

CC7/CCC



Examination into the Soundness of the Cambridge
Local Plan

**Matter CC7 – Allocations and Change of
Designations**

Matter Statement by Cambridge City Council

May 2016

Matter CC7 – Site Allocations outside of Areas of Major Change and Opportunity Areas
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List of Abbreviations

SHMA	Cambridge Sub-Regional Strategic Housing Market Assessment
SHLAA	Strategic Housing Land Availability Assessment
SPD	Supplementary Planning Document
USS	Universities Superannuation Scheme Limited

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Introduction

1. This statement sets out the Council's response in relation to the Inspectors' Matter CC7 in relation to Site Allocations outside of Areas of Major Change and Opportunity Areas.
2. The documents referred to in this statement are listed in Appendix 1. Examination document reference numbers are used throughout for convenience.

CC7A Site R12: Ridgeons, 75 Cromwell Road

Overview

3. Site R12: Ridgeons, 75 Cromwell Road is allocated for residential development in the Cambridge Local Plan 2014 Proposed Submission¹. The indicative capacity of the site is for 245 dwellings at a density of 75 dwellings per hectare. The site lies in a predominantly residential area east of the Cambridge – King's Lynn railway line. Site R12 Ridgeons, 75 Cromwell Road currently houses a builders' merchant. Ridgeons, the landowners and current occupiers of the site have expressed their interest in relocating their current operations at Cromwell Road to an alternative site in Cambridge and have confirmed their commitment to relocation in a Statement of Common Ground with the Council². The history of the site's allocation is set out in the Sustainability Appraisal of the Cambridge Local Plan 2014, Volume 2: History of Site Allocations, March 2014³ and is summarised below.
4. The site was partly allocated in the Cambridge Local Plan 2006 (Site 5.14)⁴. Part of Site R12 and site 5.14 were assessed as separate sites (Site 922 and 5.14) in the Council's Strategic Housing Land Availability Assessment⁵ (SHLAA) in 2012. The 2013 update of the SHLAA⁶ included an assessment of site number 922. However, the site 922 in the SHLAA 2013 did not have the same boundary as the site 922 in the SHLAA 2012. The site 922 in the SHLAA 2013 excludes the portion of the site which was allocated in the Cambridge Local Plan 2006 as site 5.14. This site was assessed separately in the SHLAA 2013 as site 5.14. Secondly, one of the accesses onto Cromwell Road was removed from the site boundary and the northern boundary of the site was amended to remove a triangle of land to the rear of Winstanley Court.
5. The Issues and Options 2 consultation⁷ in Winter 2013 consulted on Site R12 based on site 922 from the SHLAA 2013 plus site 5.14 from the Cambridge Local Plan 2006, for residential use. The audit of changes to the site was included in the Technical Background Document Part 2 Supplement⁸. Following public consultation on Issues and Options 2, the capacity of the site was reviewed and increased from 120 dwellings to 245 dwellings to reflect achievable site densities.

¹ RD/Sub/C/010, hereafter referred to as the Local Plan.

² RD/SCG/200, Statement of Common Ground as agreed between Cambridge City Council and Ridgeons Land LLP, March 2015.

³ RD/Sub/C/040, page 20.

⁴ RD/AD/300.

⁵ RD/Strat/130, pages 276 – 279 for site 922 and page 54 for site 5.14.

⁶ RD/Strat/140, pages 45, 312 - 315 for site 922 and page 53 for site 5.14.

⁷ RD/LP/270, Cambridge City Council Issues and Options Part 2: Site Options Within Cambridge.

⁸ RD/LP/310, Technical Background Document - Part 2 Supplement to Part 2 Site Options within and on the Edge of Cambridge (May 2013), pages 29 – 48.

