development brief for the site, with the intention of it being adopted as a Supplementary Planning Document alongside the Local Plan.

As part of preparing the planning and development brief, two workshop events have been held with local residents and stakeholders to capture their aspirations and concerns surrounding the proposed redevelopment.

The draft planning and development brief was approved by the Council's Development Plan Scrutiny Sub-committee in March 2016 to be taken forward for public consultation. This is now programmed to take place from 3 June until 15 July 2016. The aim is for the final document to be approved for adoption by the end of 2016.

At present, the depot site is still partially occupied by some Council services as well as commercial lettings. However, significant progress has been made in planning the relocation of these services to alternative locations. The following changes have taken place or are proposed in the coming months:

- Waste Services – refuse services relocated to Waterbeach in 2015;
- Garage/Fleet Services – relocation to Waterbeach in July 2016;
- Estate and Facilities - relocation to Cowley Road by March 2017;
- Streets and Open Spaces – relocation to Cowley Road by March 2017;
- Commercial Lettings – to be terminated to allow for vacant possession by March 2017.

Please see Appendix A for a more detailed review of the relocation of services from Mill Road Depot.

Given the above timescales, and the impending public consultation on the draft planning and development brief, it is proposed that works will be able to commence on the site to facilitate clearance and possible contamination remediation from April 2017. It is also proposed that the Council will work with an investment partner to facilitate the redevelopment of the site and will therefore be in a position to begin the site masterplanning process early in 2017.

The Council's Annual Monitoring Report currently shows that development could commence on site in 2022/23. However, given the progress being made, delivery could come forward in 2020/21.

I trust this letter clarifies the Council's position with specific regard site allocation R10, however should there be any further information required please do not hesitate to contact me.

Yours sincerely,

Nicola Hillier  
Housing Development Manager  
Greater Cambridge Housing Development Agency

## **Appendix A:**

### Relocation of Council Services: Mill Road Depot

In December 2008, Cambridge City Council commissioned a high level assessment of City Services' future operational requirements and to assess the appropriateness of the existing use of Mill Road depot and explore whether there were any sites that would be suitable to relocate these services in order to achieve more effective service delivery. The outcome of the study was reviewed by the Council in May 2009. Whilst the Council considered Cowley Road to be a good alternative location to the Mill Road Depot site, it anticipated significant changes to services in 2009/10 and so decided it would be better to wait a year or so before making a final decision about the future use of Mill Road Depot site and noted that this would allow officers time to fully assess the office accommodation requirements for the Council.

In the period between May 2009 and January 2014, the Council worked with the Making Assets Count (MAC) Project Board to explore the business case for the development of a Joint Operations Centre (JOC) to release the Mill Road Depot for development and to improve facilities. This study concluded that the Council would not join the County Council and other local authorities in combining their operational depots but would work with South Cambridgeshire District Council to relocate the Waste Service to a joint site at Waterbeach. In January 2014, the Council commissioned a project to progress the proposals, in the context of a wider Office Accommodation Strategy, to release Mill Road Depot and relocate the services from the site.

The redevelopment of Mill Road Depot requires that services based there be relocated by a target date of April 2017 and the commercial lettings at Mill Road Depot be terminated by end March 2017. The Council aims to start development of the site after that date, given the approval for the development of the land is adopted in the Local Plan.

A review of alternative locations with the relevant services identified Cowley Road as the preferred area for the some elements of the new depot, using the vacant Park and Ride site for hard standing and staff rest and refreshment facilities. The Council is currently implementing a plan to vacate the site by April 2017 in that:

- The Executive Councillor for Finance and Resources approved the Council's accommodation strategy at the Strategy and Resources Scrutiny Committee on 18th January 2016;
- The Council has significant land holdings that it can utilise to accommodate relocations from Mill Road Depot;
- The Council has already entered into leases of properties to accommodate the relocations from Mill Road Depot;
- Waste Services are now delivered in conjunction with South Cambridgeshire District Council at a depot facility at Waterbeach;
- The Garage/Fleet Service is moving to Waterbeach by end of July 2016;

- Estates and Facilities: planned and responsive repairs and stores facilities will relocate to Cowley Road by March 2017;
- Streets and Open Spaces will relocate to Cowley Road and depot facilities to Park and Ride site by March 2017;
- Residual office accommodation needs will be subsumed within the Council's existing office space.