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6. Proposed minor modifications⁹ were submitted at submission, highlighting minor amendments to the site. The modification PM/B/005 included the requirement to deliver a range of housing typologies across the site and to prepare a planning and development brief to demonstrate how the site will successfully integrate with the existing residential area. The modification was introduced in response to representations made during the Proposed Submission Consultation and to ensure appropriate development on the site.
7. Since the submission of the Local Plan, the Council has continued working with the landowners, local residents and stakeholders to produce the Ridgeons Site, Cromwell Road – Draft Planning and Development Brief (Ridgeons Development Brief)¹⁰. The process of preparation is provided in Figure 3 of the Ridgeons Development Brief and is shown overleaf. This process has included two public workshops in March and July 2015 and public consultation for ten weeks from 18 January to 7 March 2016.
8. Representations are currently being analysed. Following this process and the need for any changes to be made to the document, it is anticipated that the Ridgeons Development Brief will be presented to the Council's Development Plan Scrutiny Sub Committee for approval in July 2016.
9. The Ridgeons Development Brief will be adopted as a Supplementary Planning Document (SPD).
- i. **Is the proposed high density of the development and the associated housing mix justifiable in this location?**
10. The Council considers that the density of the development and associated housing mix is appropriate and justified in this location.
11. 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 Statement¹¹. 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.
12. The landowner and the Council tested a variety of site layouts during the preparation of the Ridgeons Development Brief as shown in Appendix 3 of this statement. The objective was to establish appropriate parameters, ensuring that an appropriate density of development could be achieved whilst ensuring appropriate levels of open space on site. To provide a further "test", two different figures for the number of dwellings were reviewed: 220 dwellings and 245 dwellings.


⁹ RD/SUB/C/050, Addendum to the Cambridge Local Plan 2014 Proposed Submission Document (July 2013): Schedule of proposed changes following proposed submission consultation



¹⁰ RD/SPD/250

¹¹ M8/CCC&SCDC

Figure 3: Process of preparation

Background




CAMBRIDGE LOCAL PLAN 2006
 Site allocation for housing on 0.8ha of the 3.27ha Ridgewons site









CAMBRIDGE LOCAL PLAN REVIEW ISSUES AND OPTIONS 2 PART 2 – SITE OPTIONS WITHIN CAMBRIDGE
 Draft site allocation for 120 homes on the entire 3.27ha Ridgewons site

CAMBRIDGE DRAFT LOCAL PLAN 2014 - PROPOSED SUBMISSION DRAFT 2013
 Draft site allocation for 245 homes on the entire 3.27ha Ridgewons site

PRE-SUBMISSION MODIFICATION TO THE CAMBRIDGE DRAFT LOCAL PLAN 2014
 Commitment to producing a Planning and Development Brief for the Ridgewons site:
 "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"

Planning and Development Brief



February 2015	Ridgewons Cromwell Road Planning & Development Brief	CAMBRIDGE CITY COUNCIL & RIDGEONS TEAM Agreement to jointly prepare a Planning and Development Brief for the site
March 2015	1 	CONSULTATION 1: THEMES AND FACT FINDING Exhibition, workshop and online consultation asking local people to help decide on the key themes for the Development Brief. Opportunity for the team to learn more about the site and wider area.
Spring 2015	- Analysis / themes - Design Principles - Framework Plan 	PREPARE BACKGROUND CHAPTERS OF DEVELOPMENT BRIEF Analysis of the site and the wider area organised into agreed themes. Drafting of design principles and framework plan
Summer 2015	2 	CONSULTATION 2: DESIGN PRINCIPLES & FRAMEWORK PLAN Exhibition, workshop and online consultation asking local people what they think about the draft design principles and framework plan, that will form the vision for the Development Brief
Summer 2015	Draft development brief 	PREPARE DRAFT DEVELOPMENT BRIEF
Late 2015		Approval of draft development brief by Cambridge City Council for six week public consultation
Early 2016	3 	CONSULTATION 3: SIX WEEK PUBLIC CONSULTATION ON DRAFT DEVELOPMENT BRIEF Six week public consultation carried out by Cambridge City Council
2016	Ridgewons Cromwell Road Planning & Development Brief 	FINALISE DEVELOPMENT BRIEF
	Ridgewons Cromwell Road Planning & Development Brief 	ADOPTION OF DEVELOPMENT BRIEF Concurrently or following adoption of the Cambridge Local Plan

We are currently at this stage in the preparation of the SPD

PREPARE AND SUBMIT OUTLINE PLANNING APPLICATION

To accord with the principles established in the brief

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13. The testing revealed that the indicative capacity of 245 dwellings could be achieved in a broadly north-south street orientation through the middle of the site and an east-west street orientation at the southerly end of the site. The varying building heights and types is also consistent with ensuring an appropriate low-rise edge against existing development to the east and south and with medium, flatted development to the north along the west side of Cromwell Road.
14. The Ridgeons Development Brief¹² at Sections 2.8 and 2.9 illustrates the approach taken in assessing the character and form of neighbouring sites, which supports the proposed density and form of the development on Site R12 as a medium rise – medium coverage development at 75 dwellings per hectare. The local character areas, which were assessed in the Ridgeons Development Brief, comprise eight areas ranging from 1930s semi-detached houses at 29 dwellings per hectare to recently completed houses and flatted development at 111 dwellings per hectare. Half of the character areas, including three developments on Cromwell Road itself, are developments where the density is greater than 75 dwellings per hectare. The Council considers that this density is achievable on site, having tested proposed site layouts and having taken into account the specific site constraints and the parking and open space needs of the development. This is compliant with the core planning principle 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.
15. The Council does not set out specific housing mix requirements in its policies or within Appendix B, as it is acknowledged that housing needs in terms of the mix of unit types and sizes may be subject to change within the plan period. Appendix B sets out indicative capacity, uses and any constraints affecting the allocated sites. As such, the Council's requirements for housing mix are set out in the current and draft Affordable Housing SPDs.¹³ The proposed housing mix on the site will be in line with the housing needs requirements for Cambridge. The Council's standards for housing mix are derived from the latest Strategic Housing Market Assessment (SHMA) data¹⁴ and include analysis of housing need by Cambridge City Council's Housing Service. The most up to date analysis is illustrated in Appendix 6 of the draft Affordable Housing SPD¹⁵.
16. The mix of house types proposed for the site in the Ridgeons Development Brief is set out in terms of character areas and form at Section 4.6 of the development brief. In summary, the southern and eastern parts of the site should comprise 2 – 3 storey houses to reflect the character of the adjacent Mill Road Conservation Area and relate to adjacent houses, whilst the western side of the site could accommodate 4 – 6 storey flatted development adjacent to the central open space. The overall mix of unit sizes and types in both the Ridgeons Development Brief and in the emerging pre-application scheme for the site is in keeping with the housing mix breakdown set out in the draft Affordable Housing SPD, which reflects latest need.

¹² RD/SPD/250

¹³ Affordable Housing SPD (2008), RD/SPD/180, and Draft Affordable Housing SPD (2014), RD/H/330.

¹⁴ SHMA 2013 (RD/Strat/090)

¹⁵ RD/H/330, Appendix 6, A6.10 to A6.14 pages. 45-46.

ii. Is there a realistic prospect of achieving an acceptable level of open space provision on the site in an area of open space deficiency given a proposed residential development density of 75 dph?

17. The Council considers that there is a realistic prospect of achieving an acceptable level of open space within the site. Open space has been the subject of considerable discussion during the public workshops in March and July 2015, which have helped inform the development of the Ridgeons Development Brief. Particular concern was raised by local residents during the course of preparing and consulting on the Ridgeons Development Brief regarding the size, orientation and accessibility of open space on site. The example site layouts shown in Appendix 3 evidence that alternative open space arrangements were tested and assessed. The Council and the landowner concluded, following further detailed consultation on the parameters (now shown in the Ridgeons Development Brief), that a large area of open space of varying width and made up of different character areas could be delivered on a north-south orientation and at the same time a variety of dwelling types and building heights could also be delivered to the proposed density of 245 dwellings. This orientation of open space and buildings also provides good connectivity to the Chisholm cycle trail being delivered via the Greater Cambridge City Deal.

18. Section 4.4 of the Ridgeons Development Brief addresses the need for on-site open space. The development proposes retaining vegetation in a planted open space towards the northern end of the site, which also serves the purpose of providing sustainable drainage. The main open space will be provided in the form of a central linear open space, large enough to provide children's play space and for active recreation. Figure 132 in the Ridgeons Development Brief¹⁶ shows the proposed layout. This space will be accessible to both new and existing residents of the local area.

iii. Would the proposed allocation put an unacceptable strain on existing services and facilities in the Romsey area?

19. The Council has considered infrastructure provision through the plan-making process. As part of producing the SHLAA in 2012 and 2013 and Technical Background Documents¹⁷, the Council consulted key stakeholders, including Cambridgeshire County Council, to confirm the presence of any infrastructure constraints. The development of the Ridgeons Development Brief has involved further analysis of land use and service provision in the surrounding area¹⁸. The site lies close to a variety of retail and service provision, with the neighbourhood centre at Fairfax Road on the edge of the site, Mill Road district centre just under 400 metres away and other retail options available at the Beehive Centre and Cambridge Retail Park just over the railway line to the west.

20. As part of the preparation of the Ridgeons Development Brief, discussions have been held with the NHS. The NHS has confirmed that its preference would be to seek improvements

¹⁶ RD/SPD/250, page 73

¹⁷ RD/Strat/130; RD/Strat/140 and RD/LP/310.

¹⁸ RD/SPD/250, pages 20 and 28-31

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to the existing local practices rather than providing new facilities on the Ridgeons site. The Ridgeons Development Brief allows for on-site provision, should circumstances change¹⁹.

21. Cambridgeshire County Council is currently preparing a strategic plan to deliver improved primary and secondary school places, catering for the planned growth of the city as a whole. The strategic plan will identify suitable locations for new or expanded schools. Future developments, including this one, will then be likely to be required to make a financial contribution towards the delivery of these schools. The provision of a further secondary school serving the east of the city has already been identified within the development of land North of Cherry Hinton²⁰. Cambridgeshire County Council has also advised that additional 'early years' places for under-fives is likely to be needed as a result of this development. Provision may be required on site²¹.

- iv. **Would a housing mix at the proposed density result in a development that would be unacceptably out of keeping with the character and appearance of the surrounding area which includes the Central Conservation Area immediately to the south of the site?**

22. The Council and Ridgeons have worked closely with local residents to ensure that the development will be in keeping with the character and appearance of the surrounding area and that it will be compliant with Policy 4/11 Conservation Areas within the Cambridge Local Plan 2006²² and Policy 61: Conservation and enhancement of Cambridge's historic environment of the Local Plan (as relevant) in respect of the preservation and enhancement of a designated heritage asset.

23. 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. The most recent appraisal for the Mill Road Conservation Area was produced in 2011²³.

24. Site R12 is located outside the northern boundary of the Mill Road Conservation Area. The conservation area is described in the Ridgeons Development Brief²⁴. The Ridgeons Development Brief requires that any development responds positively to the character of adjoining conservation area²⁵. Section 4.5 of the Development Brief expands on this by noting that houses of 2-3 storeys should be located in the southern and eastern parts of the site, which is closer to the boundaries with existing properties and the Mill Road Conservation Area. It is also proposed that these properties should generally be laid out on streets similar in width to those in the conservation area. This is considered to have a more

¹⁹ RD/SPD/250, page 30, paragraph 2.5.8

²⁰ See Main Modification PM/CC/3/A to Policy 12: Cambridge East, Main Modification PM/CC/B/A to Site R40); and Main Modification PM/CC/Policies Map/A within the Proposed Modifications, March 2016 (RD/MC/140).

²¹ RD/SPD/250, page 30, paragraphs 2.5.9 and 2.5.10.

²² RD/AD/300

²³ RD/NE/150, available at <https://www.cambridge.gov.uk/conservation-areas>

²⁴ RD/SPD/250, pages 24 and 25.

²⁵ RD/SPD/250, page 59.

positive impact on the conservation area than the large warehouse type buildings, which currently house the builders' merchant on Site R12.

25. Flats in taller blocks (typically 4-6 storeys) would be located to in the western part of the site, away from existing low-rise residential properties²⁶. While this area is designated for taller flatted blocks, there could also be the potential for lower rise houses to be mixed in.

v. Would the ingress and egress to and from the site be solely from Cromwell Road?

26. Appendix B: Proposals Schedule states that access should be onto Cromwell Road, subject to detailed testing²⁷. Movement has been a key consideration in the development of the Ridgeons Development Brief. The Council confirms that access for motorised vehicles will be provided from Cromwell Road only. This is the only vehicular access to the site at the moment and is currently used for heavy goods traffic and by cars and vans accessing the builders' merchants. The Council agrees with residents' concerns that access from Cavendish Road is unacceptable due to the narrow nature of the street²⁸. Cromwell Road is a wider road with parking on only one side of the road, enabling vehicular clearance of 6 metres and better flow of traffic.

27. Pedestrian and cycle access will be provided from Cromwell Road, Sedgwick Road and Cavendish Road²⁹. This level of permeability will support and encourage access to and egress from the site using sustainable modes of transport. The Chisholm Trail will run through the site, which will allow cyclists and pedestrians to access a wider network of longer distance cycle routes and footpaths.

vi. Should the site be included in the Mill Road Opportunity Area to the south?

28. Policy 23: Mill Road Opportunity Area sets out a new policy approach to Mill Road in order to maintain and enhance the distinctive 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. Some of the features which make it a vibrant place to live and visit also give rise to amenity issues. The policy for the Mill Road Opportunity Area seeks to encourage improvements to the public realm and ensure that any development proposals in the area contribute to them.

29. The Council considers that Site R12 should not be included within the Mill Road Opportunity Area. As illustrated on Figure 3.10 of the Local Plan³⁰ on the following page, Site R12 is not contiguous with the Mill Road Opportunity area. Site R12 lies 0.37 kilometres from the nearest point on Mill Road. As Mill Road Opportunity Area primarily focuses on the sites, services and facilities that front onto Mill Road and the enhancement that can be made to

²⁶ RD/SPD/250, page 76, paragraph 4.5.6.

²⁷ RD/Sub/C/010, page 244.

²⁸ RD/SPD/250, page 32, paragraph 2.6.1.

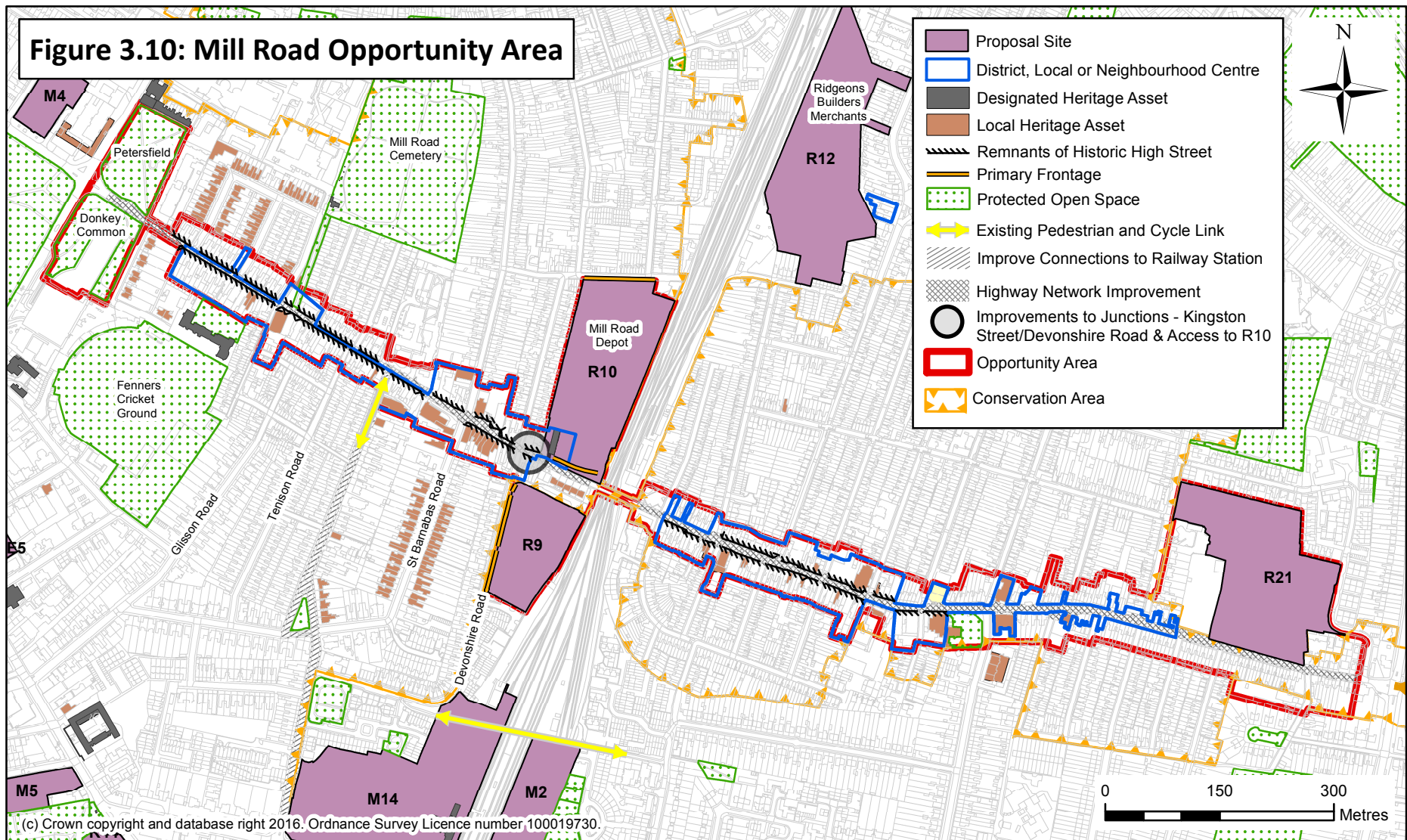
²⁹ RD/SPD/250, page 69.

³⁰ The figure was amended in the Addendum to the Cambridge Local Plan: Proposed Submission (RD/Sub/C/050 pages. 48-49). The proposed modifications PM/3/023 and PM/3/024 relate to other elements on the Figure and do not affect Site R12 directly.

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the public realm in this area, the Council does not consider that Site R12 is sufficiently close to Mill Road to reasonably include it within the opportunity area.



- vii. Given its edge of centre location should the nature of the allocation be changed to a mixed use arrangement with potential commercial uses as well as residential?**
30. The Council considers that the site is suitable for residential use and is deliverable within the plan period. With an indicative capacity of 245 dwellings, this site is integral to meeting Cambridge's housing need. Good progress has been made in producing the Ridgeons Development Brief, which supports the development coming forward and delivery within the plan period. The nature of the surrounding area has changed considerably over recent years, with the employment sites on the western side of Cromwell Road replaced by a number of residential developments at Pym Court, Hampden Gardens and Winstanley Court and the Nuffield Health fitness centre. The eastern side of Cromwell Road is residential in nature, with rows of 1930s terraced houses facing the newer residential developments on the western side. The proposed residential development at Site R12 is entirely in keeping with the nature of surrounding uses.
31. The Council's approach to the delivery of residential development on sustainably located sites such as Site R12 is in keeping with the aspirations of the current landowner and occupier of the site. The site is currently occupied by a builders' merchant, which requires heavy goods vehicles to access the site on a regular basis. The road network around the site is heavily trafficked and gives rise to delay in customers seeking to use the builders' merchant. Ridgeons are committed to relocating their current operations and have identified a site for relocation.
32. The Council considers that the development, allocation and improvement of nearby mixed use and employment sites such as: Cambridge Station Area (M14); Clifton Road (M2); 315-349 Mill Road and Brookfields (R21) and Mill Road Opportunity Area (Policy 23) will provide adequate opportunities for local, grass roots enterprises and businesses, small workshops and employment options for residents. The Chisholm Trail will also allow for the improvement of access to employment centres such as the Station Area, Cambridge Science Park and the Cambridge Biomedical Campus by sustainable modes of transport. Furthermore, as sites close to Site R12 make adequate provision for a range of uses, there is no need for a mixed use allocation for Site R12 itself.

CC7B Site R17: Mount Pleasant

Overview

33. Site R17 Mount Pleasant House (0.57 hectares) currently contains a single four-storey building used as offices. It was not allocated in the Cambridge Local Plan 2006³¹ and was first assessed for potential for development in the Council's SHLAA 2012³². It was put forward by the landowner during the Council's call for additional sites in November 2011 and was considered by the landowner to be developable for residential use of up to 100 dwelling units within 6 – 10 years³³. Following the site's inclusion in the SHLAA 2012 and 2013³⁴, the site was put forward for public consultation as Site R17 for residential use for 50 dwelling units within the Council's Issues and Options 2: Part 2³⁵ document in Winter 2013. The landowner USS made representation 23598 to the Issues and Options 2: Part 2 consultation which confirmed that:

Whilst USS is encouraged that the site is now considered suitable for housing, it does consider that the site has the ability to deliver a higher number of units in accordance with the submission made to the Strategic Housing Land Availability Assessment in November 2011.

USS considers that a higher number of units could be provided on site whilst still providing high quality accommodation for future residents and assisting the Council with its housing delivery. On this basis, we request that the Council reassess the development capacity of the site with a view to increasing the number of deliverable units on site.

34. The Council did not increase the indicative capacity of the site between the Issues and Options 2: Part 2 consultation and the Proposed Submission consultation as the site is subject to a number of constraints, including its location in the conservation area and potential impact on designated and non-designated heritage assets, established trees within and directly adjoining the site, the topography of the site and parking and vehicular access.
35. The Proposed Submission consultation took place between July and September 2013. The landowners of Site R17, USS, put forward representation 28068, which was supported by further work by Allies and Morrison and included plans of their proposed site layout, The representation states:

USS supports the draft Plan's strategic objective to deliver 14,000 additional homes in Cambridge across the Plan period (2014 - 2031). In particular, USS support the proposed site specific allocation for Mount Pleasant House for residential uses. It does however seek to challenge the proposed housing density for the site which at 50 dwellings (88 dwellings per hectare - dph), does not, in our view, make the most effective use of the land. The restricted density would seem to be at odds with the Council's overall development strategy which is to focus "the majority of new development in and around the urban area of

³¹ RD/AD/300.

³² Page 35, 70, 211 – 214 of RD/Strat/130

³³ Page 213, RD/Strat/130.

³⁴ RD/Strat/130 and RD/Strat/140

³⁵ RD/LP/270

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Cambridge, creating strong, sustainable, cohesive and inclusive mixed-use communities, making the most effective use of previously developed land, and enabling the maximum number of people to access services and facilities locally".

Appendix B of the draft Local Plan provides a schedule of sites allocated for development in order to meet the Council's housing targets set out in Draft Policy 3: Spatial Strategy for the Location of Residential Development. As outlined above, Mount Pleasant House (Site R17) is identified as suitable for housing development at a capacity of 50 dwellings (88 dph).

Whilst it is stated that the final number may be greater or smaller depending on detailed assessment and design, we are concerned that this figure could serve to restrain future development at a higher density. We are therefore seeking to demonstrate through the enclosed design study that the site has the potential to deliver a higher number of residential units.

The enclosed analysis demonstrates the site has the potential to deliver at least 87 new homes at 153 dph. It has had regard to the site's position within the Cambridge West Conservation Area; the scale of surrounding properties; and the site's elevated position.

The Council did not propose any modifications to the Local Plan prior to submission to address this representation. Further consideration of this representation is set out in the Council's response to question CC7B (i) below.

36. Since the Proposed Submission consultation, the site has been sold by USS. The new landowner has indicated that they are considering submitting an application for student accommodation for the site. This scheme would serve a number of the surrounding colleges of the University of Cambridge.

i. Would the development of the site for 50 dwellings at a density of 88dph represent the most effective use of the land?

37. The Council has undertaken further assessment of the site's capacity for residential development in order to ascertain whether development of the site for 50 dwellings at a density of 88 dwellings per hectare represents the most effective use of the land. This assessment has involved consideration of proposals put forward during the submission consultation (representation 28068) for the Local Plan by USS, the then landowner of Site R17. This representation asserted that the site could deliver 87 units of residential accommodation at 153 dwellings per hectare.
38. In relation to the overall amenity offered by the proposal, the Council considers on balance this number of units to be too high to provide suitable living accommodation as three of the flats at lower ground level would receive very low levels of light and good quality amenity space. These units front directly onto below deck parking spaces and would not provide an acceptable level of amenity.
39. Back to back distances for ground and upper floor flats between buildings oriented north-south are approximately 20 metres, which is an acceptable figure required in order to avoid excessive overlooking problems.

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40. In terms of the design of the proposal, the block fronting Mount Pleasant is too tall at least in one part, given the relative location of the White Cottage immediately south (opposite side of the vehicular entry off Mount Pleasant) and the terraced dwellings on Shelley Row. The upper floor and southerly end of this block require a reduction in height of one full storey, leading to the loss of at least three more units. Having said this, the overall bulk, scale, height and form is generally acceptable given that it is predominantly three storeys in height with a fourth floor of “roof accommodation” in the form of a pitched roof with projecting dormer windows. The scale and form responds generally well to the prevailing character of the Castle and Victoria Conservation Area and West Cambridge Conservation Area, as well as to emerging development in this location e.g. student flats at the corner of Histon and Huntington Road or flats located further up on Histon Road.
41. Parking arrangements for the proposal look very tight and some spaces and aisle widths appear undersized. Some adjustment is likely to be possible on plan across the car park given the plans are not prepared in detail. A below deck parking arrangement can work successfully but requires considerable design development, engineering, grading, drainage and investigation in relation to cost. Car parking is provided at 0.9 spaces per unit. If fewer units are provided, a figure of approximately 1.0 space per flat is possible.
42. No detailed assessment of bin or cycle storage has been undertaken at this stage, however there is no reason to believe that these requirements cannot be met either within the below-podium car park or at the southerly end of the site.
43. Based on the issues raised above, the Council considers that the proposal needs to be reduced by at least six dwellings to approximately 81 dwellings. Providing that there is an appropriate mix of unit sizes and that those units would meet minimum residential space standards, a density of approximately 142 dwellings per hectare may be acceptable and deliverable.
44. While 142 dwellings per hectare is considerably higher than the current site allocation of 88 dwellings per hectare, the proposal demonstrates that a denser form of development on the site is possible.
- ii. **Given the proximity of the site to a number of Cambridge Colleges should the residential nature of the allocation be changed from dwellings to student accommodation? Would this approach represent a more effective use of the land?**
45. Whilst the Council recognises that the site is well-placed to deliver student accommodation for a number of Colleges of the University of Cambridge, the site is also in a sustainable location to deliver market and affordable housing to meet Cambridge’s objectively assessed need for homes.
46. Since Cambridge City Council submitted the emerging Local Plan for examination in March 2014, the circumstances surrounding student accommodation in the city have been subject to change. The National Planning Practice Guidance³⁶ has been introduced, which has involved changes in relation to the ability to count student accommodation against the housing requirement.

³⁶ RD/NP/020

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Statement by Cambridge City Council
May 2016

47. Cambridge City Council has also recently received an appeal decision³⁷ in relation to 315 - 349 Mill Road, Cambridge, CB1 3NN³⁸. This appeal for student housing consisting of 270 rooms, communal areas, bicycle parking, refuse store, plant room, office, new substation, infrastructure and access, was allowed on 25 January 2016.
48. As a result of these changes, the Council is commissioning a study on student accommodation. The findings of this study will inform any modifications required to the Local Plan to address the need for and delivery of student accommodation in the city.

³⁷ RD/H/740

³⁸ Appeal Reference APP/Q0505/W/15/3035861

Appendix 1: List of Reference Documents

National Policy:

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

Cambridge City Council Submission Documents:

- Cambridge Local Plan 2014 Proposed Submission (RD/Sub/C/010);
- Cambridge City Council Sustainability Appraisal of the Cambridge Local Plan 2014: Volume 2: History of Site Allocations, March 2014 (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).

Earlier stages of plan-making:

- Cambridge Local Plan Towards 2031 – Issues and Options 2: Part 2 (RD/LP/270);
- Technical Background Document - Part 2 Supplement to Part 2 Site Options within and on the Edge of Cambridge (RD/LP/310).

Adopted development plan documents:

- Cambridge Local Plan 2006 (RD/AD/300)

Adopted supplementary planning documents, guidance and strategies:

- Cambridge City Council Affordable Housing Supplementary Planning Document (2008) (RD/SPD/180);
- Ridgeons Site, Cromwell Road – Draft Planning and Development Brief, Supplementary Planning Document (Ridgeons SPD) (RD/SPD/250).

Development Strategy:

- Cambridge Sub-Regional Strategic Housing Market Assessment 2013 (RD/Strat/090);
- Strategic Housing Land Availability Assessment (2012) (RD/Strat/130);
- Strategic Housing Land Availability Assessment – Update (2013) (RD/Strat/140).

Protecting and enhancing the natural and historic environment:

- Mill Road Conservation Area Appraisal (RD/NE/150)

Housing:

- Draft Affordable Housing SPD (RD/H/330)

Statements of Common Ground:

- Statement of Common Ground as agreed between Cambridge City Council and Ridgeons LLP, March 2015 (RD/SCG/200)

Proposed Modifications:

- Cambridge Local Plan Proposed Modifications (March 2016) (RD/MC/140)

Hearing Statements:

- Cambridge and South Cambridgeshire Matter 8: Housing Land Supply and Delivery (M8/CCC&SCDC)

Appendix 2: Proposed Modifications

The modification set out below relate to 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
244	Appendix B: Proposals Schedule, Site R12 Ridgeons, 75 Cromwell Road	<ul style="list-style-type: none"> ○ Contamination requires remediation and may limit type of housing ○ Open space requirements to reflect location in an area of open space deficiency ○ <u>Primary</u> access onto Cromwell Road, subject to detailed testing ○ Within the air quality management area ○ <u>Range of housing typologies to be provided across the site</u> ○ <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> <p><i>Under planning status, amend reference to Local Plan 2006 allocation. Should read '<u>5.14</u>' not '5.15'.</i></p>	This minor modification was proposed in the Schedule of Proposed Changes following Proposed Submission Consultation (March 2014) ³⁹ as PM/B/005 in order to address multiple representations and to assure appropriate development on site.

³⁹ RD/Sub/C/050

Appendix 3: Site layouts tested during the preparation of the Ridgeons Development Brief
Option 1



Appendix 3: Site layouts tested during the preparation of the Ridgcons Development Brief
Option 2



Appendix 3: Site layouts tested during the preparation of the Ridgions Development Brief
Option 3

May 2016

